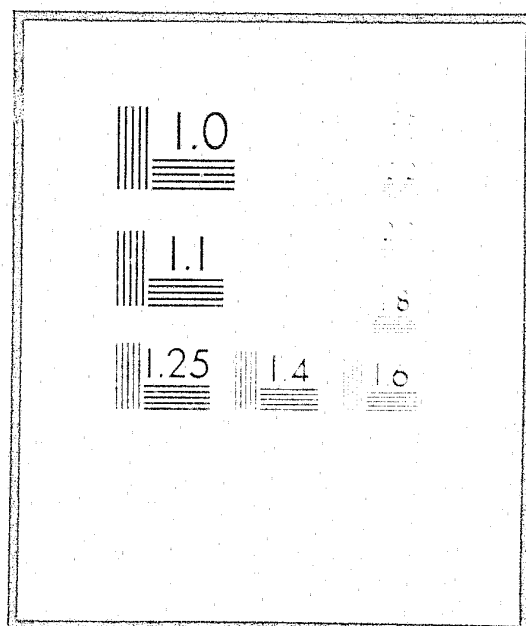


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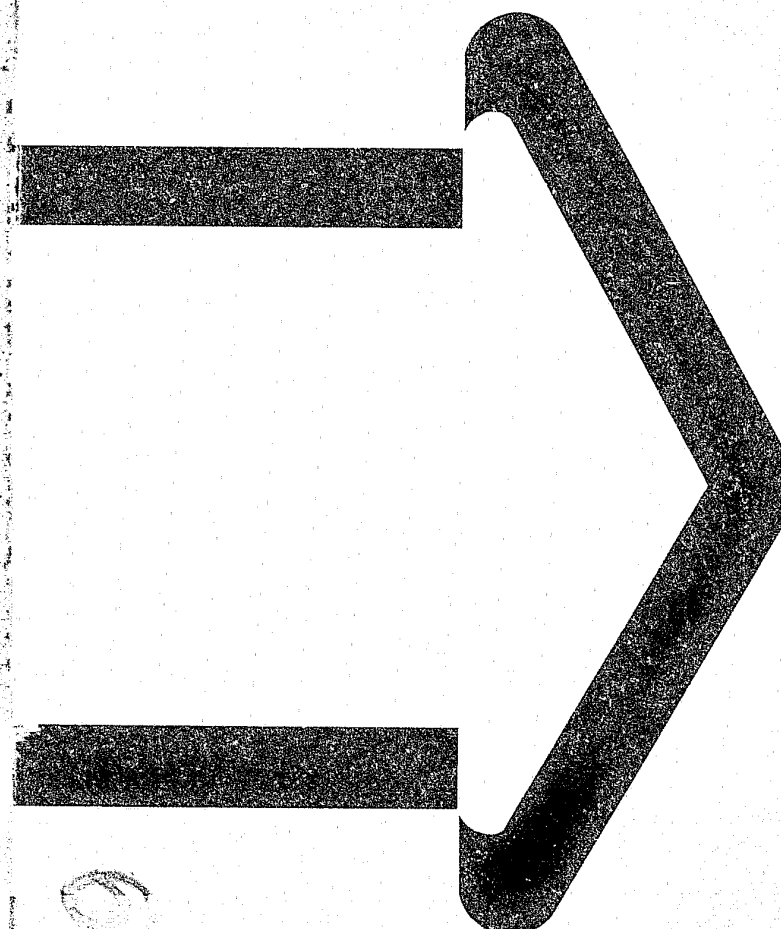
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ON CRIME AND JUSTICE



A Report of the
National Conference
of State Criminal Justice
Planning Administrators

34660

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STATE OF THE STATES ON CRIME AND JUSTICE

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A Report of the
National Conference
of State Criminal Justice
Planning Administrators

MAY 1976

Foreword

State of the States on Crime and Justice, 1976 is the third report by the National Conference of State Criminal Justice Planning Administrators. It comes at a time when crime and criminal justice issues have been ranked high on the list of national concerns, and when many are questioning the value of the federal assistance program under the Safe Streets Act.

This report provides a careful, balanced view of the program—its progress as well as its problems—from the perspective of the 55 States and territories which have primary responsibility for implementing the program. The picture presented here is both positive and realistic. It attempts to separate the program from the "War on Crime" context which surrounded its creation and which perhaps has been one of its greatest handicaps. Instead, we view the Safe Streets program as one component—but an important one—in an extremely complex situation.

From this perspective, it is possible to examine the very real progress which States have achieved toward the goal of responsive, efficient criminal justice systems. It is also possible to see that, given the resources and responsibility, the States are quite capable and willing to assume a leadership role.

The Safe Streets program was the first major federal effort to assist States and localities in the field of criminal justice. It was also the first major federal bloc grant program. *State of the States* indicates that the program has proved its worth in both cases, and has established a framework in which a vital area of government services can be continuously evaluated and improved.

Our thanks is extended to Jane Roberts, consultant to the National Conference, who was responsible for the preparation of this report. A special note of appreciation is also extended to Charles Davoli, director of the Florida SPA, who served as chairman of the *State of the States* Advisory Committee, and to the members of his committee who generously gave of their time during the past few months: Marlene Haugland, formerly with the Washington SPA; Charles Hill, director of the Wisconsin SPA; Joseph

Marshall, executive assistant to the director of the Virginia SPA; Jay Sondhi, director of the Missouri SPA; C. L. "Skip" Townsend, special assistant to the director of the South Carolina SPA; and Willis Whatley, general counsel of the Texas SPA. In addition, the National Conference wishes to acknowledge the cooperation of the Advisory Commission on Intergovernmental Relations, and particularly the assistance of Dr. Carl Stenberg and the members of the Commission's Safe Streets Project staff.

Richard N. Harris
Chairman

Table of Contents

Foreword	3
Summary of Major Findings	7
Recommendations	9
Introduction	15
Challenge and Response	15
Amendments	17
Reauthorization	18
Perspectives	18
Conflict and Criticism	19
Looking Ahead	23
Administrative Strategies and Relationships	27
Organization	27
Responsibilities	29
Auditing, Monitoring and Evaluation	31
The Local Scene	32
The Program	37
Appropriations	38
Distribution of Funds	39
Continuation Funding	42
Fund Flow	43
Discretionary Funds	43
Functional Distribution	44
Achievements	45
Projects and Programs	47
Police	47
Courts	49
Corrections	51
Juvenile Justice	52
Community Interest	54
The National SPA Conference	59
Appendix	65

Summary of Major Findings

State Planning Agencies (SPAs) are becoming more involved in Statewide criminal justice planning and budgeting activities, and are being recognized as agents of change.

A new profession of criminal justice planning has emerged. New tools and techniques have been developed. Emphases are changing. Nearly one-half of the SPAs rate their role in influencing State criminal justice budget requests as great or moderate. Most SPAs draft legislative proposals, and nearly half of these proposals have been enacted into law. These trends will have even greater significance as economic conditions and patterns change, and as greater accountability is expected from the criminal justice system.

The capabilities of SPA staff have steadily increased over the years.

Over seventy-five percent of the States rate the change in their planning capabilities as greatly increased over the past few years. An additional twenty-three percent rate the change in their planning capability as moderately increased. Other significant increases are cited in the areas of grant review, monitoring, evaluation, auditing, and establishing and funding priorities.

State and local governments are assuming the costs of projects and programs initiated with Safe Streets monies.

One commonly used criterion of the success of the Safe Streets Program is the degree of program "institutionalization"—or how many projects and programs continue with support entirely from State and local general revenues. States estimate that approximately 64 percent of the projects have been assumed by State and local governments.

Safe Streets appropriations have been declining while inflation and the range of administrative responsibilities have been on the rise.

Safe Streets appropriations have never been approved at the full authorization level. Not only are total appropriations declining, but the proportion of

funds directly available to States—those with the majority of responsibility for program administration—has decreased steadily since FY 1970. Continuing reductions, particularly during times of economic and social stress, will restrict or eliminate the opportunities to continue to improve capabilities and experiment with new ideas.

The continuity of the bloc grant concept established in 1968 has been eroded through legislative and administrative categorization.

Some of the flexibility inherent in the original bloc grant program has been diminished through legislative categorization in 1971 and 1974. Additionally, administrative guidelines, promulgated by LEAA, have placed constraints on what and how something can be done, and imposed greater manpower requirements to get it done.

Safe Streets funds are encouraging a broad range of programs to control crime and improve the administration of justice at the State and local level and in all sectors of the criminal justice system.

Safe Streets monies are being distributed in a balanced plan. Local jurisdictions generally are receiving funds in accordance with their population and crime rates. Additionally, distinct trends are emerging in the allocation of funds among the components of the criminal justice system. Police funding is declining; the percentage of funds granted to courts has greatly increased; and correctional funding has remained relatively constant since FY 1970.

State supervisory boards are broadly representative of State and local government, the various components of the criminal justice system and the general public.

The State supervisory board is the vehicle through which the components of the criminal justice system and non-criminal justice officials—both public and private—come together to assess needs and priorities, and begin to develop appropriate responses. Data indicate that no single interest dominates these boards.

Recommendations

THE BLOC GRANT APPROACH OF THE SAFE STREETS PROGRAM IS FUNDAMENTALLY SOUND, AND SHOULD BE STRENGTHENED AND REAUTHORIZED FOR FIVE YEARS.

Seven years operation under the Safe Streets Act has shown that there is still a great deal we must learn before we can say we know how to reduce crime, that individual State experimentation is helping us learn what programs may be appropriate for which problems and jurisdictions, and that development of successful programs is contingent upon States and their political subunits choosing the right priorities and programs, and making the necessary political and resource commitments. The States are constitutionally in the appropriate position to coordinate criminal justice programming and allocate scarce resources. The bloc grant approach provides States and their localities—those who are closer to and have more knowledge of local problems than the Federal Government—with the flexibility to put resources where those needs, problems, and priorities are. The continuation of the bloc grant approach is warranted based upon these factors.

Some of the flexibility which was inherent in the original bloc grant program has been diminished through legislative categorization and administrative oversight. Without the elimination of categorizing language, the Safe Streets Act will be a bloc grant in name only, and difficult to distinguish from other federal categorical grant-in-aid programs.

A system of Statewide comprehensive planning is compromised and distorted when the programs and priorities generated by such a system must conform to predetermined, uniform formulas. It makes little sense to urge and support a rational decision-making process based on the premise that State and local characteristics, and hence problems, vary, and then insist that each State place a certain percentage of funds available in a specified program area.

The continuity of the program is critical. The States have been faced with the original enactment of the Omnibus Crime Control and Safe Streets Act in 1968, amendments in 1970, 1973 and again in 1976. Put into conjunction with the passage of the Juve-

nile Justice and Delinquency Prevention Act of 1974, and the changing federal leadership of the program, the States have never had a stable program within which to operate. Each time the States have completed changes required by new legislation, regulations or guidelines, a new series of changes has been initiated.

Congress should give the States and localities a firm and stable program for a minimum of five years with estimated yearly appropriations figures that can be relied upon for long-term planning. Without this long-term commitment by Congress, the States will continue to find many local jurisdictions and State criminal justice agencies unwilling to undertake multi-year experimental and innovative programs, and unwilling to make the commitments to assume the costs of programs over time. Without a commitment by the Federal Government to long-term and stable funding, State and local governments are unlikely to give a similar commitment.

STATES SHOULD BE PERMITTED TO PREPARE AND SUBMIT COMPREHENSIVE PLANS COVERING A MULTI-YEAR PERIOD, TOGETHER WITH ANNUAL UPDATE DOCUMENTATION.

The Safe Streets Act should be amended to clearly permit States to submit comprehensive criminal justice plans which LEAA could certify as valid for multi-year periods of time. Annual updates containing information on changing strategies and programs could be required. This would permit States to spend less time in producing largely redundant documents year-in and year-out and more time to concentrate on more meaningful planning and evaluation.

In addition, statutory language describing the specific requirements of the comprehensive plan should be minimized. These specific statutory requirements many times result in plans being submitted which, while they may meet these requirements for plan format, do not necessarily fulfill the needs of Federal, State and local governments for planning purposes. Plans are often produced by the States and reviewed by LEAA for conformance to these

statutory and LEAA regulatory guidelines but not for their viability as planning documents. As a result, Federal, State and local governments find themselves involved in a paper war to a large degree. Specific plan requirements that are relevant to the needs of individual jurisdictions are better developed by flexible regulations than by legislative provisions which specify the format of each State's plan.

THE STATE PLANNING AGENCY (SPA) SHOULD FUNCTION AS AN EXECUTIVE BRANCH AGENCY, SUBJECT TO THE JURISDICTION OF THE GOVERNOR, WITH THE AUTHORITY TO PERFORM COMPREHENSIVE PLANNING FOR THE STATE'S CRIMINAL JUSTICE SYSTEM.

One of the strengths of the Safe Streets Program to date has been that the SPAs have been created as adjuncts to the Governors, subject to their jurisdiction. This has enabled the Governors, who are the chief planning officers of the States, to receive system-wide criminal justice advice. As a result of this new resource, Governors have been better able to exert much more effective leadership in the criminal justice field. The Governor is the chief executive, the agency performs executive functions, and therefore, it should be subject to the jurisdiction of the State's chief executive.

Many SPAs do more than merely plan for and allocate federal funds. Some SPAs have been asked to comprehensively plan for the integration of all resources into a single planning and budgeting process for the criminal justice system within their States. In some States, SPAs work closely with the State budget office; in others the SPAs have been asked to develop critical pieces of legislation; and still other SPAs have been asked to advise on administrative changes. These activities should be encouraged in all States to more completely fulfill the mandate set forth in the Safe Streets Act.

EACH STATE, BY 1980, SHOULD IMPLEMENT A SET OF GOALS, OBJECTIVES AND STANDARDS FOR CRIME REDUCTION AND THE ADMINISTRATION OF JUSTICE.

Standards and goals efforts have become a significant part of SPA planning and operations. The SPAs have participated in the efforts of the National Advisory Commission on Criminal Justice Standards and Goals, as did hundreds of other State and local officials. The products produced by the National Advisory Commission are worthwhile, as are the standards and goals produced by other national groups such as the American Bar Association and the American Correctional Association. Sometimes the recommendations of these eminent groups coincide; sometimes they are at odds. The primitive state of the art in criminal justice and the philosophical perspective of the groups result in the variance in recommendations.

States must be permitted and encouraged to establish their own unique processes for developing goals, objectives and standards, tailored to their own needs, problems, concerns and institutions. Specific implementation activities should be initiated, with the goal of achieving positive results, by 1980. Such standards should provide a sound basis for assessing planning priorities and establish benchmarks of accomplishments in fulfilling the intent of the Safe Streets Program.

STATES MUST RETAIN COMPLETE DISCRETION IN DETERMINING THE REPRESENTATIVE CHARACTER OF STATE SUPERVISORY BOARDS.

Any attempts to establish quotas for any interest group on State supervisory boards should be rejected. To mandate specific quotas for board composition is to inhibit the selection of the most qualified persons, and jeopardizes the retention of the broad representative character of these boards. In some States, a requirement for legislative or judicial representation raises constitutional questions.

LEAA SHOULD BE CHARGED WITH IMPLEMENTING A MORE RATIONAL, EFFECTIVE AND EFFICIENT SYSTEM FOR DISCRETIONARY AND RESEARCH ACTIVITIES.

LEAA's discretionary grant program and research efforts should be closely coordinated. However, this has not appeared to be the case to date. LEAA has not developed a long-term strategy or plan for its discretionary and research activities. It has funded a scattered number of projects, many of which on review would seem to be of lower priority in light of nationwide needs. Even where significant efforts have been undertaken, there have been problems, as in the case of the Impact Cities program.

LEAA also has had significant difficulty coordinating the efforts of its centralized office with its regional operations. The National Institute has made decisions on LEAA's research program, while the Office of National Priority Programs has made decisions on national scope discretionary projects and the ten LEAA regional offices have made their own decisions as to small scale, supplementary discretionary programs. In each of these cases, there has been little coordination by the federal managers with the key State and local personnel. It is hoped that a recent LEAA administrative reorganization, consolidating the functions of the Office of National Priority Programs into the Office of Regional Operations, will help to ameliorate some of the difficulties experienced in the past.

LEAA's efforts should be committed to a smaller number of concentrated programs which could generate data from a comparison of significant new efforts in several localities, resulting in dissemination of valuable data needed and wanted by State

and local decision-makers. To date, strategies and plans have been developed without significant State and local involvement. LEAA should be required to consult with State and local government prior to developing long-term research and discretionary strategies and plans so that results of these efforts will be useful to the people in the field.

LEAA SHOULD BE REQUIRED TO CONCENTRATE ON THE DEVELOPMENT OF MEANINGFUL TECHNICAL ASSISTANCE AND EVALUATION CAPABILITIES.

Evaluation, monitoring, standard-setting and other technical assistance activities are integral parts of planning, and a high priority for SPAs. In 1972, the National Conference adopted minimum standards

for monitoring and evaluation. Since that time, SPAs have been working diligently, and for the most part successfully, to maintain those standards. The standards were established by the SPAs early in the program because they recognized the need for information (not otherwise available) for themselves as grant administrators and for agency heads as policy decision-makers. Unfortunately, evaluation in any social science field, and specifically in the field of criminal justice, is in a rather primitive state. Although LEAA was given a mandate to assist in evaluation efforts in 1973, useful aid has yet to reach the State and local level. LEAA must be called upon to provide useful assistance in these critical areas of need. To date, educational and training efforts have been provided primarily by the National Conference.



INTRODUCTION



Introduction

The National Conference of State Criminal Justice Planning Administrators is an organization of governmental officials who are the directors of the fifty-five (55) State Planning Agencies (SPAs) for criminal justice operating in each of the States and territories. These agencies have been charged with the responsibility for comprehensive criminal justice planning and for administering funds made available by the Federal Government to the States under the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

The "Safe Streets Program," enacted by Congress in 1968 and administered at the federal level by the Law Enforcement Assistance Administration (LEAA), was the first major bloc grant program of federal assistance to State and local governments, as well as the first significant federal assistance program in the field of criminal justice. Key to the bloc grant experiment is the recognition that crime and the administration of justice are essentially local problems which can be best addressed at the State and local level. As a result, the majority of responsibility for implementing the program—planning, monitoring, auditing, evaluation, fund allocation, etc.—resides with the States rather than with the Federal Government. Each State and territory is awarded an annual amount of bloc grant funds based upon the development and approval of a comprehensive plan. The States and territories then allocate funds to State and local agencies for the operation of projects and programs consistent with the comprehensive plan.

This report reviews the multitude of projects, programs and activities of the States and territories in carrying out their responsibilities under the Safe Streets Act. It is also a report of the various activities of the National SPA Conference. The report presents a picture of SPA efforts to reduce crime and improve the administration and quality of justice. It provides an overview of common approaches adopted by SPAs, including descriptions of many of the efforts currently underway.

In compiling this report, the National SPA Conference, in conjunction with the Advisory Commission

on Intergovernmental Relations, developed and administered a questionnaire which was sent to each SPA director in June, 1975. This survey included 114 questions addressing a broad range of SPA activities. Responses were received from 53 of the 55 SPAs. In addition, extensive use was made of the FY 1976 Planning Grant applications of each of the 55 jurisdictions, various project and program reports, data from the LEAA Grants Management Information System (GMIS), and numerous other reports and documents published by the SPAs and LEAA. Information was also collected from various reports and other documentation of the Federal Bureau of Investigation, the Advisory Commission on Intergovernmental Relations, the Bureau of the Census, the Office of Management and Budget, the General Accounting Office, the National Center for State Courts, the National Governors' Conference, the National League of Cities, the U.S. Conference of Mayors, the National Association of Counties, the National Conference of State Legislatures, Congressional committees, and other sources as appropriate.

1965 to the Present: Challenge and Response

Prior to 1965, there was no federal financial assistance program for State and local criminal justice agencies. Responding to a growing public concern about the problems of crime and the administration of justice, President Lyndon Johnson proposed and Congress enacted a small federal assistance program under the Law Enforcement Assistance Act of 1965. The program, under the jurisdiction of the Department of Justice, funded demonstration and research projects in accordance with predetermined, federally-defined categories of activities. The 1965 Act also authorized funds for the establishment of State criminal justice "planning agencies." This categorical grant program, operating under the Office of Law Enforcement Assistance with an annual appropriation of slightly more than \$7 million, was an experimental attempt to promote new ideas and research. However, this initial federal attempt to aid the criminal justice system, while worthwhile as

an experimental program, made no notable impact on the system or on crime.

In 1965, President Johnson also established the Commission on Law Enforcement and Administration of Justice (President's Crime Commission) to examine the causes and extent of and possible solutions to crime. The Crime Commission worked for nearly two years, and documented in detail the problems of the Nation's criminal justice system. In its final report, issued in 1967, the Crime Commission described antiquated police practices and deplorable conditions in our jails and prisons, and documented abuses of justice which had occurred in some of our courts. Indeed, the 1967 Commission cited many of the same issues and problems which had been chronicled by the Wickersham Commission in 1931.¹

The Crime Commission blamed many of the difficulties of our fragmented criminal justice system on its reluctance to change old ways or, to put the same proposition in reverse, its reluctance to try new ones.² It challenged the "system" to confront its problems and to begin to work toward change and reform. The Crime Commission also called upon the American public to give the criminal justice system the wherewithal to "do the job it is charged with doing."³ The Commission strongly endorsed the concept of and need for a federal criminal justice assistance program "totaling hundreds of millions of dollars a year during the next decade."⁴ The Commission also urged that State and local criminal justice planning efforts be supported by the Federal Government.

The Commission outlined seven objectives which, if actively pursued, could lead to a reduction in crime:

- First, society must seek to prevent crime before it happens by assuring all Americans a stake in the benefits and responsibilities of American life, by strengthening law enforcement, and by reducing criminal opportunities.
- Second, society's aim of reducing crime would be better served if the system of criminal justice developed a far broader range of techniques with which to deal with individual offenders.
- Third, the system of criminal justice must eliminate existing injustices if it is to achieve its ideals and win respect and cooperation from all citizens.
- Fourth, the system of criminal justice must attract more and better people—police, prosecutors, judges, defense attorneys, probation and parole officers, and correction officials with more knowledge, expertise, initiative and integrity.
- Fifth, there must be much more operational and basic research into the problems of crime and criminal administration by those within and without the system of criminal justice.
- Sixth, the police, courts, and correctional agencies must be given substantially greater amounts of money if they are to improve their ability to control crime.

- Seventh, individual citizens, civic and business groups, religious institutions, and all levels of government must take responsibility for planning and implementing the changes that must be made in the criminal justice system if crime is to be reduced.⁵

The Commission noted: "Many Americans take comfort in the view that crime is the vice of a handful of people. This view is inaccurate. . . . Many Americans also think of crime as a very narrow range of behavior. It is not. . . . No single formula, no single theory, no single generalization can explain the vast range of behavior called crime. . . . Many Americans think controlling crime is solely the task of the police, the courts, and correction agencies. In fact, as the Commission's report makes clear, crime cannot be controlled without the interest and participation of schools, businesses, social agencies, private groups, and individual citizens."⁶

By 1967, crime rates were escalating, and were a major concern of private citizens and public officials alike. In February, President Johnson proposed the "Safe Streets and Crime Control Act of 1967" as a vehicle to implement the recommendations of the Crime Commission. The debate in Congress ensued for many months, much of it occurring during a time of widespread civil disorders, riots and social upheaval. Final action came in June 1968, when Congress approved and President Johnson signed into law the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351). The resultant document, a product of heated and prolonged debate and political rhetoric, embodied the first bloc grant program of federal assistance in any field, and the first major federal program to aid State and local criminal justice.

The Act established the Law Enforcement Assistance Administration (LEAA) within the Department of Justice as the administering federal agency headed by a triumvirate administration. The Act also created a State Planning Agency (SPA) in each of the States and territories (fifty-five (55) jurisdictions).

The objectives of the new bloc grant program, as enunciated by Congress, were: "to (1) encourage States and units of general local government to prepare and adopt comprehensive plans based upon their evaluation of State and local problems of law enforcement; (2) authorize grants to States and units of local government in order to improve and strengthen law enforcement; and (3) encourage research and development directed toward the improvement of law enforcement and the development of new methods for the prevention and reduction of crime and the detection and apprehension of criminals."⁷ The Act also required that initial emphasis be given to developing techniques for combating organized crime and for preventing and controlling riots.

States were assigned the major responsibility for implementing the program. Funds were made available, on a matching basis, for planning grants (Part B) and action grants (Part C). Planning grants were earmarked for the establishment of the State Planning Agencies, which were charged with developing a comprehensive plan for reducing crime and improving criminal justice capabilities throughout the State. The Act required that action funds be distributed to local and State agency applicants on a 75-25 percent ratio, respectively. The Act also stipulated that 40 percent of each State's planning grant be channelled to units and combinations of units of local government to insure their participation in the development of the plan. All planning grant funds and eighty-five (85) percent of the action grant funds were to be distributed among the States according to their relative populations. The balance (fifteen (15) percent) of the action funds and all research and development funds were to be administered by LEAA.

In addition, the Act established a National Institute of Law Enforcement and Criminal Justice within LEAA to conduct research, and initiated an academic assistance program to further education among law enforcement personnel.

Thus, the Omnibus Crime Control and Safe Streets Act of 1968 provided the basic structure for the Nation's criminal justice assistance program. Although this structure has remained fundamentally unchanged since the passage of the 1968 legislation, Congress has amended the original Act on two occasions and has added a new juvenile justice program. These changes have expanded and attempted to clarify the responsibilities of LEAA and the SPAs.

1971 Amendments

Extensive Congressional hearings were initiated in early 1970 to review the first two years experience with the Safe Streets Program and to consider the reauthorization of the program. Among the major issues receiving attention were: the ability of the States to administer the program, the distribution of funds to major urban areas and among criminal justice functional areas, and the program's administrative structure.

At the conclusion of hearings and floor debate, Congress voted to reauthorize the program for three years and to amend several of its provisions. Among the key changes were: a requirement that States distribute action funds on a "level of effort" basis (based upon the State and local percentage of overall criminal justice expenditures); the establishment of a new Part E which provided funds for correctional programs and facilities; the addition of assurances that adequate funding would be provided to units of local government with high crime rates and

high levels of criminal justice activity; a provision requiring broader representation on State and local supervisory boards; the expanded use of "cash match" (as opposed to credits for donated goods and services); a requirement that States provide a share of the cash match for local programs; and an adjustment of the LEAA top management structure. Authorization levels were increased.

In sum, the 1971 amendments—contained in the Omnibus Crime Control Act of 1970—represented the first attempt by special interests to change the focus and format of the program. However, in its response, Congress elected to retain the fundamental structure of the bloc grant program devised in 1968 with only a few modifications.

1973 Reauthorization

The 1973 Congressional review focused on efforts to enact an Administration (President Nixon) proposal for a special revenue sharing program. However, as in 1971, Congress chose to reauthorize the program, in substantially its original form, for a period of three years.

The amendments, contained in the Crime Control Act of 1973, required that local and regional planning boards be composed of a majority of locally elected officials. They also mandated that procedures be established by SPAs whereby political subdivisions of 250,000 or more inhabitants or combinations of such units, could submit comprehensive plans to SPAs rather than submit applications on a project-by-project basis. Regional planning units were allowed up to 100 percent federal planning funds, and planning grants to interstate metropolitan or regional planning boards were authorized.

Comprehensive plan requirements were made more specific as well. States were called upon to include in their plans a comprehensive program for the improvement of juvenile justice, funding incentives for the coordination or combination of law enforcement activities, and the development of narcotic and alcoholism treatment programs in correctional institutions. Under the amendments, SPA review of grant applications was limited to a period of 90 days, and the same 90-day "turnaround" time was applied to LEAA's review of comprehensive State plans.

Matching contributions for most grants were reduced from 25 to 10 percent of the total project cost. Match was required to be in cash, with States providing one half of the required match for local projects and programs. Construction projects remained on a 50-50 cash match basis. Authorization levels were again increased.

Part E was amended to require States to monitor and report the progress of their entire correctional system with respect to prisoner rehabilitation and recidivism rates. The amendments also broadened

and specified the responsibilities of the National Institute of Law Enforcement and Criminal Justice, requiring that the Institute undertake a detailed national survey of criminal justice personnel needs and develop guidelines for LEAA education, training, and manpower programs. Evaluation of programs was also designated as an Institute responsibility, to be conducted with the assistance of the SPAs through the submission of detailed reports and project data.

New confidentiality provisions were added to the legislation designed to regulate the dissemination and usage of statistical, research and criminal history information. And the LEAA three-man (troika) management arrangement was eliminated.

1974 Juvenile Justice Amendments

A new programmatic emphasis was added to the Safe Streets Program upon the enactment of the Juvenile Justice and Delinquency Prevention Act of 1974. This legislation had its genesis in earlier attempts to categorize the LEAA program, as well as in efforts to improve the administration of juvenile delinquency prevention programs of the Department of Health, Education and Welfare (HEW) under the authority of the Juvenile Delinquency Prevention and Control Act of 1963. Much of the Congressional debate focused on which agency would administer the program (LEAA or HEW), programmatic emphasis, and appropriation levels.

Final action by Congress assigned program responsibility to LEAA and created a new administrative structure within LEAA to manage the program. Although this action aided in the centralization of federal efforts to assist the juvenile justice system, this new responsibility also added to the further categorization and administrative burdens of the LEAA program.

1976 Reauthorization

In July 1975, President Ford submitted a proposal (the "Crime Control Act of 1976") to reauthorize the LEAA program for a period of five years. The President's proposal contained no major changes which would affect the basic structure of the existing program. It did, however, contain several provisions addressing concerns voiced by many interest groups, Congressional observers and interested citizens. Among the recommended changes were provisions for: an advisory committee (appointed by the Attorney General) to advise the LEAA administrator on the expenditure of discretionary funds; a program, including a \$50 million annual authorization, for programs focusing on crime reduction in heavily populated and high criminal justice activity areas; an added emphasis on court planning activities and programs; greater oversight and policy direction by the Attorney General; and the redesignation of the

Institute as the National Institute of Law and Justice with authority to conduct research in the area of civil justice under the direct authority of the Attorney General.

Again, however, the Administration did not propose any significant changes to alter the basic structure of the program.

Perspectives

The Emergence of a Program

Since 1968, the Safe Streets Program has assisted and encouraged a wide range of projects and programs to coordinate, modernize and increase the effectiveness and efficiency of all components of the criminal justice system. The program has also developed new approaches to crime reduction. More importantly, for the first time, States and localities are providing a coordinated and comprehensive approach to criminal justice and crime reduction problems, and together they are developing new methods for the prevention and reduction of crime and the establishment of criminal justice goals and priorities.

Over the past seven years, SPAs have developed and supported projects in all areas of police services—from community relations units, and training and education programs, to crime laboratories, improved telecommunications networks and specialized patrol techniques. Efforts to bring the services of numerous, independent law enforcement agencies into close coordination through the development of both communication and operational systems have been of prime importance. Many programs have been implemented—and with *demonstrated success*—which have as their target the reduction of specific crimes. These activities, in operation in all parts of the country, are being closely monitored. The evaluation of the results of these efforts will measurably assist in the identification of what techniques work best—and under what conditions—so that other jurisdictions may benefit.

States have also become actively involved in programs to upgrade all areas of court, prosecution and defense operations. In addition to assisting with the employment of specialized personnel, programs have been initiated to expedite case flow management and reduce court backlogs and processing time, improve courtroom security and provide training and education programs for judges, clerks and other court personnel. Programs have been initiated to increase the "fairness" of the administration of justice by providing the courts with the tools to analyze offender data. This information can then be translated into judicial practices and guidelines to achieve greater consistency in sentencing practices.

A major thrust of the SPAs in the field of corrections has been the development of "community-based" programs which seek to rehabilitate and treat offenders in or near their own localities. With Safe Streets assistance, States and localities are able to support basic and much needed activities such as improved probation and parole services, diagnostic and classification programs, improved treatment of female offenders, and expanded work-release and study-release opportunities for inmates. The recidivist rate—that is, the repeat-offender rate—is being contained and even reduced in some jurisdictions throughout the country as a result of programs initiated under the Safe Streets Act. The reduction of recidivism means that fewer offenders are engaged in new criminal activity—and that means fewer crimes.

A substantial amount of activity has been focused on the juvenile justice system. As a result of recent Congressional action (the enactment of the Juvenile Justice and Delinquency Prevention Act of 1974), additional emphasis is anticipated. Among the projects supported by the Safe Streets Program are youth service bureaus, halfway houses, group and foster homes, and expanded counseling, diagnostic and referral services. States have been instrumental in establishing treatment services, emergency units, hot lines and crisis intervention programs to help deal with the problems of drug and alcohol abuse. Programs have also been initiated to prevent and detect drug-related crimes.

Many community crime prevention efforts are a result of State leadership under the Safe Streets Program. Activities include street lighting campaigns, architectural design innovations which reduce the opportunity to commit crimes, rape prevention programs, anti-shoplifting and anti-burglary campaigns, and numerous law-related education and citizen involvement programs.

These efforts, and the partnership between Federal, State and local government require continued support if this Nation is to attain its goals of a truly responsible and responsive system of criminal justice and greater public safety. Greater demands will be made to demonstrate positive results in combating crime. Some will challenge the program because crime has increased. But to expect crime to go down solely because of the Safe Streets Program is to misunderstand both the nature of crime and the nature of the program.

Conflict and Criticism

Since 1968, the Safe Streets Program has been the object of much controversy and criticism in the face of rising crime rates. Only once, in 1972, did the criticism subside briefly when crime statistics indicated an actual decrease in reported crime. However, it is not appropriate to relate statistical aberrations

contained in the crime statistics with a judgment that the Safe Streets Program has either succeeded or failed. Likewise, it is not appropriate to claim credit or take responsibility for failure solely on the basis of what the crime statistics appear to indicate. As Attorney General Edward Levi recently noted at a meeting of Governors in Washington, D.C., the crime statistics simply "cannot withstand the light of day."

In fact, over ninety-five (95) percent of the SPAs responding to the National SPA Conference and ACIR questionnaire indicated that bloc grant funds have had at least some success in reducing crime or slowing the growth in the crime rate, even though the reported statistics portray an overall increase (see Table 1).

The short eight year history of the Safe Streets Program has been confused at best, in some measure because of the constantly changing priorities and the ever broadening purpose Congress has invoked. During each of the two previous reauthorization processes, Congress—in response to various criticisms and pressures from special interest groups—has frequently altered Safe Streets priorities. In 1969, emphasis was on law enforcement assistance, and riot and organized crime control. The 1971 Amendments stressed correctional activities, and in 1973, attention was shifted to standards and goals and crime reduction. Most recently, renewed emphasis was placed on juvenile justice.

This trend can be expected to continue during the 1976 reauthorization process, given the variety of pressures to change the law already expressed, particularly in the area of aid to local governments and courts.

With each change has come a new level—or at least a different type—of expectation regarding accomplishments and results, and even more confusion about the overwhelmingly ambitious programmatic goal expressed in 1968—the reduction of crime. For although it was clearly stated and supported by the Crime Commission in 1967 that aid directed only to the criminal justice system was not enough, the Administration proposed and Congress approved a program of assistance to the criminal justice system with every expectation that crime would decline.

Although the Administration and Congress accepted the Crime Commission's findings, the program which emerged in 1968 focused primarily on efforts to improve the system. For example, the "Declaration and Purpose" preamble to the 1968 legislation stated:

"Congress finds that the high incidence of crime in the United States threatens the peace, security, and general welfare of the Nation and its citizens. To prevent crime and to insure the greater safety of the people, law enforcement efforts must be better coordinated, intensified, and made more effective at all levels of government. . . . It is there-

fore the declared policy of the Congress to assist State and local governments in strengthening and improving law enforcement at every level by national assistance. It is the purpose of this title to (1) encourage States and units of general local government to prepare and adopt comprehensive plans based upon their evaluation of State and local problems of law enforcement; (2) authorize grants to States and units of local government in order to improve and strengthen law enforcement; and (3) encourage research and development directed toward the improvement of law enforcement and the development of new methods for the prevention and reduction of crime and the detection and apprehension of criminals." (Underlining added for emphasis.)

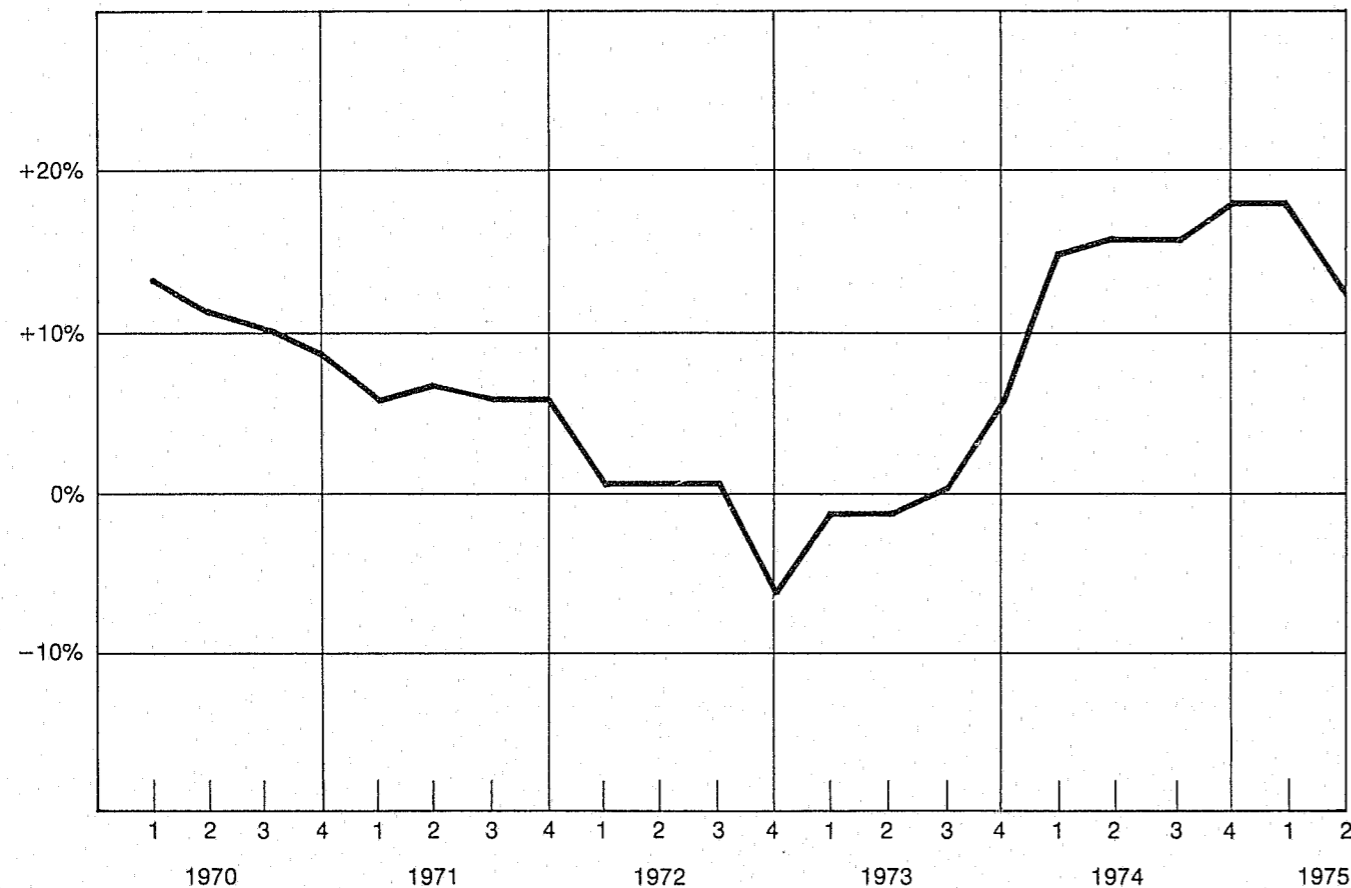
Further, Section 301(a)—which authorized the use of "action grant" monies—specifically stated that "It is the purpose of this part to encourage States

and units of general local government to carry out programs and projects to improve and strengthen law enforcement." (Underlining added for emphasis.)

The legislation was predicated on the assumption that by promoting efforts to improve the components of the criminal justice system, crime would be reduced. But at the time, in 1967 and 1968 during Congressional review, no one seriously questioned the popular belief that the infusion of money to improve the criminal justice system would, in fact, automatically reduce crime. Questioning such was not in the realm of political or popular acceptability—particularly in the aftermath of the widespread civil disorders and riots of the 1960's. "War on crime" and "law and order" were the by-words.

TABLE 1.
Percent Change in United States
Index Crime Over Previous Year

For 1st 3 Months, 1st 6 Months, 1st 9 Months, and
Annual, 1970 Through 1st 6 Months of 1975



SOURCE: FBI

Neither the 1971 nor the 1973 amendments significantly altered this emphasis of "system improvement." Only recently, with the passage of the Juvenile Justice and Delinquency Prevention Act of 1974, has the system emphasis been amended to include the recognition of and assistance to "non-system" activities. The Act emphasizes the significance of resources and institutions external to the traditional criminal justice system in dealing with crime and delinquency, and authorizes support for a broad range of community-oriented activities. Specifically, the Act stressed the need to focus on prevention and diversion programs. This expanded purpose, however, is confined to the juvenile justice area.

The critical nature of and relationships between the components of the criminal justice system, and non-system entities in impacting upon crime was reiterated in 1973 in the report of the National Advisory Commission on Criminal Justice Standards and Goals. The twenty-two (22) member commission was appointed in 1971 and charged with the formulation—for the first time—of national criminal justice standards and goals for crime reduction and prevention at the State and local level.

After nearly two years of study, the Commission proposed the goal of a fifty (50) percent reduction in "high-fear" crimes by 1983.⁸ The panel also proposed four priority action areas in achieving this goal:

- Juvenile Delinquency: The highest attention must be given to preventing juvenile delinquency and to minimizing the involvement of young offenders in the juvenile and criminal justice system, and to reintegrating juvenile offenders into the community.
- Delivery of Social Services: Public and private service agencies should direct their actions to improve the delivery of all social services to citizens, particularly to groups that contribute higher than average proportions of their numbers to crime statistics.
- Prompt Determination of Guilt or Innocence: Delays in the adjudication and disposition of criminal cases must be greatly reduced.
- Citizen Action: Increased citizen participation in activities to control crime in their community must be generated, with active encouragement and support by criminal justice agencies.⁹

The Commission's seven volume report not only contained hundreds of standards and recommendations for the improvement of the criminal justice system, but also suggested many standards and recommendations pertaining to the social service delivery system.

While a number of the conditions cited by the 1967 Commission had been ameliorated, the National Advisory Commission found that progress was nonexistent in other areas of the criminal justice system, and the system was still in much need of reform. But as in the earlier Commission's report, the 1973 panel stressed the need for concomitant action in non-criminal justice areas, citing:

- (1) Citizen apathy and indifference contribute to crime;
- (2) Private and public agencies outside the criminal justice system influence rises and declines in crime rates; and
- (3) Community crime prevention efforts include demonstrable benefits for existing institutions and agencies organized toward the achievement of other primary goals.¹⁰

Wholesale and lasting crime reduction through limited planning efforts and financial assistance confined solely to the criminal justice system is an unrealistic expectation. There is no single formula for determining the causes of crime. There is no single prescription for dealing with crime. There is no uniform manner for dealing with criminal offenders. Rather, crime reduction and prevention can only be accomplished by addressing the total social, political and economic needs and attitudes of citizens. The elements of the criminal justice system can contribute to efforts to help reduce crime; but traditionally the police, courts and corrections components deal with crime and criminals after they have become statistics. As recently noted by Samuel Dash, Director of the Institute of Criminal Law and Procedures at Georgetown University in Washington, D.C. and former counsel to the Senate Watergate Committee: "How we handle a criminal after he's in the system won't cut down on crime. The criminal administration system simply can't do it."

In the short-run, improved law enforcement and strengthened crime suppression activities may have limited impact upon the crime problem. At best, long-term remedies will only be approached through concerted efforts to develop a sound economy, provide job and educational opportunities, ameliorate social inequities, and reduce the opportunity to commit a crime—and the need to commit a crime. Many of the actions which must be taken to impact upon the crime problem are not related to the criminal justice system. The control of crime is an intergovernmental, interfunctional, interdisciplinary and interpersonal responsibility. All levels of government must cooperate in sharing resources and technologies. The various components of the criminal justice system—police, courts, corrections—must function in concert to produce a viable system of justice. The myriad of complex social disciplines must also work together in order to reduce related social ills such as poverty, unemployment and ghetto environments in order to have any effect on crime. Citizen attitudes—distrust, alienation, apathy—toward one another and toward the acceptance of crime as a way of life or as being tolerable, must also be addressed. Many of these issues are beyond the scope of the Safe Streets Program, yet they deal directly with the root causes of crime, and their importance cannot be understated. James Vorenberg, noted Harvard law professor and executive director of the 1967 Crime Com-

mission, in a November 1975 television interview stated: . . . "It sounds like a broken record, I suppose, but I really think that you can't make a big dent in crime without doing something about the kind of society we live in. I think the way this country has operated in the last eight years has been the perfect prescription for increasing crime. I think if we're not willing—on a consistent basis—to invest in the kinds of lives people lead, if we keep people out of schools, if we continue discrimination in schools, if we have (high) unemployment, I think we're going to have the same problem ten years from now (that) we have now."

It is understandable that the program which was formulated in 1968 dealt with the "basics" of the criminal justice system. Indeed, it is far easier to see more policemen on the streets, additional judges on the bench, and correctional institutions with improved facilities than it is to determine the effectiveness of a psychological testing program or a pre-delinquency counseling program, or deal with the root problems of such a complex social condition as crime.

The only misconception—born of hope—was to expect an immediate and wholesale reduction of crime as a result of a limited expenditure of federal funds to improve the criminal justice system.

In addition, and *most* importantly, however, the program which did emerge in 1968 was absolutely essential because the criminal justice system lacked resources, manpower and imaginative leadership. As cited by the Crime Commission:

Every part of the system is undernourished. There is too little manpower and what there is is not enough trained or well enough paid. Facilities and equipment are inadequate. Research programs that could lead to greater knowledge about crime and justice, and therefore to more effective operations, are almost non-existent. To lament the increase in crime and at the same time to starve the agencies of law enforcement and justice is to whistle in the wind.¹¹

The establishment of the Safe Streets Program in 1968 was a realistic attempt to begin to provide desperately needed resources to improve a highly fragmented, inefficient, and at times ineffective system of criminal justice, and to begin to identify methods to reduce crime. In this regard, the program has fulfilled its statutory mandate. All components of the criminal justice system are better trained and equipped today, and some progress has been made in formulating and testing crime reduction strategies. Although the staunchest critics do continue to evaluate the Nation's crime control efforts purely in the context of its "failure to reduce crime," policymakers, law enforcement and criminal justice officials, academicians, sociologists and the like are far more realistic in their appraisal of success and failure. A recent article in *U.S. News*

and *World Report* which dealt with crime in America found: "On one point authorities agree: No quick solutions can be expected."

An additional problem inherent to the evaluation of success or failure of crime reduction programs is the determination of what kinds and how many crimes are committed. In measuring crime, most observers look first to the reported crime rate compiled and published annually as the *Uniform Crime Reports* (UCRs) by the Federal Bureau of Investigation. These reports are developed in conjunction with the Committee on Uniform Crime Records of the International Association of Chiefs of Police (IACP). However, two fundamental factors must be recognized when utilizing these statistics. First, during the past five years when reported crime exhibited an increase, the Nation's economic health began to suffer. Such key indices as inflation and unemployment skyrocketed. Historically, studies have shown that crime increases during periods of economic change and stress.

Second, crime statistics are themselves controversial. Analysts challenge the validity and completeness of the UCRs because they are compiled through a voluntary, erratic and non-uniform system of collection. These statistics have been utilized primarily because nothing more reliable exists. Much of the initial and on-going State and local expenditures in the Safe Streets Program have supported the development of a more valid data base and improving the capability of criminal justice agencies to produce crime information on a complete, uniform and quality basis. As a result, these statistics are becoming more complete each year, although they are still far from perfection. More and more agencies are participating, and the data being generated are more reliable. Inevitably, this increased participation and completeness has had an impact on the numbers represented by the statistics. They have increased. A recent study in Pennsylvania, for example, confirmed that a great portion of a recent increase in the UCRs for that State was as a result of increased reporting efficiency rather than an increase in crimes being committed. Alabama may also experience a dramatic increase in crime statistics—at least on paper, according to officials in that State. The statistics will be inflated beyond a real increase or decrease in crime because of a mandatory crime reporting system which went into effect last year. Only 37 percent of the law enforcement agencies were reporting data at the beginning of 1975. By the end of the year, the percentage of reporting agencies had increased to 70 percent. These findings exemplify that the UCR statistics are not a clear indication of the seriousness of crime. The real question is not the method of estimation, but whether the yardstick at the present time is too changeable to allow significant trend comparisons to be made at the national level.¹²

Additional reporting problems occur when, as the Wickersham Commission pointed out, agencies "use these reports in order to advertise their freedom from crime as compared with other municipalities." While public sensitivity to and greater awareness of the crime problem serve as a check to this situation, it is possible that political pressures external to the reporting agency (the police department) or perhaps the desire of the police department to advance the proposition that crime is not a serious problem locally have an effect on reporting results. Deficient or defective reporting practices also skew the statistical outcome. Clearly, all of the problems which do exist in the compilation of data serve to prevent an accurate picture of the crime situation in communities throughout the country from receiving the public scrutiny it justly deserves. In the final analysis, it is a violation of the public trust.

Another weakness of the existing crime reporting system is that there is no base comparison against which measurements of crime control and prevention efforts can be made. As a result of these and other problems experienced with crime reporting, a new measurement technique—victimization surveys—is being developed to obtain a more accurate gauge of the scope of unreported crime. The first national survey of unreported crime (National Opinion Research Center Field Survey II, Criminal Victimization in the United States) was undertaken in 1967 as part of the comprehensive work of the President's Crime Commission. A recent victimization survey completed in Portland, Oregon, and released in February 1975, showed a 16% drop in the burglary rate during the previous two years. This finding is in direct contradiction to FBI statistics which reflected an increase in burglaries during the same period. Through the use of household interviews, researchers discovered that while fewer persons had been victims of burglaries, a greater proportion had reported the crimes to the police. As a result, the study attributed the FBI data to an increase in the citizen reporting rate, rather than to an actual increase in crime. The report concluded: "Official crime statistics reflect only the crimes which residents report to the police or which the police uncover in progress. If residents begin reporting a greater percentage of all crimes to the police, the official crime rates will be increased even though the total amount of crime could be the same or even declining."

Current national victimization survey work is being conducted by the National Crime Panel of LEAA. Within the next several years, the States will have data which will aid them in determining whether the actual rate of crime victimization has been changing. These surveys, while not reputed as being the final answer, do in fact, present a clearer, more precise picture of the character and magnitude of the Nation's crime problem. For example, recent surveys have revealed that fifty-five percent (55%) of

offenses are committed against persons, forty-one percent (41%) of offenses involve households, and four percent (4%) of offenses are against businesses. Low income families are more likely to be victims of violent crime, while more affluent persons are more victimized by burglaries, other larcenies. Teenagers are the most frequent crime victims, and persons over 65 are the least affected. Men are more often targets of crime than women; blacks fall victim more often than whites. Single persons who rent, rather than own their own houses, are high on the victim list.

From the criminal justice system perspective, these are the kinds of data—together with offender profile data—which are necessary to the development of an effective plan to deal with crime. How can one treat an ailment unless one can analyze the symptoms and diagnose the cause?

Looking Ahead

In 1976, Congress once again will consider the Safe Streets Program. During this process, the Congress and the public must not only examine the program's deficiencies, but also recognize its limitations. More importantly, Congress and the public must review the positive results that have been achieved over the past seven years, and weigh the costs and benefits of continuing the program against the human, economic and social costs of crime.

The development of the program has been an evolutionary process. SPAs, local criminal justice planning agencies and the federal administrative structure did not appear overnight. There was no cadre of trained and experienced "criminal justice planners" waiting to staff and direct the program. There were no set procedures to operate the the program in the critical areas of auditing, monitoring and evaluation. There were no precedents for the Nation's first bloc grant program of federal assistance. Little was known about the causes, extent and nature of crime.

In a recent article, Joseph L. White, Fellow at the Academy for Contemporary Problems noted: "Congress must give up its unrealistic notion that by contributing funds to the improvement of criminal justice crime rates and recidivism will go down. . . . LEAA is an agency primarily charged with the management of a grant-in-aid program. Its failure to reduce crime should not obscure what the agency has accomplished. Nor should it obscure the fact that when Congress directed LEAA to reduce and control crime, it asked for too much. . . . The Congressional interest in the quality of law, order and justice in America should be more positively focused on increasing the capability of the system to be efficient and humane, and not demand, as a *quid pro quo*, a reduction in crime for every dollar. Congress should continue to express its concern about the quality of criminal justice for the same reasons

that it justifies expenditures for other, large social systems. It does not require the health field to eradicate cancer as a condition precedent to funding, nor does it require the educational system to maintain an intellectual level of excellence in America. It does so because those services are the stuff of government, what the people want to collectively provide to themselves."

The system of justice in America today is fundamentally sound, and is substantially superior to that which existed only seven years ago. Safe Streets monies represent almost the only funds available to criminal justice for experimentation. These resources have permitted system-wide criminal justice planning, directing responses to crime in urban areas, establishing standards for criminal justice personnel and operations, drafting major legislative changes including criminal code revisions, and introducing innovative programming. Without the infusion of federal funds under the Safe Streets Act, States and localities would be able to do little more than maintain their existing operations.

The Safe Streets Program has demonstrated its ability to increase the efficiency, effectiveness and fairness of the Nation's criminal justice system. Whether or not these improvements and the developing crime reduction efforts have helped stem the rise in crime is impossible to assess at this time; but these efforts represent worthwhile and not inconsiderable goals unto themselves.

The 1967 Crime Commission aptly observed:

... this report has emphasized again and again that improved law enforcement and criminal administration is more than a matter of giving additional resources to police departments, courts, and correctional systems. Resources are not ends. They are the means, the means through which the agencies of criminal justice can seek solutions to the problem of preventing and controlling crime. Many of those solutions have not yet been found. We need to know much more about crime. A national strategy against crime must be in large part a strategy of search.¹³

In 1973, this call for a strategy was echoed when the National Advisory Commission issued its comprehensive standards and goals report (entitled "A National Strategy to Reduce Crime"), and noted:

... We have sought to expand their (previous commissions') work and build upon it by developing a clear statement of priorities, goals, and standards to help set a national strategy to reduce crime through the timely and equitable administration of justice; the protection of life, liberty and property; and the efficient mobilization of resources."¹⁴

The remaining portions of this report review the myriad activities, methods and programs which constitute the Nation's search to reduce crime and to improve the quality of the criminal justice system.

FOOTNOTES

1. The National Commission on Law Observance and Enforcement, appointed by President Herbert Hoover in 1929, and popularly known as the Wickersham Commission, was an eleven member panel chaired by former Attorney General George Wickersham. The Commission filed fourteen reports during 1930 and 1931: one each on prosecution, criminal procedure, the federal courts, lawlessness in law enforcement, police, criminal statistics, cost of crime and the foreign born, enforcement of the deportation laws, and the child offender in the federal justice system, and two on prohibition.
2. President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, (Government Printing Office, Washington, D.C., February 1967), p. 14.
3. *Ibid.*, p. 15.
4. *Ibid.*, p. xi.
5. *Ibid.*, p. vi.
6. *Ibid.*, p. v.
7. Public Law 90-351, Omnibus Crime Control and Safe Streets Act of 1968—Declaration and Purpose.
8. The "high-fear" crimes are murder, rape, robbery, aggravated assault and burglary, when committed by strangers.
9. National Advisory Commission on Criminal Justice Standards and Goals, *A National Strategy to Reduce Crime*, (Government Printing Office, Washington, D.C., January 1973), p. xvi.
10. National Advisory Commission on Criminal Justice Standards and Goals, *Community Crime Prevention*, (Government Printing Office, Washington, D.C., January 1973), p. 1.
11. President's Commission on Law Enforcement and Administration of Justice, *op. cit.*, p. 15.
12. President's Commission on Law Enforcement and Administration of Justice, *op. cit.*, p. 27.
13. *Ibid.*, p. 279.
14. National Advisory Commission on Criminal Justice Standards and Goals, *op. cit.*, Foreword.



ADMINISTRATIVE STRATEGIES AND RELATIONSHIPS

behold the **TURTLE**

HE
MAKES
PROGRESS
ONLY WHEN
HE STICKS HIS
NECK
OUT

Administrative Strategies and Relationships

During the past seven years, the SPA has been a new, relatively untested and fluid component of State government. Throughout this short span of time, each of the fifty-five (55) SPAs has not only embarked upon its role to perform comprehensive criminal justice planning and the many functions associated with grant administration, but has also sought to establish itself as a viable participant in the dynamics of intergovernmental and inter-agency relations at all levels.

The challenges offered to the SPAs, as well as to their local and federal counterparts to a great extent, have been formidable. As previously noted, there was no cadre of trained and experienced criminal justice planners available to staff and direct the program. As with any emerging discipline, theories abounded as to the most effective and appropriate planning philosophy and process. Administratively, application forms and procedures had to be developed and budget and program review functions devised. Grant award standards had to be established, and fund disbursement schedules for thousands of projects formulated. And monitoring guidelines, auditing policies and evaluation strategies had to be prepared. Additionally, each unit had to adapt—indeed conform—to the traditional governmental patterns within which it was to function.

Given the opportunity and the forum to plan and to act together, many elements of the criminal justice system, general government and the public sector have engaged in cooperative efforts never before known. Their goal is the development of initiatives to help control crime and bring about a fairer system of criminal justice.

Organization and Responsibilities

Congress authorized that each SPA be created or designated by the Governor and be subject to his jurisdiction. As of May 1975, twenty (20) SPAs had been established by State statute and thirty-five (35) were operating under a gubernatorial executive order. (See Appendix Table 1.)

Although there is wide diversity among SPAs in terms of their structural organization and location

within State government, each shares common traits and responsibilities. Every SPA has a professional staff. In 1969, slightly more than 400 persons (professional) were employed by SPAs to administer a \$24.6 million program. As of May 1975, 1,425 professionals were responsible for the administration of a \$536.5 million State action program. (See Table 2.) Staff complements have increased by approximately 350 percent, while total appropriations have risen by over 1300 percent.¹ Professional staff levels range from a low of 4 in American Samoa to a high of 66 in California.² While it is practically impossible to establish a uniform staff classification pattern, budget data indicate that greater staff emphasis is being placed on evaluation, auditing, planning and grant administration.

The overwhelming majority of SPA directors are appointed by the Governor. In some States, legislative confirmation is required. In two States (Montana and Maine), the supervisory board is the appointing authority, while in three others (Kentucky, Missouri and South Dakota), the head of the "umbrella" agency, in which the SPA is located, appoints the SPA director.

It is estimated that the average tenure of an SPA director is approximately two years. Thirty SPAs experienced a change of directors during the eighteen month period commencing in October 1974. This turnover for the most part has been a result of changes in State administrations and normal occupational mobility. Many SPA directors have been appointed to head other State agencies. Several were named to oversee the standards and goals efforts in their States, while others have selected to return to private law practice or to teach. Some have assumed positions with local or federal agencies.

Every SPA has a supervisory board which is responsible for reviewing and approving the State Plan. Over 1400 persons are members of State supervisory boards. These bodies are comprised of State and local government and criminal justice members and are representative of citizen and community interests. In 1975, approximately 37 percent represented State government, 40 percent represented

TABLE 2.
Full-Time SPA Staff Levels

State	Professional		Clerical	
	Actual	Authorized	Actual	Authorized
Alabama	27	27	8	8
Alaska	8	8	2	2.5
American Samoa	4	4	3	6
Arizona	18	18	5	5
Arkansas	22	22	8	9
California*	66	80	48	57.5
Colorado	16	19	6	7
Connecticut	23	29	12	14
Delaware	17	17	4	4
District of Columbia	29	35	11	11
Florida	42	43	23	26
Georgia	24	27	11	11
Guam	12	12	4	4
Hawaii	6	8	4	4
Idaho	13	15	6	6
Illinois	58	58	24	26
Indiana	23	24	14	14
Iowa	20	20	5	5
Kansas	15	16	8	8
Kentucky	30	37	10	13
Louisiana	26	27	12	12
Maine	25	27	8	8
Maryland	29	29	9	9
Massachusetts	52	53	18	18
Michigan	42	45	15	15
Minnesota	28	29	7	7
Mississippi	17	20	14	14
Missouri	23	23	8	8
Montana	12	16	2	6
Nebraska	18	19	5	6
Nevada	12	12	6	8
New Hampshire	10	10	6	6
New Jersey	45	50	22	25
New Mexico	13	13	10	11
New York	44	49	23	24
North Carolina	35	37	13	16
North Dakota	11	11	6	6
Ohio	55	66	28	35
Oklahoma	20	21	10	13
Oregon	26	28	4	5
Pennsylvania	58	59	28	34
Puerto Rico	47	47	22	22
Rhode Island	22	24	6	9
South Carolina	19.75	23.75	9	14
South Dakota	10	10	3	3.6
Tennessee	29	29	9	9
Texas	56	61	17	22
Utah	18	24	5	6
Vermont	14	14	5	5.5
Virginia	37	37	19	19
Virgin Islands	7	11	2	3
Washington	25	25	8	8
West Virginia	29	32	9	12
Wisconsin	28	29	12	13.5
Wyoming	9	10	3	3
United States, Total	1,424.75	1,539.75	599	676.6

*Prior to major reorganization.

SOURCE: FY 1976 Planning Grants

local government, and 23 percent the general public. (See Appendix Table 2.) These data can be compared to a 1970 ACIR survey which showed that the State accounted for 37 percent, local governments 46 percent and the general public 17 percent of the board membership. These changes suggest an increasing role for citizen interests and the absence of what has been termed by some critics as "State domination."

Data also reveal that State boards are no longer "dominated" by criminal justice officials. Membership data compiled in 1970 by ACIR revealed that approximately 60 percent of State board membership was comprised of criminal justice system officials. However the 1975 survey revealed that, of total board composition, police account for 20 percent, courts for 21 percent, corrections for 8 percent and juvenile justice for 7 percent.³ These figures include both State and local officials. (See Appendix Table 3.)

Local officials account for approximately 40 percent of State board membership. This amount is divided between criminal justice representatives (judges, prosecutors, sheriffs, etc.), and non-criminal justice officials (city and county executives, administrators, legislators, etc.). (See Appendix Table 4.) Compared to 1970 data, local non-criminal justice membership has increased from 11 percent to nearly 13 percent of total board composition.

State legislators are members of supervisory boards in thirty-six States.⁴ Additionally, State legislators serve on advisory committees to supervisory boards in many States. In one State (California), although there are no legislative members, both houses of the State legislature appoint over 40 percent of the board membership (11 of 27 members).

State and local courts, according to the strictest definition, are represented on every supervisory board except one. The State supreme court is represented by either a supreme court justice or the State court administrator (or both) in at least 85 percent of the States. Additionally, judges serve on advisory committees to the supervisory board in several States. Other States have formed subcommittees of the supervisory board (with judicial representation) to address court-related issues. When the definition of "courts" is expanded to include State and local prosecution and defense functions, and probation and parole responsibilities where appropriate, "courts" representation increases significantly.

The average size of a supervisory board is 26 members; the smallest board is in Guam (8 members) and the largest in Michigan (75 members). The majority of members are appointed directly by the Governor. However, as noted above, the State legislature also is responsible for appointments in some areas, and some members—primarily State criminal justice officials—serve in an *ex-officio* capacity. The chair-

man of the board is appointed by the Governor in most States. The Governor actually serves as chairman of the supervisory board in six States; the attorney general is designated *ex-officio* chairman in nine States. Members serve an average term of 2-4 years. Most boards have established by-laws.

Nearly eighty percent of the board members regularly attend meetings. Many States permit members to send representatives to meetings; however, only about half of these "proxies" are allowed to vote. Less than twenty percent of the locally elected officials send criminal justice officials to represent them in their absence.

These data show that no single interest dominates the State supervisory boards and that they do maintain a "representative character." Queried about the effect that board membership has on funding decisions, nearly 90 percent of the responding States indicated that representation was of little or no importance. The majority of respondents also indicated that no agencies, jurisdictions or groups were either over-represented or under-represented. In addition, although over 60 percent of the responding SPAs indicated that the Governor (or his representative) sometimes made recommendations to the SPA for support of certain projects and programs, 30 percent characterized the board's relationship with the Governor as very independent, and an additional 46 percent characterized it as one of occasional communication and consultation. Seemingly, dominance is more a product of individual personalities than of special interest groups.

The breadth of supervisory board involvement in planning and funding activities is great. While seven States indicated that the board only sets broad policies and priorities, most State boards review and approve both general and specific activities in the plan based upon staff recommendations. No State board automatically accepts the recommendation of its staff.

Five responding States have delegated all grant approval and disapproval to the SPA staff; several have authorized the staff to act on smaller grants, usually those under \$5,000. However, the vast majority of State supervisory boards are actively involved in the review and approval of action grant applications. In addition, approximately 70 percent of the respondents indicated that the supervisory board also reviews and approves Part B allocations.

The forum which the Safe Streets Program provides is essential. It is the vehicle through which the components of the criminal justice system and non-criminal justice officials—both public and private—can come together to assess needs and priorities, and begin to develop appropriate responses. Indeed, all responding States indicated that SPA staff and monies have had a role in encouraging and promoting a more systematic and coordinated ap-

proach to criminal justice problems. Over 95 percent acknowledge this role as crucial or important. Additionally, States indicated that the various components of the criminal justice system have begun to view themselves and to function as part of an interdependent and integrated system. The notable, but not unexpected, exception is the court system. As recently noted by Patrick Murphy, President of the Police Foundation: "The courts in particular tend to refrain from cooperating with other criminal justice agencies. The courts, of course, have traditionally considered themselves independent, and this attitude persists. All too often, judges are a law unto themselves, interested neither in the gathering of information by which they could be held accountable for their work, nor in cooperating with state planning agencies on ways to improve their operations."

Although not totally successful in bringing together all the elements on all occasions, the potential exists. In States where a greater degree of cooperation has been developed, the Safe Streets Program has been in large part, responsible.

Responsibilities

Part B funds support the planning and administrative functions of the States. A base amount of \$200,000 is made available to each SPA; the remainder of funds is distributed on the basis of their relative populations. Appendix Table 5 itemizes the Part B allocation for each SPA for FY 1976. A maximum of 60 percent of the allocation may be retained by the State for planning and administration unless a waiver is granted; the remainder must be allocated to regional and local planning units. The States must also provide a 10 percent cash match for those Part B funds retained for State purposes. Table 3 lists these FY 1976 match percentages.

Over the past several years—through statutory, regulatory and administrative changes—SPAs have been required to perform a large number of additional functions, some of which were once the responsibility of LEAA and others of which are not directly related to the Safe Streets program (i.e. relocation assistance, civil rights compliance, etc.). Inflation also has taken its toll. One study recently conducted in Rhode Island indicated that the minimum amount of planning funds necessary for that SPA to perform its duties was over \$500,000. Some adjustment to the allocation process for Part B funds, such as raising the base amount, appears warranted to enable the smaller States to perform the planning and administrative duties imposed upon them, and to permit the larger States to continue to perform at least at their present financial level.

Prior to the enactment of the Safe Streets Act in 1968, little planning was being conducted in the

TABLE 3.
Part B Match

(% of State match for State activities)¹

State	Percentage	State	Percentage
*Alabama	13.76	*Nevada	31.26
*Alaska	46.05	New Hampshire	10.00
*Arizona	16.57	New Jersey	10.00
Arkansas	10.00	*New Mexico	35.66
California	10.00	New York	10.00
Colorado	10.00	North Carolina	10.00
Connecticut	10.00	*North Dakota	20.68
*Delaware	28.97	Ohio	10.00
*Dist. of Columbia	11.41	Oklahoma	10.00
Florida	10.00	*Oregon	10.50
Georgia	10.00	*Pennsylvania	44.30
*Hawaii	20.99	*Rhode Island	11.14
*Idaho	44.71	South Carolina	10.00
*Illinois	32.17	*South Dakota	13.60
Indiana	10.00	Tennessee	10.00
Iowa	10.00	Texas	10.00
Kansas	10.00	*Utah	17.18
*Kentucky	40.30	Vermont	10.00
*Louisiana	16.03	*Virginia	25.16
*Maine	12.41	Washington	10.00
Maryland	10.00	West Virginia	10.00
*Massachusetts	30.01	Wisconsin	10.00
Michigan	10.00	Wyoming	10.00
Minnesota	10.00	*American Samoa	11.00
Mississippi	10.00	*Guam	13.68
*Missouri	11.89	*Puerto Rico	10.16
*Montana	11.01	Virgin Islands	10.00
*Nebraska	10.28		

¹Statutory minimum is 10%. amounts in excess of 10% constitute "overmatch." Twenty-seven (27) States overmatch. An asterisk (*) identifies those States.

SOURCE: FY 1976 State Planning Grants

area of criminal justice. A significant outgrowth of the program, one which will have long-term benefits, has been the development of a planning capability for criminal justice at the State and local level.

The development of most SPAs has followed a course from project planning, programming and grant administration, to auditing, monitoring, evaluation and the refinement of planning techniques. A realistic assessment of the program will acknowledge that although agencies—State and local alike—were established to "plan," very little in quantity or worth was accomplished in the beginning stages of the program.

At the outset of the program, the appointment of the LEAA administration was delayed, guidelines were incomplete and hurriedly issued. The initial emphasis was to "get the money moving." As a result, the initial State "plans" were little more than compliance documents. Planning, *per se*, was the exception and not the rule. Unfortunately, the vestige of the early desire to get the money moving (which now has a more scientific term of "fund flow") still haunts the efforts of State and local agencies re-

sponsible for the Safe Streets Program. So long as guideline requirements and demands continue to focus on the management of resources rather than on the processes of allocating those resources (i.e. planning) the full potential of the Safe Streets Program will not be realized.

That is not to say, however, that a planning capability is not developing. It is. A new profession of criminal justice planning has emerged. New tools and techniques have been developed. Emphases are changing, slowly but positively. Over seventy-five percent of the SPAs believe that their planning capabilities have greatly increased over the past six years. An additional twenty-three percent rate the change in their planning capability as moderately increased. Other significant advances are cited in the areas of grant review, monitoring, evaluation, auditing, and establishing funding priorities.

All SPAs are responsible for developing an annual State plan which must include a description of: general needs and problems; existing systems; available resources; organizational systems and administrative machinery for implementing the plan; the direction, scope, and general types of improvements to be made in the future; and to the extent appropriate, the relationship of the plan to other relevant State or local law enforcement and criminal justice, plans and systems.² In most cases planning and programming decisions are made after a review of: data relating to crime and the activity of the criminal justice system (number of police officers, probation officer caseloads, court backlogs, jail capacities, etc.); an assessment of needs; an analysis of past performance; amounts of funds available; State and local priority requests; and an evaluation of goals and objectives to be addressed.

There are three major types of planning utilized by the SPAs: system improvement; standards and goals; and specific crime reduction. The focus of system improvement planning is to develop programs to upgrade the operations of criminal justice agencies. It is probably the most dominant approach because it deals with efforts with the most easily identifiable results.

The standards and goals approach has received increasing attention, particularly since 1973 and the publication of the report of the National Advisory Commission on Criminal Justice Standards and Goals. The focus of this technique is to encourage jurisdictions to adopt and implement standards of practice, and short-term and long-range goals of achievement, including those offered by the National Advisory Commission, the States, or some other recognized institution.

Planning related to actual crime reduction achieved prominence and added importance as crime rates began to rise. Known in trade jargon as "crime specific planning," a target crime is identified and all

programs and activities are designed to help reduce the incidence of that particular offense within a given period of time. This approach was utilized in the LEAA Impact Cities program begun in 1972 in eight cities (Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland, and St. Louis).

In practice, most States use a combination of these three approaches.

Auditing, Monitoring, Evaluation *

In 1969, States faced not only the challenge of developing a criminal justice planning capability, but also the responsibility of administering the first bloc grant program of federal assistance. There were no precedents, and the availability of technical assistance was limited. Clearly, had technical and financial management assistance been available, many difficulties could have been avoided or minimized.

States have the primary responsibility for auditing, monitoring and evaluating the Safe Streets Program. The States' capacity to perform these necessary functions has grown appreciably over the years.

Most SPAs now have an in-house auditing capability. A few States rely on limited consultant services. In others, such as Indiana, auditing services are performed by a State audit agency. Most audits are not performed until projects are well underway or are terminated. As a result, statistics for current year monies are either unavailable or grossly incomplete. On the average, SPAs indicated that approximately 60 percent of FY 1970 funds, 51 percent of FY 1971 funds, and 36 percent of FY 1972 funds had been audited by mid-1975.

Monitoring and evaluation activities provide the means by which SPAs can determine whether a project or program is achieving its objectives. As such, these activities are crucial to SPA planning and programming decisions. Over 90 percent of the States have developed a State evaluation strategy outlining a program for assessing the impact and results of funded projects and programs.

However, only half of the States consider the resources available to them to implement their evaluation strategies as being adequate. Another handicap which has slowed the development of evaluation capabilities has been the limited amount of technical assistance and expertise available to SPAs.

On the average, 30 percent of all projects are evaluated each year. (This figure is over and above monitoring activities.) This accounts for approximately 35 percent of the total bloc grant funds on the average. Sixty percent of the SPAs indicated that their evaluation efforts have significantly increased since 1973; an additional 28 percent rate their efforts as moderately increased.

All States monitor their projects. However, due to financial constraints and limited staff and time, only slightly more than 70 percent of the SPAs view their efforts as generating adequate information in a regular and timely fashion.

Funding for evaluation and monitoring is a major difficulty for most SPAs. Nearly every SPA director considers evaluation and monitoring activities as the two most endangered SPA activities, if appropriations were to be reduced. They also review existing appropriation levels as inadequate to meet their evaluation and other planning and management needs.

Beyond Administrivia

A few SPAs confine their activities strictly to the administration and implementation of the Safe Streets Program. Most SPAs, however, have become involved—to varying degrees—in planning, budgeting and programming responsibilities beyond those required for Safe Streets. The Kentucky SPA, for example, is part of that State's Department of Justice, created through the reorganization of all criminal justice agencies under one cabinet secretary. Most of the traditional SPA functions have been combined with the Department's overall planning, budgeting, research and evaluation activities—an approach intended to permit the SPA eventually to plan for the entire criminal justice system at the State level and to integrate the budgeting process into a comprehensive planning process statewide.

While 98 percent of the respondents indicated that some type of action has been taken in the area of criminal justice standards and goals, almost half said that State standards and goals had actually been established. Most SPAs, such as Florida, Michigan, Oregon, Idaho and Utah, have been actively involved with or directly responsible for the development and implementation processes.

Of those States responding to the survey, approximately 43 percent indicated a "great" or "moderate" role in influencing State criminal justice agency budget requests. In South Carolina and Virginia, for example, the SPA plays an active part in the development of the Governor's proposals for criminal justice.

The Michigan SPA, by executive order, has been restructured to oversee the development of a comprehensive State criminal justice policy. The director has been named as the Governor's chief advisor for criminal justice problems, and the supervisory board has been reconstituted. The budget review and analysis functions of executive branch criminal justice agencies are being merged with the LEAA grant approval function to create a single policy development office for all State criminal justice programs.

The North Dakota SPA has an unusually broad mandate to make recommendations on matters affecting law enforcement: to prescribe rules for and conduct law enforcement training programs; to recommend selection standards for the hiring of police officers; to recommend rules for the operation and maintenance of local jails and for the treatment and care of inmates; and to conduct training programs for every newly elected or appointed judge, sheriff, police officer and prosecuting attorney.

Thus, increasingly, the planning and budgeting activities of the SPAs are impacting upon the goals and budgets developed by State criminal justice agencies. This trend will have even greater significance as economic conditions and patterns change, and as greater accountability is expected from the components of the criminal justice system in the performance of their duties.

SPAs are also developing strong relationships with State legislatures. As previously noted, legislators serve on supervisory boards in thirty-six States. In other States, they frequently are members of SPA advisory committees. Arizona characterizes the activities of the SPA as a forum for providing policy input to the Governor and the legislature. The Nebraska SPA submits an annual report to the Governor and legislature. A significant policy relationship exists between the SPA and legislature in North Dakota, and the SPA frequently testifies on pending criminal justice legislation.

Over 80 percent of the SPAs have developed or proposed criminal justice legislation, while over 60 percent have actually drafted bills. The majority of the legislation has dealt with court reorganization (unification), criminal code revision, training and standards, public defender services, and juvenile justice and correctional reform. Nearly half of the measures proposed by SPAs have been enacted into law. In addition, eighty percent of the SPAs identify and track legislation during the legislative process, and over 90 percent advise the legislature on pending proposals. SPAs, such as Virginia, North Dakota, Kentucky and others, work with appropriations committees to better integrate bloc grant funds into State budgetary processes. And many agencies have performed specialized studies and analyses related to the criminal justice system.

Only slightly more than 13 percent of the responding SPAs have experienced great difficulty in obtaining legislative approval of buy-in and matching funds. Twenty-six percent indicated that SPAs sometimes must assume the cost of programs which did not receive funds in the legislative and executive budget processes, and less than 5 percent responded that the legislature (or budget office) often had to assume the cost of criminal justice projects which were omitted or rejected in the SPA planning process.

The Local Scene

The essential local perspective to criminal justice planning and programming is provided by regional and local planning units. In some jurisdictions, city and/or county planning functions are performed by single jurisdiction coordinating councils funded by the SPA. These councils are normally in the large metropolitan areas. Generally though, regional planning units (RPUs) have been funded by the SPA to assist with planning, program development and various administrative duties. A State is required by law to pass through at a minimum, 40 percent of its planning funds to local units (including regional units) unless a special waiver is obtained. (See Table 4.)

Surveyed States indicated that the following amounts of planning funds were passed through to the local level: 28.5 percent to RPUs, 0.8 percent to coordinating councils, 2 percent to cities over 250,000 population, 1.2 percent to cities under 250,000 population, 1.3 percent to counties over 500,000 population, and 0.3 percent to counties under 500,000 population.

TABLE 4.
Part B Funds
to Units of Local Government

State	% of State Part "B" Allocation*	State	% of State Part "B" Allocation*
Alabama	46.69	Nevada	40.00
Alaska	22.50**	New Hampshire	40.00
Arizona	40.00	New Jersey	40.00
Arkansas	40.00	New Mexico	40.00
California	46.43	New York	45.65
Colorado	40.00	North Carolina	41.89
Connecticut	40.00	North Dakota	40.00
Delaware	5.19**	Ohio	40.00
Dist. of Columbia	NA	Oklahoma	40.00
Florida	46.48	Oregon	45.10
Georgia	43.80	Pennsylvania	45.64
Hawaii	40.00	Rhode Island	6.07**
Idaho	40.00	South Carolina	40.00
Illinois	44.00	South Dakota	46.20
Indiana	45.06	Tennessee	40.00
Iowa	46.46	Texas	48.51
Kansas	44.46	Utah	41.66
Kentucky	48.39	Vermont	0**
Louisiana	40.00	Virginia	40.81
Maine	40.00	Washington	40.25
Maryland	37.00**	West Virginia	0**
Massachusetts	40.00	Wisconsin	40.00
Michigan	40.00	Wyoming	35.00**
Minnesota	50.00	Guam	NA
Mississippi	0**	American Samoa	NA
Missouri	53.27	Virgin Islands	NA
Montana	0**	Puerto Rico	NA
Nebraska	40.00		

*15 Month Budget
**Waiver

SOURCE: FY 1976 State Planning Grants

Currently, 456 RPUs are funded in 44 States (see Table 5), with a total complement of 861 professional staff. The number of regions in a State range from a low of three (Idaho and Nevada) to a high of twenty-four (Texas). Eleven SPAs do not have a regional structure because of the size of the State (or territory), the centralized nature of criminal justice services, and/or the distribution of population.

The majority of RPUs were initially established for the purposes of the Safe Streets Program. However, approximately half of these units have assumed additional manpower, economic development, water and air quality control, health, and comprehensive regional planning ("701" program) responsibilities. Nearly three-fourths of these multi-purpose regions also serve as the A-95 clearinghouse for various federal programs as required by the Office of Management and Budget (OMB).

Various shifts in the areas served by RPUs have occurred during the past few years. These changes have been a result of such factors as regional con-

TABLE 5.
Criminal Justice
Planning Regions

State	1975	State	1975
United States, Total	456		
Alabama	7	Montana	0
Alaska	0	Nebraska	19
American Samoa	0	Nevada	3
Arizona	6	New Hampshire	5
Arkansas	8	New Jersey	0
California	21	New Mexico	7
Colorado	13	New York	7
Connecticut	7	North Carolina	17
Delaware	0	North Dakota	6
Dist. of Columbia	0	Ohio	6
Florida	10	Oklahoma	11
Georgia	18	Oregon	14
Guam	0	Pennsylvania	8
Hawaii	4	Puerto Rico	0
Idaho	3	Rhode Island	0
Illinois	19	South Carolina	10
Indiana	8	South Dakota	6
Iowa	7	Tennessee	9
Kansas	7	Texas	24
Kentucky	16	Utah	8
Louisiana	9	Vermont	0
Maine	7	Virginia	22
Maryland	5	Virgin Islands	0
Massachusetts	7	Washington	19
Michigan	14	West Virginia	11
Minnesota	7	Wisconsin	10
Mississippi	5	Wyoming	7
Missouri	19		

SOURCE: FY 1976 State Planning Grants

solidations, demographic shifts and efforts to achieve geographic balance.

Surveyed States responded that over 90 percent of the RPUs perform criminal justice planning for their areas, coordinate planning by units of local government within their region, and review applications from units of local government prior to submission to the SPA. Only a third of the RPUs expend action funds as the ultimate grantee, and approximately one-fourth of the RPUs review applications upon referral by the SPA or after receiving an information copy directly from the applicant.

States also report that RPUs have great involvement in the review and approval of annual plans, the A-95 review process, coordinating and assembling plans, and assisting local agencies in developing plans. Other primary areas of involvement include establishing policies and priorities, and analyzing crime and criminal justice data.

By statute, RPU supervisory boards must be representative of criminal justice agencies, and consist of a majority of locally elected officials.⁶ The average board size is 26 members. Over 50 percent of the members are appointed by local governments; approximately 10 percent are appointed by the Governor; and the remainder by some other means. The average term of office is four years.

Many RPUs (over half) also have advisory committees or councils. Their primary role is to advise on grants or review plans.

Results of an ACIR survey of regional and local officials indicate that no single interest group is over-represented on regional boards. However, over 40 percent of the surveyed officials indicated that police and elected county officials did exercise the most influence over board decisions.

According to planning grant data, 28 cities and 29 counties which are eligible for planning monies have received such funds to establish coordinating councils. Nine city/county coordinating councils have also been funded. On the other hand, eleven cities, 18 counties and 17 city/county units have waived their rights to planning funds. Twenty-seven jurisdictions who qualify as coordinating councils receive action funds for planning purposes. Additionally, ACIR survey data also indicate that 242 cities and 149 counties have received action funds for criminal justice planning efforts.

SPAs have developed procedures for the submission and review of plans by local governments, or combinations of units, with a population of 250,000 or more as required by statute—the so-called Kennedy Amendment.⁷ In some cases, these procedures have altered the existing planning and funding processes of the SPA. In a few instances, States have established special procedures; however, eligible jurisdictions have elected not to participate.

For example, South Carolina has developed special procedures which would permit newly formed combinations of local governments in excess of 250,000 population to function as separate and independent districts. These new "metro" units (as yet to be formed) would have all of the rights, responsibilities and obligations of the ten existing planning districts. While the metro units would have a direct relationship with the SPA, they would be encouraged to work with existing task forces and councils of government. The metro units would participate in the planning process, and be subject to all regulations, procedures and guidelines applicable to the existing planning districts.

In Hawaii, submission and review procedures for comprehensive plans are the same for all four counties (regions)—Honolulu, Kauai, Maui and Hawaii. County coordinators have been appointed by the mayor of each county and local committees have been established to insure active local involvement. County comprehensive plans are prepared after an evaluation of current programs is completed and a prioritized listing of programs is submitted to the SPA. The priorities are reviewed by SPA staff, after consultation with county coordinators, and a consolidated priority list is forwarded to the State supervisory board for its approval.

Virginia has implemented the Kennedy Amendment by developing procedures to permit the two eligible jurisdictions (Fairfax County and the City of Norfolk) to submit local plans prepared in conjunction with their annual budgeting processes. After approval by

their governing boards, these plans are submitted to the appropriate planning district commission (RPU) for review and comment. The plans and all comments are then forwarded to the SPA for staff review. The plans, regional comments and State staff recommendations are submitted to the State supervisory board for action. Once approved by the board, the localities submit project application and supporting budget materials directly to the SPA in order to receive funding. No further action is necessary, as approval of the plans (or parts of the plans) constitutes a funding commitment.

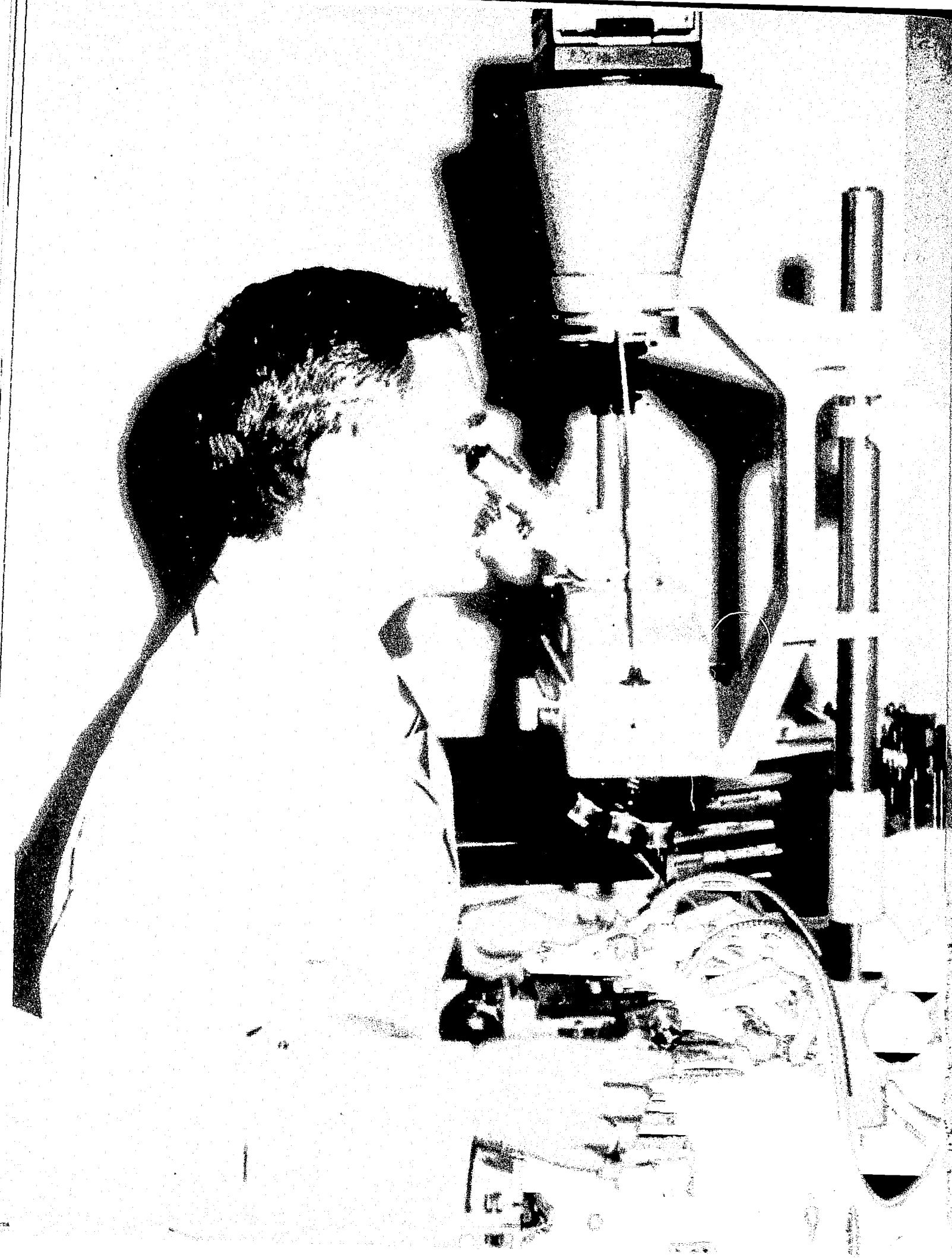
It should also be noted that several SPAs are not required to develop procedures because there are no eligible jurisdictions within the State or territory.

FOOTNOTES

1. FY 1969—FY 1976 comparison.
2. Data obtained from FY 1976 Planning Grant Applications and indicate actual staff employed at the time of application submission.
3. Courts is broadly defined to include judicial, prosecutorial, defense and related personnel.
4. As a result of recent legislation, the Colorado SPA has reconstituted its supervisory board, which includes three legislators, and should be included in the list, raising the number to thirty-seven.
5. Section 303(a)(5), Public Law 93-83, Crime Control Act of 1973.
6. "Local official" may include locally elected sheriffs, judges, prosecutors, etc.
7. Section 303(a)(4), Public Law 93-83, Crime Control Act of 1973.



THE PROGRAM

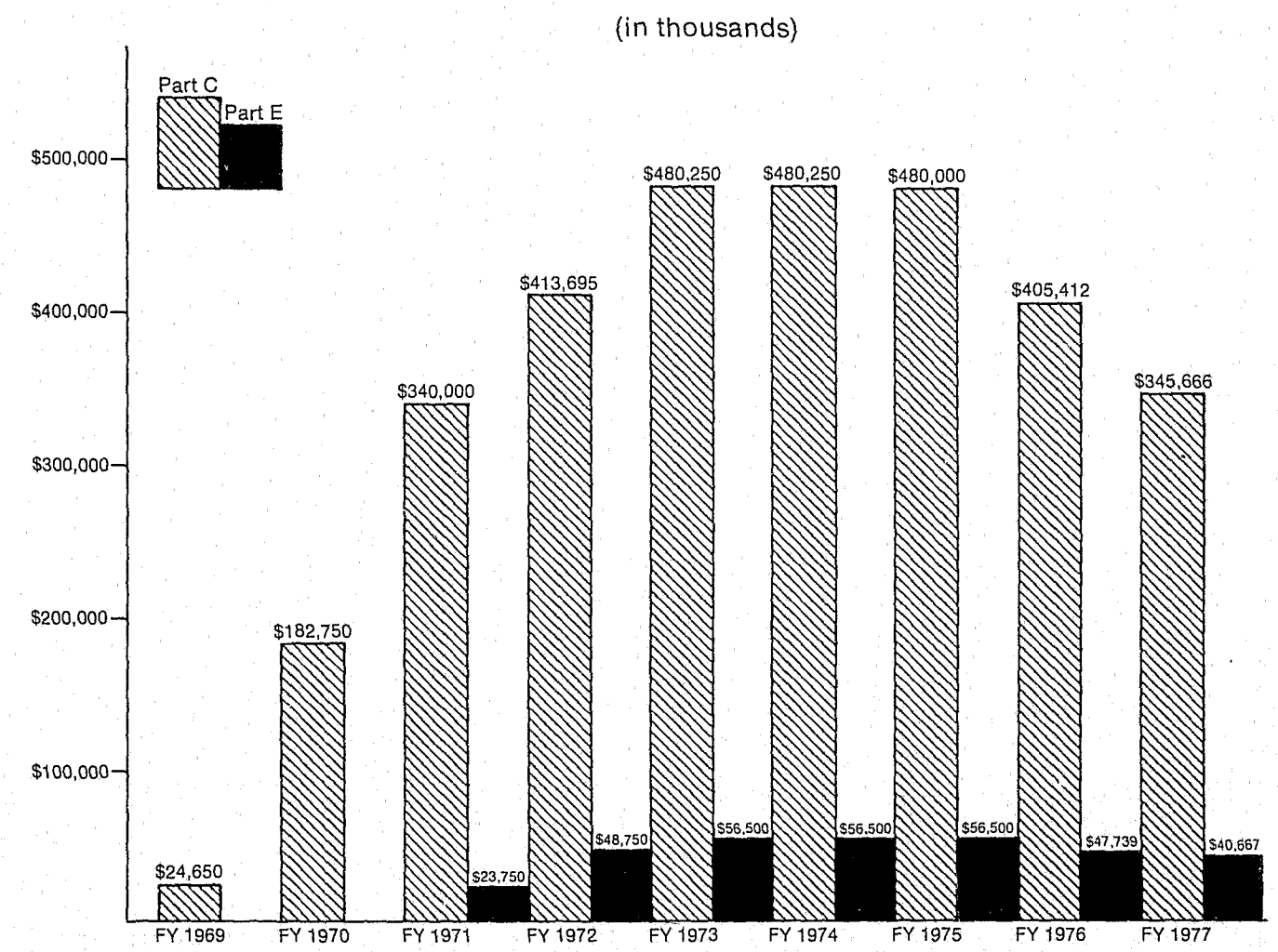


The Program

The Safe Streets Program has had a positive impact on the criminal justice system and on developing techniques to help reduce crime despite the fact that resources available under the Act constitute only about 6.7 percent of State and local criminal justice expenditures. The comparatively small size

of the program cannot be overlooked in any evaluation of the total program. Nevertheless, these funds represent almost the only resources available to institute new programs and approaches to help reduce crime and improve the administration of justice.

TABLE 6.
Part C&E Appropriations, FY 1969-1977



Appropriations History

An analysis of appropriations for the Safe Streets Program reveals several significant factors.¹ Appropriations have never been approved at the full authorization level. In addition, total appropriations are now decreasing. The President's proposed budget for LEAA for FY 1977 is equivalent to the FY 1972 level. Further, the suggested amount of FY 1977 Part C bloc funds, which support the bulk of State and local action projects, is equivalent to that which was appropriated in FY 1971. While Part B monies have steadily increased, or remained the same, Part C and Part E funds (bloc grants to States) decreased by approximately 15.5% in FY 1976 and will continue to decline by an additional 15% in FY 1977 if the proposed budget is approved. (See Table 6.) Discretionary funds have also been reduced by the same amounts. The result of these cutbacks, if they are sustained, will probably be the elimination of some on-going projects and an almost total halt in the implementation of new programs.

Other budget categories have also been affected in recent years. Technical assistance funds were cut by over 7% in FY 1976, with no change anticipated in FY 1977. Manpower development monies were reduced by 1.11% in FY 1975; 2.81% in FY 1976; and 88.44% in FY 1977. The proposed FY 1977 funding level represents an amount 23% less than that allocated in FY 1969.

Research, evaluation and technology transfer funds were reduced by nearly 24% in FY 1976; an additional cutback is proposed for FY 1977. Data systems funds were reduced by 1.45% in FY 1976, and an additional 4.57% decrease is recommended by the President for FY 1977.

Ironically, the only budget item which has been increased consistently each year since FY 1969 is "management and operations"—the LEAA administrative budget. This category was increased by 20.50% in FY 1975; 12.53% in FY 1976; and an additional 7.75% increase is proposed for FY 1977. (See Table 7.) The proportion of the total appropriations directly available to the States (i.e. Part B, Part C and Part E bloc funds) has decreased steadily since FY 1970, from a high of approximately 76% to a low of nearly 64% (proposed for FY 1977). A summary of appropriations is provided in Appendix Tables 6 through 8.

Although the National SPA Conference recognizes the important role to be played by LEAA in the Safe Streets Program, it strongly feels that an increase in federal administrative costs—particularly where the States have the bulk of administrative responsibility—is unwarranted when it comes at the expense of the legitimate and urgent needs of State and local government. Continuing reductions in appropriations—particularly in those areas directly affecting State and local programming, and during times of economic and social stress—will restrict or elimi-

nate the opportunities to continue to adjust programs, improve capabilities and experiment with new ideas.

It is interesting to note that the public is concerned about existing government spending priorities in the area of criminal justice. A recent poll by the Roper Organization indicates that 64 percent believe that too little is being spent to deal with crime, and 56 percent see too little being spent to combat drug addiction.

Distribution of Funds

Action program funds are provided to the States under Part C and Part E (corrections) of the Safe Streets Act, and under the Juvenile Justice and Delinquency Prevention Act of 1974. Each State has unique problems and needs, and these factors are reflected in the programming contained in the annual comprehensive plans.

Under the Constitution, police powers and the local administration of criminal justice are reserved to the States. Thus, it is important that the Safe Streets Program continue to provide the States and their local jurisdictions with the flexibility to utilize the federal funds made available in a way consistent with the objectives and priorities set and the problems identified at the State and local level. The States and their political subdivisions are the jurisdictions closest to the problems, and the jurisdictions best able to determine how federal money should be applied to achieve the overall objectives of strengthening criminal justice and reducing criminal activity. According to survey results, all SPAs believe that they currently have at least some programmatic and administrative discretion and flexibility in the control and use of funds, and establishing action grant priorities.

Every categorization of funds shifts the decision-making from the State to the Federal Government and restricts how the money can be spent. Such limitations force an artificial and standardized division of resources unrelated to a State's unique problems, and relevant planning and programming is inhibited. Thus, it is the National Conference's position that any requirements for percentage expenditures in a particular substantive or functional area should be eliminated, and suggestions for further categorization should be resisted.

Every SPA takes action on all applications for funds within the statutorily mandated ninety-day period, thus ensuring the timely processing of all requests. Most SPAs (approximately one half) award grants on a monthly basis, and for an average grant period of one year.

Approximately 90 percent of the States establish funding policies and priorities, either emphasizing a

particular program area, or restricting or excluding other areas. The most common of these policies limit or prohibit the use of funds for construction projects and equipment purchases, reflecting the decision by the SPAs to emphasize programs as opposed to "hardware." Many SPAs also establish eligibility criteria, particularly by setting minimum standards of population or performance. Some SPAs also give priority to regional programs and other multi-jurisdictional activities. This is particularly evident in the areas of jail construction, law enforcement communications systems and training programs.

Nearly one half of the States with a regional planning structure utilize a formula, or other system, to allocate Part C funds among their regions. (See Table 8.) Although the allocation formulas vary, the basic factors are population and crime rates in some combination. Many of the States which do not distribute action monies by a formula cite unreliable crime statistics and out-of-date census data as major obstacles in using such an approach. These States generally allocate funds after an assessment of "need" and a project-by-project review.

By Level of Government

Bloc grants awarded to each State must be divided between State and local governments according to the ratio of State to local criminal justice expenditures. Intergovernmental transfers are not included in calculating the total amounts. This allocation ratio is known as the variable pass-through, and was contained in the 1971 amendments to the Safe Streets Act. Prior to 1971, States were required to pass-through 75 percent of their bloc grant funds to local governments. The pass-through requirement does not apply to Part E funds.

Table 9 shows the required pass-through percentage for each State, as well as the percentage actually allocated for local activities in State plans for FY 1975 and FY 1976. On the average, the required

TABLE 7.

LEAA Appropriations Annual Percent Changes FY 1969-FY 1977

Budget Activity	69-70	70-71	71-72	72-73	73-74	74-75	75-76	76-77	69-77*
Part B	10.53	23.81	34.62	42.86	-0-	10.00	9.09	-0-	215.79
Part C									
Bloc	641.71	86.05	21.68	16.09	-0-	(0.05)	(15.54)	(14.74)	1,302.30
Discretionary	635.63	118.75	4.29	21.57	-0-	(5.35)	(14.83)	(14.74)	1,302.30
High Crime Area									
Part E									**New in FY 77
Bloc			105.26	15.90	-0-	-0-	(15.51)	(14.81)	71.23
Discretionary			105.26	15.90	-0-	-0-	(15.51)	(14.82)	71.23
Juvenile Justice							57.20	74.55	(60.00)
Technical Assistance		233.33	50.00	66.67	20.00	16.67	(7.14)	-0-	983.33
Res., Eval. & Tech. Trans.	150.00	-0-	180.00	50.47	26.90	5.99	(23.76)	(1.15)	967.63
Manpower Development	176.92	25.00	37.78	45.16	-0-	(1.11)	(2.81)	(88.44)	(23.08)
Data Systems & Analysis		300.00	142.50	118.56	13.21	8.33	(1.45)	(4.57)	2,345.20
Management & Operations	79.48	66.12	58.61	31.68	11.95	20.50	12.53	7.75	918.56
TOTAL	346.56	97.42	32.10	22.42	1.77	3.96	(10.54)	(12.56)	1,079.91

*Excludes FY 1976 transition quarter.

TABLE 8.

States Utilizing Formula for Allocation of Part C Funds

Arizona	Missouri
California	Nevada
Colorado	Ohio
Florida	Oregon
Idaho	Pennsylvania
Indiana	South Carolina
Iowa	Texas
Louisiana	Utah
Michigan	Virginia
Minnesota	Washington

TABLE 9.
Percentage of Part C
Funds Passed Through to
Local Government
for FY 1975 and FY 1976

	FY 1975		FY 1976	
	Required	Planned	Required	Planned
Alabama	67.2%	67.2%	64.6%	64.8%
Alaska	18.4	25.0	18.4	26.0
American Samoa	NA	NA	NA	NA
Arizona	68.6	70.0	69.9	70.0
Arkansas	67.3	72.2	72.2	73.8
California	74.8	76.5	76.4	78.0
Colorado	56.5	56.5	55.3	56.5
Connecticut	51.2	52.1	52.1	52.0
Delaware	34.6	37.0	28.2	48.0
Dist. of Columbia	100.0	100.0	100.0	100.0
Florida	72.7	68.8	68.8	68.8
Georgia	68.7	65.8	65.8	66.9
Guam	NA	NA	NA	NA
Hawaii	70.3	69.4	69.3	70.0
Idaho	54.6	75.0	55.4	75.0
Illinois	74.7	75.2	74.9	75.6
Indiana	69.5	74.0	69.2	69.5
Iowa	65.5	67.8	67.8	67.8
Kansas	55.2	57.2	57.2	57.2
Kentucky	52.7	64.0	53.5	61.0
Louisiana	63.6	63.6	65.9	70.0
Maine	48.5	57.4	48.5	50.3
Maryland	43.2	69.5	44.9	69.5
Massachusetts	73.7	71.7	71.7	70.7
Michigan	75.9	75.8	75.8	75.8
Minnesota	72.6	74.0	74.0	71.8
Mississippi	56.7	66.4	57.9	66.5
Missouri	77.8	76.1	76.1	76.1
Montana	57.5	56.0	56.0	56.0
Nebraska	69.1	64.9	64.9	64.9
Nevada	73.5	75.0	73.9	75.0
New Hampshire	66.2	65.3	65.3	63.5
New Jersey	75.5	74.9	74.8	73.9
New Mexico	50.4	51.3	46.8	46.9
New York	80.3	81.0	81.0	81.0
North Carolina	43.7	54.0	45.9	51.1
North Dakota	68.9	71.5	71.5	71.5
Ohio	68.7	75.0	68.8	75.0
Oklahoma	54.5	79.6	63.3	64.0
Oregon	60.1	76.0	61.3	75.0
Pennsylvania	72.2	80.0	68.4	80.0
Puerto Rico	NA	NA	NA	NA
Rhode Island	54.6	53.7	53.7	55.8
South Carolina	58.6	60.0	57.5	60.0
South Dakota	58.0	66.9	56.1	76.0
Tennessee	65.0	68.0	67.9	67.9
Texas	72.0	73.8	73.1	73.1
Utah	58.9	59.0	58.5	58.5
Vermont	20.6	44.0	24.9	45.5
Virginia	51.3	60.1	52.5	55.0
Virgin Islands	NA	NA	NA	NA
Washington	66.0	61.3	61.3	61.3
West Virginia	57.1	57.1	56.7	52.2
Wisconsin	66.5	74.3	67.9	81.5
Wyoming	54.6	87.0	54.3	87.0
United States, Average**	61.9%	66.6%	62.0%	66.3%

*NOTE: Section 303(a)(2) requires that: "Percentum determinations... shall be based upon the most accurate and complete data available for such fiscal year or for the last fiscal year for which such data are available." Expenditure data for FY 1972 and FY 1973 are generally accepted for the FY 1975 and FY 1976 State Plans, respectively. However, the planning schedule for several States is such that more recent data are available. When the more recent data indicate a decrease in the required pass through, and a State does not exceed that amount, then it will appear that a State is not passing through the required funds. However, this is not the case. All States are in compliance.

**Excludes American Samoa, Guam, Puerto Rico and Virgin Islands.

pass-through for FY 1975 was 61.9 percent, although States actually allocated 66.6 percent of their Part C funds for local activities. In FY 1976, the average pass-through requirement was 62.0 percent, but States actually allocated 66.3 percent for local activities in their comprehensive plans. Thus, it is apparent that States are more than responsive to local needs.

The distribution of Part C bloc awarded by level of government is depicted in Table 10. (Statistics for FY 1975 funds are not included because only a relatively small number of awards are contained in the Grants Management Information System (GMIS).) State and local government criminal justice expenditure data is contained in Table 11.

As these tables show, various changes have occurred in the past few years, and several factors must be considered when comparing the data. For example, the 1971 change in the pass-through requirement resulted in more funds being available to State agencies. Also, in some instances grants are made to various State agencies, but are counted as part of the local pass-through. These awards, made to such State agencies as a unified court or correction system, benefit localities which have waived their rights to the funds. These awards appear on the GMIS as "county grants." In addition, declining emphasis on police programs has had the obvious effect of decreasing the "city share" over the past few years. Further, in comparing Safe Streets funding to criminal justice expenditures, it should be noted that a significant portion of the expenditure data for cities can be attributed to very small municipalities, many of which are unwilling, or ineligible to apply for funds.

Funds to Urban Areas

According to GMIS data for FY 1969-75, cities of 100,000 population or more have received approximately 57 percent of the Part C bloc monies awarded to cities. These jurisdictions represent 45 percent of the population and approximately 57 percent of the total index crimes. Additional data for other population categories can be found in Table 12. These figures appear to substantiate that funds have been distributed to the most populous cities in amounts nearly equal to their share of crime and slightly more than their proportion of population, and counter local claims that major cities are not receiving their "fair share."

An additional issue raised by city interests concerns the distribution of local funds between city and county jurisdictions. Data contained in Tables 13 and 14 reveal that counties have been receiving proportionately more of the local share of funds than their population or crime statistics warrant. However, several factors must be considered when comparing these statistics.

First, city crime reports, particularly from larger jurisdictions, are frequently more complete than those of the counties. Secondly, as previously noted, funding for police activities has been reduced over the years. This has no doubt had an effect on funds granted to cities since the vast majority of municipal criminal justice activity is in the police area. Thirdly, counties have substantially more responsibility for criminal justice activities than do cities, but they also have judicial and correctional (county jail) responsibilities. In many instances, county government must also provide services to smaller jurisdictions within their boundaries. Finally, many services and programs—particularly training, communications and correctional activities—are being consolidated at a county or regional level. While all of these projects are being credited to the counties' share, they are also of direct benefit to the cities.

Combined totals for cities and counties with populations of 100,000 or more reveal that these jurisdictions account for 41 percent of the population and receive 50 percent of the funds awarded to local government.

TABLE 10.
Distribution of
Part C (Bloc) Funds

FY	State	City	County	Non-Profit Agencies
1969	28%	48%	23%	1%
1970	28%	42%	28%	2%
1971	32%	37%	29%	2%
1972	36%	31%	31%	2%
1973	36%	31%	31%	3%
1974	36%	29%	30%	5%

SOURCE: GMIS data.

TABLE 11.
Criminal Justice Direct
Expenditures Percentage
Distribution

	State	City	County
FY 70-71	29%	48%	23%
FY 71-72	29%	47%	24%
FY 72-73	29%	46%	25%
FY 73-74	30%	45%	25%

SOURCE: Expenditure & Employment Data, U.S. GPO, Wash., D.C., 1970-71, 71-72, 72-73, 74.

TABLE 12.
Percent Distribution of Safe
Streets Funds by Population and
Crime Rate of Cities

Part C Bloc Grant Funds 1969-75

Population	Population* % of 1973 Population	Crime* % of Total 1973 Index Crimes	Funds**
			% of Total Safe Streets Streets Part C Bloc Grant Funds Awarded To Cities, (FY 69-75)
Over 1,000,000	15	18	20
500,000-1,000,000	11	14	11
250,000-500,000	8	11	10
100,000-250,000	11	14	16
50,000-100,000	14	14	12
25,000-50,000	14	12	9
10,000-25,000	16	11	8
1-10,000	11	7	8
Unknown	—	—	5

*U.S. Federal Bureau of Investigation, U.S. Department of Justice, *Uniform Crime Reports*, Washington, D.C.: U.S. Government Printing Office, 1973. Table 10, pp. 104-5.

**SOURCE: GMIS Data

TABLE 13.
Safe Streets Funds for Cities
1969-1975

Population	% of U.S. Reporting Population Living in Cities*	% of All Reported U.S. Crimes Reported by Cities*	% of Total City-County Bloc Grant Funds Awarded to Cities**
Over 1,000,000	10	14	10
500,000-1,000,000	8	12	6
250,000-500,000	6	9	5
100,000-250,000	8	11	8
50,000-100,000	10	12	6
25,000-50,000	10	10	5
10,000-25,000	11	10	4
1-10,000	7	5	4
Unknown	0	0	2
Total %	70	83	52

*U.S. Federal Bureau of Investigation, U.S. Department of Justice, *Uniform Crime Reports*, Washington, D.C.: U.S. Government Printing Office, Table 10, pp. 104-7, 1973.

**SOURCE: GMIS Data

TABLE 14.

Safe Streets Part C Funding of Suburban and Non-Suburban Counties Over 100,000 Population by Crime and Population 1969-1975

Population	% of U.S. Reporting Population Living in Counties*	% of Total Reported Crime Reported by Counties*	% of Total City/County Bloc Grant Funds Awarded to Counties**
Over 100,000	9	8	21
25,000-100,000	12	6	9
under 25,000	9	3	15
Unknown	0	0	2
Total %	30	17	48***

*U.S. Federal Bureau of Investigation, U.S. Department of Justice, *Uniform Crime Reports*, Washington, D.C., U.S. Government Printing Office, Table 10, pp. 104-7, 1973. NOTE: These population and crime percentages relate only to county population living outside cities and the crimes reported by jurisdictions other than cities.

**SOURCE: G.M.I.S. Data

***This column does not sum up to 48 percent due to rounding errors.

Continuation Funding and Assumption of Costs

A recent National SPA Conference survey revealed that 51 of the 55 SPAs have established policies concerning the number of years projects are eligible to receive some level of Safe Streets funds. These policies range from a high of eight years (Alabama) to a low of two years (Alaska and Nevada). Georgia establishes funding policies according to program areas, and New Jersey establishes policy on a project-by-project basis. Guam, Hawaii, Kansas and Puerto Rico do not have continuation policies.

The majority of States (33) fund projects for a maximum of three years. Grantees normally assume a greater share of the project cost each successive year. Many States have various exceptions to their general funding policies, most notably for training, research, technical assistance and equipment purchases.

One purpose of a continuation policy is to aid in controlling the percentage of bloc funds committed to on-going activities at the expense of funding new projects and programs. This concern is particularly important in light of decreasing appropriations, as discussed earlier. Many States which have had more liberal continuation policies (i.e. longer funding periods) have, by necessity, altered their policies in recent years to provide for greater funding flexibil-

ity. For example in FY 1974, seven States were confronted with a continuation commitment of 80 percent or more. The average continuation rate rose from approximately 40 percent in FY 1971 to over 58 percent in FY 1974. The rate is expected to remain near 60 percent for FY 1975.

Many observers, rightly or wrongly, equate the degree of program "institutionalization" with how many projects and programs—initially funded with Safe Streets monies—continue operation with support entirely from State and local general revenues. Nearly 90 percent of the SPAs responded that they had either moderate or great success in having States assume the costs of their projects. Approximately 80 percent responded they had had moderate or great success at the local level.

The most frequently cited factors in determining whether or not a project or program would be assumed by the State or local government were: ability of the governmental unit to support the activity; proven success of the project; and political appeal of or support for the program.

On the average, States estimated that approximately 64 percent of the projects initiated with Safe Streets monies have been assumed by State and local governments. Assumption rates ranged from a high of 99 percent to a low of 20 percent. Although these figures are only estimates from the States, ACIR field work in their case study States found the estimates to be substantially accurate during the conduct of a grant sample analysis. In addition, the ACIR survey of regional and local units found that local officials estimated that approximately 83 percent of city programs and 78 percent of county programs are continuing without Safe Streets monies.

For example, a New Jersey study of all bloc grants awarded in that State between 1969 and June 1975, revealed that 22 percent of all grants (accounting for 140 projects and \$23,576,878, or nearly a third of all such SPA expenditures) had been continued with State, local or private revenues. Only 3 percent (representing \$2,643,455) of the grants were terminated when SPA funding was discontinued. These statistics take on added significance when compared to the status of the remaining grants: 40 percent (232 projects totaling \$37,791,943) are currently being funded by the SPA; and 34 percent (accounting for \$9,280,274) were "one time" awards for equipment purchases, training programs or research projects.

Similarly, the Florida SPA estimates that 90 percent of the youth-related projects funded at the State level over the past seven years have been integrated totally into the State general revenue budget. These projects have included such activities as Statewide intake services, staff development and training, group foster homes, community-based halfway houses and counseling services.

And in Missouri, the development of a Statewide probation and parole system is a direct outgrowth of the SPA bloc grant program. By 1973, the State legislature appropriated funds to establish a network of regional offices. A Statewide public defender program was also initiated in Missouri with bloc monies in 1970. The State legislature began providing partial support in 1972. By 1974, State support had increased to \$2.2 million. The program is funded now primarily through State appropriations.

An Elkhart Youth Services Bureau project initially funded by the Indiana SPA in 1970 was receiving 100% community support by January 1974. Recognizing the importance of the bureau's counseling and referral services, the county government now supplies about 60 percent of the bureau's budget; private contributions and a contractual arrangement with the local comprehensive mental health center provide the remainder of support.

Fund Flow

As previously noted, the early thrust of the program was to "get the money moving." This emphasis has continued throughout the years and is now more formally called "fund flow." However, the problems inherent to fund flow have persisted from the very first year of operation.

The rapid increase of appropriations during the first few years caused great difficulties for State and local governments in planning for and expending funds. Indeed, the pre-occupation with spending funds diverted attention and manpower from planning and evaluation activities. In response to a question about program growth, approximately 60 percent of the States rated it as "too rapid" in the early years.

Today, all SPAs have financial and programmatic staffs to monitor the status of expenditures. The tasks are formidable, and complicated by the fact that at any given point in time, an SPA could conceivably be administering at least three different fiscal year funds of varying types (i.e. Parts B, C, E, DF, etc.) One technique used in helping to alleviate the problem of unexpended funds is reallocating monies among program categories. In many cases, State and local governments will submit plans for activities which do not materialize or do not get underway on schedule. This occurs for a number of reasons: changing priorities, budget reductions, delay of equipment deliveries and personnel authorizations, etc. As a result, funds are shifted from those categories with a "surplus" to those areas which may require additional monies. The amount of funds reallocated in annual plans remained at about 17 percent for the years FY 1971, FY 1972 and

FY 1973, the most current data available, with a slightly decreasing trend.

The rate of reverted funds (i.e. unexpended monies returned to the Federal Government at the end of the grant period) has, on the average, remained fairly constant at approximately 2 percent from FY 1969 to FY 1972. There are, of course, disparate variations among the States as a result of varying abilities to utilize funds. This is particularly true for Part E (corrections) funds because of special requirements attached to the use of these monies.

Nearly 95 percent of the SPAs stated that project underspending was a primary or contributing cause of fund flow difficulties. Approximately 90 percent cited the slow start of projects as a factor, while over 77 percent indicated that the two year life span of grant funds was a problem. Over 63 percent said the slow development of applications was a contributing or primary reason. Only 25 percent identified the lack of applicants for funds as an issue, and about 18 percent mentioned delays in the award process.

Part E Funds

Part E funds are used exclusively for corrections activities. One half of the funds are distributed to the States according to population; the other half are retained by LEAA for discretionary grants. Special requirements are imposed on the utilization of funds, such as minimum construction standards, the development of special programs in facilities receiving funds, and the collection of recidivism data. Part E funds constitute approximately 11 percent of LEAA appropriations currently.

The overwhelming percentage of Part E funds (both bloc and discretionary) have been awarded to State and county governments. This is not surprising, however, as State and county governments account for nearly 90 percent of all State and local direct expenditures for corrections. Table 15 itemizes the Part E funds received by grantees in relation to their share of correctional outlays.

Discretionary Funds

Discretionary funds account for 15 percent of Part C allocations and 50 percent of the Part E funds. These monies are directly and totally administered at the "discretion" of LEAA. Data reveal that these funds have been awarded to the smaller and more rural States. These States, of course, receive proportionately less bloc grant funds. For example, included in the data are the small State supplement awards which help bolster the bloc awards of the fifteen smallest SPAs.

According to State responses, approximately 42 percent of discretionary funds in their States have been used for innovative programs. An additional 29

percent have been used to "fill gaps" in bloc funding, while approximately 27 percent of the funds have supported research, demonstration and "pilot" programs. Less than 10 percent of the funds have been utilized to continue support for existing programs or to build local support for the LEAA program.

Table 16 compares the distribution of Parts C and E discretionary funds to bloc funds by level of government. GMIS data also reveal that functionally, Part C discretionary funds have been distributed according to the following approximations: police, 38 percent; courts, 17 percent; corrections, 11 percent; combined activities, 26 percent; and non-criminal justice agencies, 5 percent.

Functional Distribution

In addition to the question of which level of government receives how much money, another key concern relates to the distribution of funds among the components of the criminal justice system. However, any analysis of the distribution of funds is dependent upon what definitions of categories are utilized. This is a particularly significant factor when addressing the courts area. There are currently a number of efforts underway to help clarify definitional problems. Another factor to be considered is the classification of grants. Again, how an activity is classified has direct and significant bearing on any distributional analysis. Variances of up to 10-15 percent can be attributed to these two factors.

TABLE 15.

Part E Funds FY 1971-FY 1975

	State	City	County	Non-Profit
Bloc	74%	4%	19%	1%
Discretionary	60%	20%	16%	2%
Total	65%	15%	18%	2%
Expenditures for Corrections	60%	11%	29%	0%

SOURCE: GMIS Data

TABLE 16.

Fund Allocation by Government Level Parts C & E

	State	City	County	Non-Profit
Bloc	37%	30%	29%	2%
Discretionary	42%	28%	17%	11%

SOURCE: GMIS Data

Attention must also be given to differing definitions of functional components within the States. For example, "courts" in one State may only include the judiciary, while in an adjoining State "courts" may also encompass defense, prosecution, and/or probation and parole services.

The most common comparison of functional component funding is made with levels of criminal justice expenditures. However, there is no reason to require that funding patterns should parallel expenditure patterns. In fact, given the special emphasis placed on such areas as corrections, juvenile delinquency and innovative programs contained in the Safe Streets Act, it would be impossible for funding patterns to follow precisely expenditure patterns. Indeed, one reason for citing these special areas in the Act was to direct funds to areas of need and where not enough money was being spent.

Data in Table 17 provide aggregate GMIS statistics for the distribution of Safe Streets monies among the components of the criminal justice system since FY 1969. While these data are incomplete for recent years (specifically 1974 and 1975), and definitional, classification and reporting problems do exist, these statistics are the most reliable currently available.

Despite the inadequacy of the GMIS data, the figures in Table 17, even allowing for a wide margin of error, do point out some distinct trends in the allocation of action funds. It is apparent that the level of police support is declining, although it remains significant. Conversely, the percentage of funds granted to courts has greatly increased. Correctional funding, after an initial jump in FY 1970, has remained relatively constant, perhaps as a result of the Part E amendment in 1971 which not only provided addi-

TABLE 17.

Part C Bloc Funds to Functional Components — 1965-75

Fiscal Year	Police %	Courts %	Corrections %	Combinations %	Non-Criminal Justice Agencies %
1969	66	6	10	11	4
1970	49	6	22	15	6
1971	40	9	28	14	6
1972	42	15	24	7	10
1973	43	14	24	10	8
1974	36	17	22	13	9
1975	43	17	21	11	5
1969-75	42	13	24	11	8

*SOURCE: GMIS Data

tional corrections monies, but also required a "maintenance of effort" of Part C correctional support.

Achievements

Overview

The products of Safe Streets Program and the changes which have resulted are too numerous to be adequately represented in one document. Impact on the executive planning and budgetary decision-making process at both State and local levels has been one of the most important products of the program. The executive branch of State government has oriented itself toward, and in numerous instances reorganized itself for, a total resources and system-wide planning and development program for criminal justice. In Kentucky, where the SPA is also the planning and budgetary arm of the State's consolidated Department of Justice, in Michigan where the SPA is that portion of the State's planning and budgetary office which deals with all elements of the State's justice program, in South Carolina and Virginia where the established planning and budgetary process includes coordination and review by the SPA of all justice budgets on behalf of the Governor . . . in these States and in many others, as well as in analogous local operations, those efforts and resources expended at a given level of government, regardless of their source, are being subjected to a process of coordination and focus which is unique to this decade.

As significant as the changes in planning and budgeting activities within the executive branch itself, is the growing interface between the executive and legislative branches of government in the promotion of stronger and equal justice. Over ninety percent (90%) of the SPAs have as an element of their work program legislative involvement; and the past eight years have witnessed an unprecedented volume of enabling and reform legislation for criminal justice. SPAs have provided staff and financial support to legislative study commissions which have contributed to modifications in the criminal codes of no less than forty-nine (49) of the fifty-five (55) jurisdictions, and a total renovation of the codes in North Carolina and Arkansas, among others.

Involvement in law and regulatory reform is perhaps one of the most lasting contributions that an SPA can make to improve the basic structure of the justice system. For example, in Wyoming, where a limited population base affords only modest Safe Streets Act funding, much has been undertaken in the legislative arena. Since 1971, the Governor's Planning Committee in Wyoming has drafted and successfully supported the passage of legislation

requiring appropriate records keeping and reporting by local law enforcement agencies, requiring certification—through the Peace Officers Standards and Training Act—of full-time peace officers, amending existing statutes to allow the utilization of volunteer probation programs, authorizing the use of public defender programs and mandatory compensation for assigned counsel when defender programs are not used, providing State-paid liability insurance for local peace officers, authorizing a system of full-time county attorneys, and establishing a jail standards advisory committee to promulgate standards and provide for inspection of local jails.

In concert with efforts of operational agencies and legislative committees, the Florida SPA, as another example, provided leadership in Statewide judicial reform, the strengthening of protective regulations for Florida's Indian tribes, the consolidation of the Division of Corrections and the Probation and Parole Commission into a Department of Offender Rehabilitation, the deinstitutionalization of status offenders (initiated prior to the passage of the Juvenile Justice and Delinquency Prevention Act of 1974), establishment of a Statewide juvenile probation and aftercare function, development of speedy trial regulations, passage of legislation providing a mandatory sentence for any crime committed with a handgun, establishment of strict regulations for licensing of all drug rehabilitation and treatment programs, and the development of a Statewide crime laboratory system. Similar results can be identified throughout the country.

Perhaps the most developed and fully-implemented thrust of the Safe Streets program has been in the area of improved training and educational opportunities for employees of the criminal justice system. Recognized at the outset by all jurisdictions as one of the most neglected areas and obvious deficiencies of the criminal justice system, almost every State has implemented minimum education and training standards and comprehensive academic curricula for law enforcement personnel. Bloc grant funds were used to establish the Arizona Law Enforcement Officers' Advisory Council which developed a basic training program for all peace officers in that State. Over 4,000 Arizona law enforcement personnel have been trained in basic law enforcement requirements since the program's beginning. This effort, as in the case of many programs of this type, is now totally supported by State and local funds and is a recognized element of the Arizona criminal justice system.

Another important long-term effort fostered by the Safe Streets program has been the modernization of criminal justice telecommunications. Any effort within the criminal justice community to coordinate and cooperate has been hampered by the patchwork development of fragmented communications systems. There was early recognition that more so-

phisticated steps toward intergovernmental cooperation, including the transmission of computer-based criminal justice information and the functioning of inter-agency operational enforcement units, would have to be premised on the ability of agencies to effectively communicate with one another. As a result, every State and most localities have undertaken the study and implementation of area-wide telecommunication plans designed for technological compatibility, economy and the efficient utilization of available transmission frequencies and other resources. As part of the Iowa telecommunications plan for example, the State Division of Communications is providing technical expertise to local agencies in developing communication plans and specifications in conformance with the Statewide plan. Services available from the Division include system evaluation, development of acceptance test procedures, and technical assistance in the conduct and evaluation of bidders' conferences and vendors' proposals. Through Texas SPA efforts, all of the State's 1,800 law enforcement agencies now have direct and effective radio communication; and, although the implementation of this project cost nearly \$26 million, it has been estimated that implementation of the system by individual local agencies, without the SPA's planning and coordination services, would have cost approximately \$40 million and would probably have omitted numerous essential elements. This significant cost savings is important during periods of decreasing revenues, inflation and tight budgets.

Building upon the growth of effective voice communications, States and localities have introduced criminal justice information systems to provide the criminal justice community accurate and instantaneous retrieval of pertinent data elements concerning its clients and the management of its operations. In Missouri, for example, the police response early warning system combines the knowledge and skills of police science, social research and city planning in a multi-dimensional approach to crime prevention. The system anticipates the requirements for police service long before they appear on the police switchboards as calls for assistance. On the county level in Nevada, the serious problem of trial court overload and delay is being addressed through the establishment of the automated cross-reference and retrieval system as a part of a modern court management and information system. This automated system provides instant access to docket information and is utilized in drafting a trial calendar and monitoring the progress of civil, juvenile, and criminal proceedings. As in numerous other States, the New Jersey State crime information system is providing instantaneous access to criminal records for state and local enforcement personnel, usually within three to seven seconds after the inquiry. Data from New Jersey indicate that one out of every forty inquiries made through the system produces infor-

mation leading to an arrest or the recovery of stolen property. The timely acquisition of precise and analyzed data will be of continuous advantage to planners, managers and operators in every aspect of criminal justice.

Coordination among the "sub-systems" of criminal justice is possible today because those sub-systems themselves are less fragmented. Judicial reorganization and the introduction of modern management techniques has enhanced both the efficiency and equity of court proceedings. In Georgia, a constitutional amendment was adopted authorizing court unification; and the Administrative Office of the Courts was established by statute. In this and many other States, unified court systems have emerged with an administrative, management and planning capability. In Indiana, Utah and numerous other States, county and district attorneys, formerly without an institution for information exchange, training, technical assistance or liaison, have, with SPA assistance, organized Statewide prosecution coordination agencies, some of which have developed into legislatively-recognized and supported operations. Through such programs, an on-going curriculum of training seminars and conferences, a capability for legal research and case assistance, the publication of legal briefs and case studies, and the development of prospective prosecutors through internships and work-study subsidies have all constituted a boon to the prosecution function. Developing systems of equal justice, States have established or enhanced indigent defense capabilities. In New Jersey, for example, SPA funds have provided the Office of the Public Defender with adequate staff to reduce its case backlog. North Dakota has established a Statewide regional public defender system. Over 90% of the States have similarly enhanced both their prosecution and defense capabilities.

Unification efforts have been perhaps most badly needed in the corrections field to afford a comprehensive battery of rehabilitation alternatives. In Missouri, the evolution and operation of a Statewide probation and parole system is a direct outgrowth of the SPA bloc grant program. SPA funding on a trial basis proved the worth of satellite probation and parole offices; and in 1973 the State legislature appropriated funds to establish a network of regional offices. The availability of probation and parole supervision in every criminal circuit court has expanded the sentencing alternatives for judges. In Texas, expansion of the State's probation capability through SPA-funded programs has provided alternatives to incarceration or unsupervised release. Before undertaking the program in 1970, only 72 counties had probation departments. Today, that number has more than tripled; 232 counties have such departments.

There are other significant developments in the corrections field, as States and localities develop and

introduce expanded treatment alternatives, community-based services and diversion from traditional institutional settings. A major program supported by the Illinois SPA has placed over 1,960 ex-offenders into jobs after release from prison, and has experienced less than a 7% failure rate—7% of program participants being reincarcerated. In New York City, the SPA has funded a residential facility for boys, ages 16-18, who have been released from Riker's Island. This project, operated by New York City Independence House, has provided comprehensive counseling, education, training, job placement and recreation services to over 200 youths with less than a 20 percent failure rate.

As funds provided through the Safe Streets program do constitute the only resources available to most jurisdictions for experimentation, one should not overlook the experimental aspect of State and local efforts. New techniques in crime prevention and crime specific planning have characterized SPA programming. Efforts are underway to marshal the citizenry to complement the criminal justice system in order to make the citizen more cognizant of his or her potential contribution to the realization of a safer and more secure society. New planning techniques have been developed to focus the utilization of resources on crime- or offender-specific objectives. The Minnesota Crime Watch program, implemented through more than 200 local law enforcement agencies, informed citizens of steps to reduce their risk of becoming crime victims, especially in several key criminal activities. The Quayle Survey, used to evaluate the program, revealed a substantial success in increasing citizen awareness of the crime problem and of means of self protection and in generating citizen action to undertake some of these measures.

A crime-specific program funded by the California SPA, focusing on burglaries which, in that State, account for more than half of all major crimes committed, has witnessed a decrease of over 50% in the burglary rate per 1,000 for the six target areas serviced by the program during its first four months. The program employs a variety of intervention techniques, including community involvement, public education, home security inspections, increased patrol, property identification, and improved surveillance and investigative techniques to reduce the incidence of burglary and determine the most effective strategies and techniques for burglary intervention.

Juvenile Justice

In addition to responsibilities under the Safe Streets Act, States have also been charged with the implementation of the Juvenile Justice and Delinquency Prevention Act of 1974. However, the Act has had limited programmatic impact in the States during its first year and one half of operation.

Generally, the programmatic requirements that status-offenders be deinstitutionalized and incarcerated youthful offenders be segregated from adult offenders are supported in principle. However, the timeframe in which these two objectives are to be achieved and the absence of sufficient resources to bring about compliance with the provisions of the Act are posing serious problems for the States. As a result of these questions, and due to the delays and uncertainties experienced in the funding process, several States have decided not to participate—or limit their participation—in the program.

For FY 1975, nine States and one territory have decided not to participate in the first phase of the program: Alabama, American Samoa, Colorado, Hawaii, Kansas, Oklahoma, Rhode Island, Utah, West Virginia and Wyoming. For FY 1976, eight States and two territories will not participate in the juvenile justice program: Alabama, American Samoa, Guam, Kansas, Nebraska, Oklahoma, West Virginia and Wyoming.

In addition, neither Oregon nor Nevada has submitted juvenile justice plans for FY 1976. North Carolina has deferred participation until outstanding funding questions for FY 1977 are resolved. And Maine is reconsidering its decision to participate.

Projects and Programs

The following sections present a representative sampling of the many thousands of projects and programs initiated under the Safe Streets Program.

Police

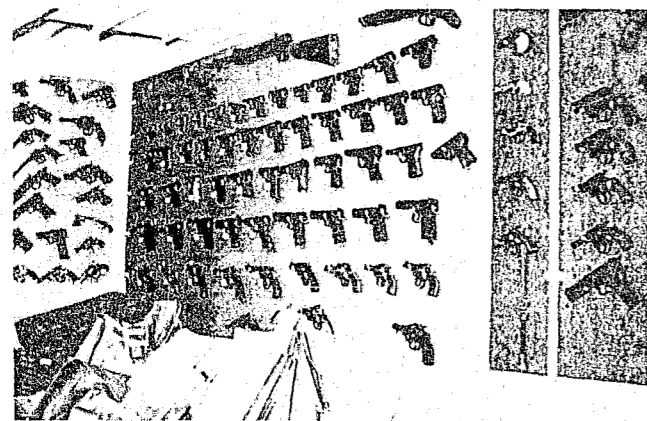
In **Rhode Island**, the Pawtucket Police Community Relations Project distributes educational material to homes, schools, and community organizations, responds to citizen complaints regarding neighbor or police activities, and teaches residents about the police role in the community. The project reported that crime declined citywide during the first year of operation. The **Maryland** SPA has provided funds to expand and upgrade pre-service and in-service training of police personnel by establishing a resource center which offers new curricula, techniques, equipment, and testing methods. Surveys of police departments throughout the State were conducted to determine which training services were most needed. Requests for specific training aids number approximately 500 per month.

The **South Carolina** SPA is assisting criminal justice agencies in the implementation of affirmative action programs through the establishment of a training

and technical assistance unit within the State Commission on Human Affairs. The unit works with 45 police departments, 46 sheriff's departments, and nine State agencies. After conducting training workshops, the training staff follow up their activities with technical assistance to agencies on affirmative action plans. The **Tennessee** SPA has funded that State's Law Enforcement Training Academy to provide training for elected sheriffs. Over 1,500 sheriffs and deputies have participated in the program. And the **Arkansas** Law Enforcement Training Academy has provided training to over 5,000 officers in 184 courses. The program utilizes a mobile classroom in order to reach officers, who, because of the size or workload of their departments, would otherwise be unable to take advantage of the program.

In Omaha, **Nebraska**, the quality of police service has been improved as a result of the establishment of an information crime analysis unit within the police department. Record-keeping has been automated, and a user survey showed 80% were "satisfied" with the system. In Wheat Ridge, **Colorado**, police have created a special unit to help reduce commercial and residential burglaries. They have reduced response time to one minute, their burglary clearance rate is up, and reported burglaries have been reduced. And the West Fargo, **North Dakota** police department has established a detective division to improve departmental organization, management, and operations for a more efficient use of available manpower. A more accurate records system has been established, providing easy access to the number of crimes reported and arrests made, and the public has been made aware of crime prevention measures through the inspection of businesses and dissemination of information regarding crime prevention methods.

In **Hawaii**, the Statewide Law Enforcement Intelligence Unit maintains criminal intelligence units in four counties of Hawaii, with the Honolulu unit serving as coordinator. The unit collects, analyzes, and disseminates vital information on organized crime activities in the State. Hillsboro, **Oregon** has acted to



anticipate, recognize, appraise, and combat burglary problems in the county by using two crime prevention officers who specialize in burglary prevention methods. The project clears 26% of reported cases. And **Washington** saved over \$17,000 in the first year of a project identifying and eliminating proposed equipment expenditures which were unnecessary or excessive in the State. The project's equipment evaluation services are provided to user agencies free of charge.

Iowa has established a narcotics squad to detect and investigate narcotics and drug violations occurring in the Des Moines/Polk County area. More serious drug cases have been brought to trial and the conviction rate has been increased. The **Virginia** High Incidence Target (HIT) program has been implemented in 11 jurisdictions throughout the State. Clearance rates are up in all areas, and a downward trend for target crimes (burglary or robbery) is evident in each locality. And a saturation patrol is attacking crime in San Juan, **Puerto Rico** by deploying specially trained officers on foot patrol and in mobile units. Decreases in robbery, burglary and auto theft have been recorded.

Connecticut has improved the operations of five Regional Crime Squads that investigate narcotics trafficking through the development and implementation of uniform policies. The regional squads now account for 85% of all drug sale arrests in Connecticut, with an overall conviction rate of 90% and an incarceration rate of 45% of those convicted. Burglaries have reportedly decreased in one low-income, high-crime area of Phoenix, **Arizona** by educating residents in home security measures and by providing locks and other security devices to those who cannot afford them. The Shreveport, **Louisiana** Burglary Strike Force is a 24-hour operation to detect and prevent burglaries. The unit has a staff of 13 for surveillance and investigative work in five identified target areas. On-site arrests have increased, and reported burglaries in a target area selected for its high previous incidence have declined. A neighborhood police unit in Albany, **New York** has reported that violent and property crimes have been reduced since project implementation. Additionally, it is reported that a higher number of arrests have been made for incidents reported.

A net reduction in reported burglaries has been achieved by the Saginaw, **Michigan** Crime Prevention Unit within a target area where 66% of the city's robberies occur. The 15-person unit has received approximately 919 hours of training in basic crime prevention. A Vallejo, **California** program is successfully diverting citizens involved in personal family crisis from the criminal justice system to more appropriate social agencies. Families are seeking professional help and the number of arrests are being reduced. To enhance the practice of forensic science among State and local police departments,

the **Massachusetts** Comprehensive Criminal Investigation Program is providing training for police officers in the analysis of crime-scene evidence and in basic investigative techniques. Since its inception, the project has provided an average of 80 hours of training to each of the 950 law enforcement officers trained in crime-scene search techniques, and 40 hours each to 250 additional officers. A reduction in residential burglaries has been reported by the Elkins Park, **Pennsylvania** Community Relations Unit. The unit is responsible for 15 programs designed to increase citizen awareness of crime prevention tactics.

The quality of police services in the **Virgin Islands** has been upgraded through basic and specialized training of police personnel and by psychological screening of all new recruits. Basic training has been increased in duration from two weeks to 14 weeks. Public housing is being made safer for residents in Trenton, **New Jersey** as a result of the work of the Public Housing Police Unit. Before the unit went into operation, men, women and children could not safely walk, sit or use recreation facilities. That is no longer the case. And, the Property Crime Reduction Program was established to reverse the increasing property crime rate in Albuquerque, **New Mexico**. Over 1,500 arrests were made and \$100,000 in property recovered in 21 months.

Courts

Tennessee does not require its judges to be lawyers. Therefore, the Judicial System Training program has been especially important in insuring that an adequate level of training and education is made available to court personnel. **New Hampshire** established a Governor's study committee to review methods aimed at improving court operations. Recommendations formed by the committee were presented to the State legislature for consideration. The **Maine** Law Enforcement Planning and Assistance Agency recruits interns from the University of Maine Law School and State universities with criminal justice programs. Student interns are placed in jobs with courts, correctional institutions, police, and juveniles on State and local levels.

Ogden, **Utah** has employed a city court coordinator to lessen the non-judicial workload of every judge in that city. Case backlogs have been reduced substantially. A Consumer Fraud Prosecution Unit in **Vermont** is drafting legislation and establishing efficient means of achieving consumer redresses. Prosecutions have reportedly recovered over \$30,000 per year in penalties and restitution. The efficiency of the Newark, **New Jersey** Municipal Court has been increased. Specific improvements include the creation of a central complaint center, introduction of an automatic filing system, installation of a microfilm library, and improvement of the sound recording system. A pretrial release program in **Del-**

aware has reduced the number of persons who remain in that State's correctional center due to the lack of bail. It is estimated that each release saves \$15 per day compared to the cost of detention.

The **West Virginia** Criminal Justice Legal Resource Center offers a toll-free telephone service which provides judges and prosecutors with unlimited access to a legal research team. In Tallahassee, **Florida**, a program has provided individuals temporarily diverted from the criminal justice system with appropriate services while awaiting trial. And, a county in **Georgia** is developing a monetarily nondiscriminatory pretrial release system to serve indigent defendants who would otherwise qualify for release on bail.



A local **Indiana** release on recognizance (ROR) project releases 90 percent of its candidates; only 2 percent fail to appear. The Polk County **Iowa** Offender Advocate project provides an efficient, cost-effective alternative to court-appointed private counsel for indigent defendants. Indigents served by the program have been processed in 61.9 days as compared with 73.6 days for court-appointed counsel. The incarceration rate was also less for the project. The average cost of a felony defense under the offender advocate system has been estimated at \$127, compared with \$211 under court-appointed counsel. **Nebraska** is improving legal services by supporting the activities of the county attorneys through research assistance. The project provides a full-time director and secretary for the county attorneys association to act as liaisons for the 93 county attorneys and their deputies. And, the Regional Public Defender Project in Bismarck, **North Dakota** provides a public defender and assistant, supervised by

a five-member board of trustees, who give legal representation to indigent defendants in a 10-county region. Eligibility for services is determined by the judge in each individual county.

Last year, the **South Dakota** court system was reorganized, and a court personnel officer was hired. Stronger central administration, from the Supreme Court and a Council of Presiding Judges, has permitted shifting judges and cases to match resources to workloads, improvements in judicial training, sentencing conferences, publication of uniform fine and bond schedules, standardization of clerk procedures, publication of local court rules, and more efficient forms and records management. In **Alaska**, the Public Defender's Agency is improving the quality of representation given to indigent clients. Law student interns assist public defenders, who in turn provide the interns with a working knowledge of the court system through their handling of individual cases. The **Idaho** court system is now unified and integrated under the administration and supervision of the State supreme court. Caseload reports have been revised for district courts and instituted for the magistrates in the district courts. A Statewide uniform bail bond schedule has been promulgated, as have new rules of standards for withholding judgments and guidelines for pre-sentence investigations. And the Seattle, **Washington** Consumer Crime Prevention project is detecting and preventing consumer crime by investigating and prosecuting individual consumer complaints and by disseminating information to the public. Staff efforts have focused on such potentially fraudulent activities as door-to-door selling, false advertising, and home repair.

Texas is working to decrease the backlog of cases in the Court of Criminal Appeals by hiring additional legal assistance personnel and supplementary judges to sit as temporary commissioners. The **California** Center for Judicial Education and Research is providing a comprehensive program of professional education and training for California judges by offering courses at a center for continuing education. In addition to the training, the project publishes a monthly newsletter for all judges and has published a benchbook manual on evidence and objections. The **Mississippi** Judicial College is the State's judicial education and training unit and is operated by the University of Mississippi School of Law. The unit is working to improve the delivery of judicial service by upgrading the State's court system through intensive training and education of all court-related personnel. And in **Missouri**, the Pre-Trial Release Program has expanded from a single-city operation staffed by one bond investigator to a statewide program that provides drug and alcohol treatment as well as bond assistance. Many more felony defendants are being released before trial without increase in revocation of bond or failure to appear for trial.

The correctional program in Marion, Polk, and Yanhill counties in **Oregon** works principally with accused misdemeanants (but has expanded its services to accused felons). Pretrial release screening, a major program service, is provided by five release assistance officers. The Marion County, **Indiana** Criminal Court Pre-Recorded Videotaped Testimony Model Unit project is studying the application of pre-recorded video tapes in actual trial situations in order to determine the impact which their use may have on the administration of justice in that State. Both total trial taping and pre-recorded testimony taping are being used in selected felony cases in order to review the use of videotape as an official transcript of proceedings for the purposes of appeal and to give the judges the opportunity to evaluate the application of such technology to the appellate process. And Cuyahoga County, **Ohio** is working to reduce docket delay and improve the process of planning, allocating, and controlling the resources of the judicial systems by assisting the courts in the development of modern management techniques. The project has developed information systems and has completed systems studies for various divisions within the courts. These court management systems permit the tracking of cases and specific court-related projects.

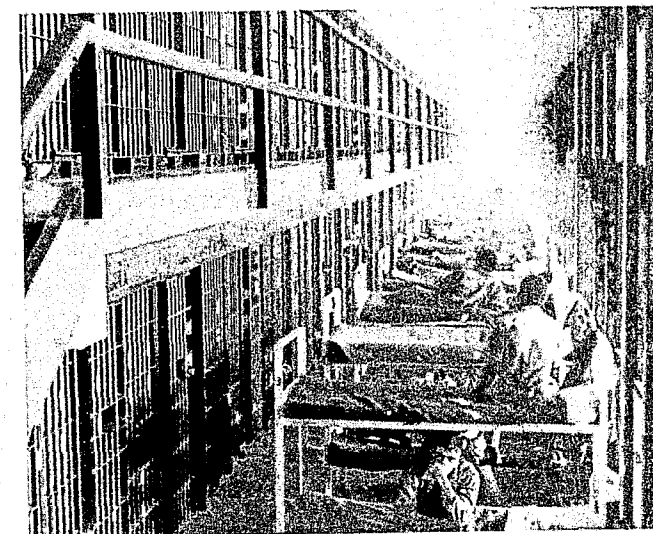
The Washoe County, **Nevada** Consumer Fraud Unit evaluates all complaints brought to its attention by the public and initiates action in those cases where investigation reveals a violation of existing statutes. In an attempt to analyze the adequacy of existing State consumer protection laws, the unit collects, categorizes, and correlates relevant data to demonstrate to the legislature the need for additional laws. The **Wisconsin** Judicial Education Program provides training and educational programs for judges, family court commissioners, registers of probate, court reporters, and juvenile court officers. The program conducts conferences throughout the year at various locations using judges, law professors, and other experts as instructors. In addition, the program coordinates participation of Wisconsin judges in various national programs. Nassau County, **New York** has established a diversionary program for adjudicated young adults ranging in age from 16 to 25 who have been indicted in adult court and are referred by the judge for rehabilitative services. Treatment includes testing, office and home visits, psychological counseling, and group activity. And in **Minnesota**, a voluntary employment and counseling program works with defendants at the pretrial stage of adjudication. The prosecution of individual cases is postponed for approximately 90 days for juveniles, 100 for misdemeanor cases, and 360 for felony cases. During that period, clients are offered a range of supportive services including one-to-one counseling, often delivered by ex-offender counselors. Sessions vary from daily to monthly based on the individual case.

Corrections

New Hampshire is working to reduce recidivism by establishing a halfway house with treatment programs designed to enable pre-parole State prison inmates to become self-supporting upon release. The inmates contribute to their own support and to their families. Because of the program's success, the State is establishing additional houses. **Rhode Island** is extending and improving educational programs at the adult correctional institutions by providing individualized educational experiences to incarcerated persons, ex-offenders, and correctional officers. The Adult Correctional Program is one of several higher education programs offered by the University Without Walls. Bridge, Inc. is a community-based rehabilitation and referral project serving parolees, probationers, and those offenders referred by the courts and police departments throughout **Vermont**. Bridge provides information on educational and rehabilitative opportunities and makes referrals to appropriate State and federal agencies. The **District of Columbia** SPA has funded a program to reduce recidivism and combat social attitudes among institutionalized offenders by providing volunteers to assist in handling personal concerns and responsibilities. Two hundred fifty inmate requests are answered each month.

The Richmond, **Virginia** city jail operates a project to advance the level of education of inmates. The instructors often employ qualified inmates to assist them in teaching basic procedures and grading papers. **Mississippi** has funded a program to develop an interdisciplinary undergraduate program in corrections to improve the quality of corrections services and to increase the availability of trained personnel. The **South Carolina** Youthful Offender Division is assisting in the institutional assignment, parole, and aftercare of young adult offenders by offering a support system which includes a network of lay volunteers. Many services are being provided to young adult felons.

To improve communication between staff and inmates and insure due process, **Minnesota** has established an ombudsman for the State Department of Corrections with authority to investigate complaints and propose solutions to correctional authorities. A **Wisconsin** pilot project has been found feasible in helping to decrease the average length of stay in correctional institutions and reduce recidivism by negotiating a parole date with inmates contingent on their satisfactory performance. **Arkansas** has employed a systems analyst to maintain and expand the existing computer information system, within the Department of Corrections. One result has been the improved efficiency of the parole review board. And the Defender Intern program in **Montana** is providing additional legal services to inmates and indigent defendants by the utilization of



second-year law students in public defender offices and the Montana Prison.

Utah has established a computerized information system to upgrade Utah's prison operations. A comprehensive data base on inmate characteristics and demography has been developed and disseminated throughout the State correctional system, and has been used for several correctional reform projects. **Michigan** has upgraded that State's correctional personnel to higher levels of effectiveness through a comprehensive centralized in-service training and staff development program. And in **New York**, the Minority Group Manpower Program is actively recruiting minority individuals for department of corrections security and professional positions. Recruitment is conducted in minority communities in cooperation with community agencies, local grassroots organizations, neighborhood manpower centers, and housing authority projects. The percentage of minority employees in the State's correctional work force has significantly increased.

Louisiana is working to reduce crime and recidivism rates by providing community-based rehabilitative services for ex-offenders, and by creating an awareness within the community of the special problems faced by ex-offenders in their attempts to reenter society. The Community Service Center provides clients with such services as job orientation, vocational guidance and counseling, job placement, and follow-up through group and individual counseling. The Center also works with correctional agencies and prison rehabilitation programs in an effort to coordinate activities. **Georgia** offers a work-release program to help provide job stability for prison inmates reentering the work force. The program provides employment and vocational training opportunities for preparole inmates. In addition to directly assisting the inmates, the program has also saved the State a substantial amount in institutionalization costs. **Puerto Rico** is increasing the availability of

counsel for adult indigent defendants and inmates by expanding Legal Aid Society services. The Society's appeals division handles cases at the supreme court, juvenile court, and parole board levels, and provides counseling and orientation to inmates. Referrals come from the courts and the defendants themselves, for whom poverty is the only eligibility criterion. **Ohio** is reducing the rate of reincarceration of technical parole and probation violators by establishing community-based reintegration centers which provide comprehensive rehabilitation services. The project operates three community-based treatment and rehabilitation centers for technical parole violators, heavily-dependent residents of halfway houses, and selected probation violators. Each center offers alcohol treatment, family and employment counseling, and an array of community services designed to alleviate the clients' reintegration difficulties.

Seven residential and nonresidential community service centers have been established in **Pennsylvania** to serve as halfway houses for men and women who have had prolonged incarcerations and are becoming eligible for parole. The centers use outside community agencies for such services as vocational training and drug and alcohol programs. An inmate's termination from a center is concurrent with issuance of parole and must be approved by the parole board. **Oklahoma** has established six halfway houses in the State, staffed by specially trained personnel. Programs are designed to assist nonviolent felons classified as minimum-security risks within 90 days of release. The programs include work-study release, individual and group counseling, family counseling, drug therapy, referrals to community services, recreation, and supervised interaction with the community. **Texas** is working to reduce the likelihood of subsequent criminal activity among clients released to halfway houses by providing a wide range of in-house and contracted services. The program draws on the services offered by existing agencies in the community, including Alcoholics Anonymous, Narcotics Anonymous, Texas Rehabilitation Commission, and local colleges and universities which provide educational training and development. Each of the nine houses is staffed by a mixture of ex-convicts and professional counseling staff. Supervision and peer group counseling are provided within the facility by program staff. In **California**, the Sacramento Valley Community Correctional Center assists parolees on work furloughs. The community-based halfway house provides them an opportunity to earn release monies and receive specialized counseling during the pre-parole stage. The program also provides 24-hour assistance to parolees who evidenced need for supervision. And **Delaware** has established a work and education release program in order to develop marketable skills and provide support services for offenders. The project provides three types of work-education re-

lease programs which enable eligible inmates to hold full-time jobs in the community. Work-education participants attend Alcoholics Anonymous, drug clinics, mental hygiene clinics, and educational programs as needed.

Juvenile Justice

In Albuquerque, **New Mexico**, a program to alleviate juvenile delinquency by providing public and private agencies with a centralized organization that coordinates programs, services, funding, and accountability, has been funded. As a result, legislation on juveniles has been adopted, youth services systems have been set up, and an information center has been established. Lakewood, **Colorado** is diverting juvenile delinquents and status offenders from the juvenile justice system and traditional institutional facilities by using community social service agencies and resources. Court petitions, truancy, youth commitments, and police time have been reduced. In **Connecticut**, the Central Group Home Coordinating Unit of the Department of Children and Youth Services coordinates a comprehensive rehabilitation program for juveniles, aged 11 to 18, who are either adjudicated delinquents or identified as neglected and homeless. More adjudicated youths are being served at 40% of cost of a training school. And **Maryland** is providing rapid and effective defense counsel for all indigent juvenile offenders. The backlog of juvenile court cases has been reduced and defense services have been increased.

Mississippi has funded a program to provide an alternative to incarceration and reduce recidivism of juveniles by establishing comprehensive evaluation and counseling programs. **Massachusetts** has reduced the institutionalization of female adolescents and has provided constructive placement experience to adolescent female offenders through foster homes, and has minimized the probability of future court appearances. To help reduce deviant behavior of students, and to prevent juvenile court referrals, Indianapolis, **Indiana** has established an alternative school rehabilitation and treatment program. Parents and students alike give the alternative school high marks. Youth have been diverted from the juvenile justice system in **Illinois** as a result of the Omni House Youth Bureau. Volunteers from the community aid the counselors and psychologists by providing them with the resources for hotline, peer counseling, and tutoring projects.

In **Missouri**, the Providence Educational Center is a nonresidential center sponsored by the Providence Inn-City Corporation. An evaluation reported median gains in students' reading achievement of .10 years per month, and median gains in math of .20 years per month. **California** has reduced the number of youths involved in the criminal justice system

through a probation diversion program. The project operates from 7 a.m. to midnight, seven days a week, for crisis counseling. And **Nevada** is offering delinquent youth the alternative of a survival program to help them develop self reliance and a sense of responsibility.

In **North Carolina**, juvenile care services have been extended to those court districts not already served through a one-to-one volunteer program to meet the needs of juveniles before, during, and after court involvement. The project uses 100 community volunteers who serve as counselor/friends to help troubled youth overcome basic personality and environment problems. **New Mexico** is providing a community-based sentencing alternative to the juvenile probation office which serves as an adjunct to the present services provided in the criminal justice system. The program is a cooperative effort of the Department of Hospitals and Institutions and eighteen local communities. The program has been established in nine judicial districts. In **Wyoming**, the Cheyenne Volunteer Juvenile Probation project is designed to utilize volunteers to supplement existing staff in providing services to pre- and post-adjudicated youth. Volunteers receive accredited training from a local community college, and are selected on the basis of counseling experience, personal recommendations, and personality traits. Volunteers are officially sworn in by the court and are considered of equal status as probation officers whom they assist in providing one-to-one counseling for juvenile probationers. And to help improve services for resident youths and their families, **Montana** is coordinating the training of all personnel,

including aftercare workers, at three youth corrections institutions. Courses are given in such areas as basic interviewing skills, psychological testing, recreational photography, social work practice in special settings, behavioral problems of adolescent girls, intensive treatment programs and ethnic studies.

In Grady County, **Oklahoma**, the youth service bureau is being expanded to serve as an alternative to processing juveniles through the juvenile justice system, and as a means of coordinating the rehabilitative and treatment services available to troubled youth. In cases where a criminal offense is involved, the project is responsible for providing the court with predispositional hearing reports and recommendations and with postadjudicatory status reports. The project provides individual and family counseling, and a clinical psychologist is available for consultation and testing. The "Youth Enabling Program" in Charleston, **West Virginia** provides an alternative to detention by offering counseling, temporary shelter, and employment assistance to pre-delinquent and adjudicated youth. Youth are placed in part- or full-time work, and counselors carry out three-, six-, and nine-month follow-ups of these youths. There is also a special counseling program for runaway youth. A halfway house has been established on the Island of St. Johns, **Virgin Islands**. The resident youths participate in a family-style living situation, attend school, and take part in community activities. Tutoring services are provided at the home, and the staff works closely with school personnel. The **Rhode Island** Family Center offers counseling services to youths referred by the Rhode Island Family Court. The juvenile division of the family court screens juveniles and refers only those who are first-time offenders, and whose offense does not involve a serious felony, is not drug-related, did not result in personal injury, nor involve a large sum of money. A total of more than 17 different community agencies have been called upon by the program to assist in providing needed services. And in **Alabama**, the Juvenile Rehabilitation Program provides a community-based, non-residential intervention program for adjudicated delinquent youth in Tuscaloosa. The program gives the youth a disciplined, non-hostile environment in which to function. The project has reported academic gains and low recidivism for the participating youths, as well as lower costs than State training schools.

Florida has implemented a program to reduce the number of juveniles in secure detention facilities by implementing a statewide minimum security detention and counseling program for youth. The program is staffed by community people from varied occupational backgrounds who are not strictly professional counselors or social workers. Some of the volunteers in the program are ex-offenders who see the necessity of alternative juvenile care. The



child in either program is placed for no longer than 30 days, is advised where he is going, and asked if he wants to be placed there. After he is taken back to the court, the program no longer has any contact with the child.

In Lewiston, **Maine**, the "Paradise Lost" program is a highly structured treatment program offering educational and vocational curricula to juveniles (aged 14-17). The boys and girls are referred to the program by the school systems, the Division of Vocational Rehabilitation, and the court as an alternative to incarceration. Youths assigned to Paradise Lost are given a four-week probationary period during which their interest and motivation are evaluated by two teachers and a social worker. And, the Juvenile Service Training Council in Lansing, **Michigan** is working to upgrade the training of juvenile service workers by identifying training gaps, eliminating duplication of training, coordinating training efforts, and supporting training projects technically and financially. The council acts as a central clearing-house, providing a communications link and coordinating and directing the efforts of youth service organizations throughout the State.

Community Service and System-Wide Activities

Pennsylvania is working to increase the quantity and improve the quality of law-related education in the elementary and secondary schools of the Commonwealth. The positive feedback from school and criminal justice personnel is very encouraging. Education in law enforcement and criminal justice is made available to the citizens of **Illinois**. The program is administered by the Illinois League of Women Voters and is designed to improve citizen understanding of the criminal system. **North Dakota** has funded a project to reduce the incidence of repeated alcohol-related offenses by providing the courts an education and treatment resource for dealing with individuals convicted while intoxicated. And **Maine** funded a stop-action, hour-long television program on the sentencing process, one of several programs prepared for Law Awareness Week.

A **Florida** Victim Advocate Project assists crime victims and helps reduce further victimization by providing advocates who counsel and refer victims to appropriate community resources. The project has received broad community support. In **Connecticut**, the Institute of Criminal and Social Justice represents a continuing effort to implement in Hartford the 1967 Katzenbach Commission recommendation to establish in every city an agency with the goal "of planning and encouraging improvement in criminal justice" through a "coordinated" approach to change. And **Massachusetts** provides a treatment alternative for public drunkenness offenders by utilizing a mobile rescue team to transport inebriates

to a detoxification center. The result has been a decrease in the number of referrals to court for those being found drunk in public view.

The **District of Columbia** SPA funded a project to recommend appropriate revisions in the existing procedures and law of the District of Columbia by comparing them with each of the 18 volumes of the American Bar Association Standards. The committee findings on ABA Standards and D.C. Procedures has been published and disseminated. In **South Dakota**, the Victim Assistance Program is designed to provide assistance to the victims of juvenile crimes. Restitution is made to victims of juvenile-offender crimes. The Hilo, **Hawaii** Multi-Purpose Community Center coordinates efforts of all agencies providing rehabilitative treatment for both juvenile and adult offenders as an alternative to incarceration. The 21 criminal justice agencies on the Island have a firm agreement with the center to work together in the development and implementation of treatment programs. And in **Idaho**, the CARES project is a central evaluation, referral, and treatment source for alcoholics referred from the criminal justice system. Services include: AA referral, detoxification and hospitalization, therapy, halfway house referral, psychological testing, and mental health, vocational, and financial counseling.

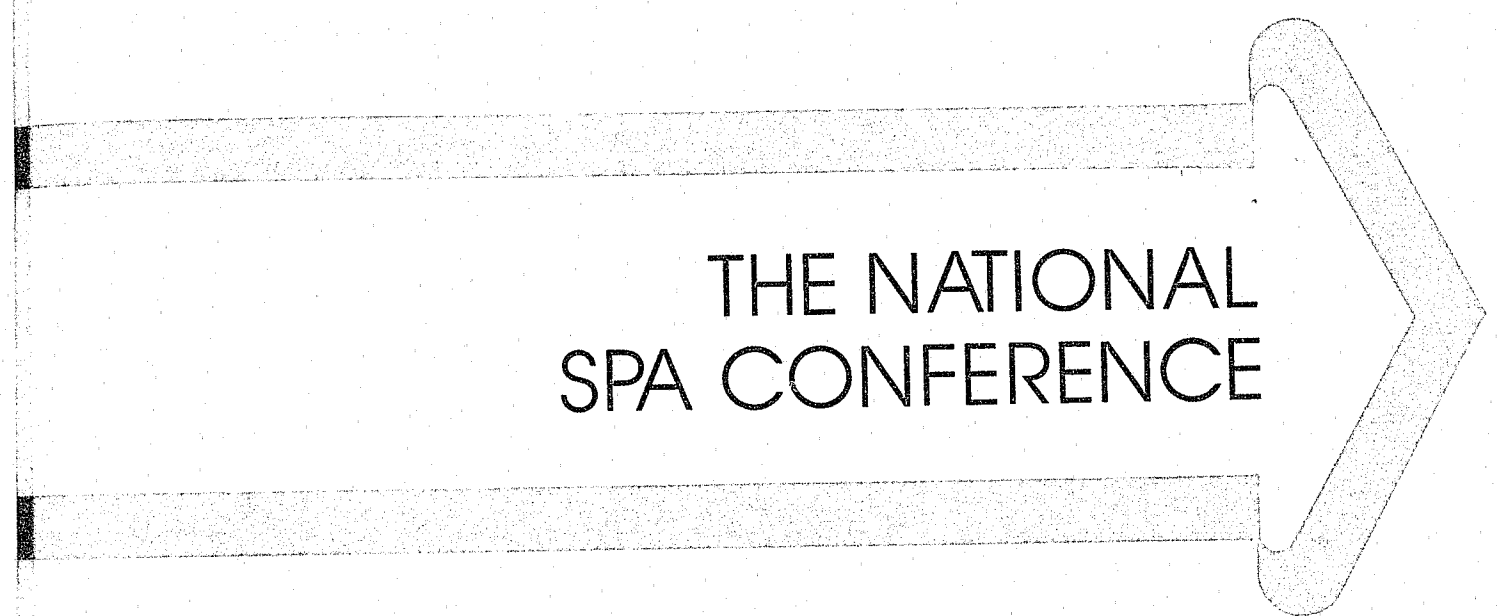
The Santa Clara County, **California** Detoxification and Rehabilitation Planning Center works with public inebriates picked up by police in the Model City and surrounding areas. Seven full-time and ten part-time public and mental health personnel staff the project's 50-bed, hospital-based detoxification unit and work to coordinate the community alcohol services delivery system to provide comprehensive care for alcoholics. Wichita State University in **Kansas** is receiving funds to upgrade the educational background of criminal justice personnel presently in the system and those persons interested in criminal justice careers. Both pre-service and in-service training is provided by the University's Administration of Justice Department. Currently, about 50% of the enrollment is pre-service and 50% of the enrollment is voluntary in-service. The Hennepin County **Minnesota** Sexual Assault Services program is a unique project in which police, doctors and legal authorities work together to aid victims of rape. The program is designed so it can be directed by a part-time prosecutor in a small community or a team of attorneys in a large jurisdiction. The project has been expanded to include not only rape cases, but also the so-called "closet" crimes such as incest, and child and wife battering. The county project is part of a statewide rape treatment program. The Maricopa County Alcohol Reception Center in **Arizona** was developed to redirect the life styles of individuals with heavy drinking problems, particularly those living in Phoenix's "skid row." The project depends to a great extent on the cooperation of the

Phoenix police, who may now exercise the option, under a new Arizona law which abolishes the crime of public drunkenness, of bringing public inebriates to the center. Additional centers will offer local residents detoxification, diagnosis, evaluation, short-term rehabilitation, referrals, and follow-up services. And in **North Carolina**, the Criminal Justice Education and Training System is working to improve the State criminal justice system by educating and training criminal justice officers through

courses, seminars, and innovative training designs. The program has developed curricula for a variety of technical and management topics in all components of the criminal justice system.

FOOTNOTES

1. Unless otherwise noted, appropriations statistics will refer only to those funds available directly under the Safe Streets Act. Although juvenile justice funds are administered by LEAA and the SPAs, they are appropriated under a separate authority (Juvenile Justice and Delinquency Prevention Act of 1974).



THE NATIONAL
SPA CONFERENCE

National Conference of State Criminal Justice Planning Administrators

The National Conference of State Criminal Justice Planning Administrators is an affiliation of State governmental officials who are the directors of State criminal justice planning agencies (SPAs). Collectively representing SPA directors across the country is not a simple task. The diversity among the States in terms of population, geography, and relative status of criminal justice system problems and priorities, must be carefully weighed when the Conference convenes.

Only those issues and concerns which can be addressed to the satisfaction of the majority of the 55 States and territories represented are supported by the Conference. While the Conference bylaws ensure that . . . "no action of a committee or the Conference as a whole prohibits individual administrators from taking a stand at variance therewith . . ." the consensus viewpoint and joint actions of these key criminal justice system executives must be given prominent consideration when local, State and federal criminal justice system policies are made.

Specifically in the past, the Conference has focused its attention on improving the administrative machinery of the LEAA program which each SPA administers. Minimum standards have been set for improving management operations at the State level, training for SPA staff has been provided, and a means has been established for providing formally structured input to LEAA concerning SPA financial reporting and related federal requirements. The latter activity, which has been conducted primarily through joint efforts between SPA representatives and LEAA, has played an especially important role in channeling concerns of the States to LEAA.

But while this framework of Conference objectives served a viable purpose in establishing the ground rules for this unique partnership of governments, the SPA directors, in July 1975, determined that the Conference must exert more encompassing leadership in identifying and resolving substantive crime and criminal justice system issues.

The direction now set for the Conference continues to recognize the importance of dealing with admin-

istrative matters related to the Safe Streets Act, but the Conference has determined that its primary concern must be a greatly increased emphasis on the institutionalization of the planning techniques and coordination of State and local criminal justice services which have been developed during the last several years under the leadership of the SPAs. With this changed emphasis, the Conference is addressing a broader range of legislative matters; is broadening its external associations with federal agencies and professional and public interest groups in the law enforcement and criminal justice sector; and is strengthening existing relationships, such as those with the National Governors' Conference, the National Conference of State Legislatures, the National League of Cities, the U.S. Conference of Mayors, and the National Association of Counties.

Organization

Conference activities are directed by a 13-member Executive Committee composed of the Chairman, Vice Chairman, Immediate Past Chairman and 10 Regional Chairmen representing States within the federal regions across the country. The Executive Committee is charged with the management of the Conference and the direction of the organization's policies and affairs between semi-annual meetings of the general membership.

Work programs of the Conference are conducted through a standing and an ad hoc committee structure which serves in an advisory capacity to the Executive Committee. Advisory group members are appointed by the Conference Chairman; in addition to SPA directors, SPA staff specialists serve on these committees.

Prior to December 1973, Conference activities were conducted without fulltime staff services. Staff support for the Conference is now provided through an Executive Secretariat which is funded by two technical assistance grants from LEAA.

The Conference is engaged in a number of activities on behalf of the SPAs. Some of these SPA services and ongoing efforts include:

Legislation

Specific recommendations for the reauthorization of the Safe Streets Act have been a key concern. In addition, attention has been directed to the enactment of the Juvenile Justice and Delinquency Prevention Act of 1974, security and privacy legislation in 1974 and 1975, and LEAA appropriations for all fiscal years since 1972. Testimony in these areas has been provided to Congress upon request.

Studies of other significant legislative proposals have been conducted on a regular basis, with special attention to legislation affecting security and privacy and juvenile justice. Legislative highlights, updates and analyses are distributed to the Conference membership on a regular basis.

Public Information

The Conference has published two major reports (1973 and 1974) on the progress and activities of the SPAs. This is the third such report to be published which examines SPA operations and weighs the success of the Nation's criminal justice program.

A Bulletin newsletter is also published to keep SPA directors abreast of Conference activities and other issues of mutual concern.

Management Information System Project

In 1974, the Conference embarked on a major technical assistance effort aimed at improving SPA management operations. Previously, a prototype Management Information System (MIS)—previously referred to as the Grants Management Information System, or GMIS—was conceived and developed with the characteristics of transferability from State to State. Now, well into its implementation phase, the project promises increased capability for improved SPA performance in the areas of financial management, planning, application tracking, monitoring, auditing and evaluation.

Additionally, system implementation within each SPA will ensure speedy and efficient access to data regarding grant awards, expenditures and program implementation status, and will facilitate—for the first time—an exchange of uniform program information on a nationwide basis. Currently, over a dozen States are in various stages of implementation ranging from work plan development to a "check-out" phase preparing to drop their former systems and begin exclusive utilization of the Conference's automated MIS. Manual management information systems are now operational in eight SPAs.

SPA Development and Mutual Assistance

Minimum standards for SPA operations were established in 1972 covering the twelve areas of: plan-

ning, auditing, monitoring, evaluation, grants management information systems, grant administration, fund flow, organizational structure, training and staff development, public information, affirmative action, and technical assistance. Specific levels of performance are promoted in each of these areas as an impetus for improvement.

A mutual assistance program also has been established under which an SPA may seek on-site assistance from SPA staff specialists in other States. Costs of this "staff lending" program are reimbursed by the Conference. A "Catalog of Mutual Assistance Capabilities," listing SPA staff specialists in over 50 areas of SPA concern, has been compiled and is updated annually.

Finally, an assessment program has been developed for the voluntary evaluation of SPA operations by a Conference-assembled team of knowledgeable staff specialists. The end product of such assessments, which to date have been conducted in three States, is a set of recommendations relating to technical assistance needs and improvements in SPA operations. Each assessment is conducted according to a definitive procedures manual developed by the Conference which covers a checklist of all areas of SPA operation.

Federal Liaison

A significant Conference activity is contributing to the development of administrative regulations emanating from the Federal Government pursuant to provisions of the Safe Streets Act. Over the years, the role of the Conference has shifted from one of reacting to draft guidelines, to one of active involvement in and influence during the developmental stages of potential guidelines. The Conference now has early and meaningful input on such policy subjects as: development of planning grant and comprehensive plan guidelines; integration of program activities under the Juvenile Justice and Delinquency Prevention Act with those of the Safe Streets Act; use of discretionary grant funds; criminal justice standards and goals implementation policies; reverted fund utilization policies; direction of the national Law Enforcement Education Program; and appropriate roles and relationships between the SPAs and federal regional offices.

Inroads also have been made to eliminate problems associated with program formulation and grants to Indian tribes in States with substantial Indian populations. In addition, an active role is taken in defining SPA responsibilities with respect to civil rights compliance and equal employment opportunity enforcement.

Research and Evaluation

A mechanism has been established to provide for SPA input to the National Institute of Law Enforce-

ment and Criminal Justice regarding research direction and dissemination of information. Conference representatives also participated as members of an LEAA Evaluation Policy Task Force. The Conference continues to work closely with LEAA in the further development and implementation of report recommendations. The Conference cooperated in the conduct of a special study of federal assistance for State court systems; recommendations were subsequently formulated for the improvement of planning by State court systems. And finally, a special study was conducted in 12 selected States to analyze the timeliness of the flow of funds from SPAs to their project grantees on the State and local level. As a result, the Conference developed a number of recommendations aimed at shortening fund flow time periods.

Training

All SPAs have been surveyed to identify technical assistance needs and priorities of SPA staffs and their criminal justice clientele. The Conference is exploring the development of a comprehensive plan for the allocation of technical assistance resources available to these groups, as well as a compendium of training programs available to the entire criminal justice community.

Briefing sessions are held semi-annually for new SPA directors and deputy directors. These sessions provide an orientation to the history and current implementation of the Safe Streets Act program, and introduce new SPA directors to the functions of

and services provided by the National SPA Conference. Workshops also have been held to upgrade SPA public information capabilities, with particular emphasis on such areas as understanding and complying with Freedom of Information Act requirements. And to date, the Conference has conducted two evaluation management workshops—one in November of 1974 for SPA directors and chief evaluation specialists, and a second session in November of 1975 concentrating on methodology for SPA evaluation staff members.

Since 1969, the ability of LEAA to administer the Safe Streets Act program has increased considerably, as has the States' ability to plan effectively for the utilization of program funds. A recognition of the increasing ability of the States has been an important factor in bringing about the current relationships between LEAA and the States.

LEAA's commitment to involve States in policy decisions at the federal level is largely based on the known competence and essential perspective of the SPAs. The work of the National SPA Conference has encouraged LEAA to make that commitment and helped make it a reality.

Since July 1975, in exerting its new leadership role the Conference has focused on substantive issues in such areas as handgun control, minority recruitment, women offenders in the criminal justice system, the role of the judiciary, and the institutionalization of criminal justice planning at the State level.

APPENDIX

APPENDIX TABLE 1.

Legal Authority for
State Planning Agencies

State Statute (20)

Alaska	Montana
California	Nebraska
Colorado	Nevada
Idaho	New York
Indiana	North Carolina
Iowa	Oregon
Kansas	Virginia
Kentucky	Wyoming
Maine	Puerto Rico
Massachusetts	Virgin Islands

Governor's Executive Order (35)

Alabama	New Jersey
Arizona	New Mexico
Arkansas	North Dakota
Connecticut	Ohio
Delaware	Oklahoma
Dist. of Columbia	Pennsylvania
Florida	Rhode Island
Georgia	South Carolina
Hawaii	South Dakota
Illinois	Tennessee
Louisiana	Texas
Maryland	Utah
Michigan	Vermont
Minnesota	Washington
Mississippi	West Virginia
Missouri	Wisconsin
New Hampshire	American Samoa
	Guam

SOURCE: FY 1976 State Planning Grants

NOTE: Those SPAs which operate under a statute as well as an executive order are listed only under "State Statute."

APPENDIX TABLE 2.

Composition of State Supervisory Boards by Governmental Level and Sector

States	Total ¹		State Government ²		Local Government		Public	
	No.	%	No.	%	No.	%	No.	%
United States, Total	1,439	(100.0)	531	(36.90)	573	(39.82)	335	(23.28)
Alabama	50		9	18.00	27	54.00	14	28.00
Alaska ³	11		7	63.63	1	9.10	3	27.27
American Samoa	15		8	53.33	3	20.00	4	26.67
Arizona	20		6	30.00	12	60.00	2	10.00
Arkansas	17		7	41.18	8	47.06	2	11.76
California ⁴	26		8	30.77	16	61.54	2	7.69
Colorado	22		9	40.91	10	45.45	3	13.64
Connecticut	22		11	50.00	5	22.73	6	27.27
Delaware	45		19	42.22	14	31.11	12	26.67
Dist. of Columbia ⁵	29		18	62.07	0	—	11	37.93
Florida	35		20	57.14	12	34.29	3	8.57
Georgia	37		15	40.54	12	32.43	10	27.03
Guam ⁶	8		6	75.00	0	—	2	25.00
Hawaii	15		3	20.00	10	66.67	2	13.33
Idaho ⁷	23		11	47.83	8	34.78	4	17.39
Illinois	26		6	23.08	10	38.46	10	38.46
Indiana	13		4	30.77	8	61.54	1	7.69
Iowa ⁸	27		10	37.04	8	29.63	9	33.33
Kansas	29		13	44.83	11	37.93	5	17.24
Kentucky ⁹	60		21	35.00	20	33.33	19	31.67
Louisiana	59		16	27.12	37	62.71	6	10.17
Maine	27		10	37.04	17	62.96	0	—
Maryland	30		13	43.33	12	40.00	5	16.67
Massachusetts	41		11	26.83	20	48.78	10	24.39
Michigan	75		22	29.33	29	38.67	24	32.00
Minnesota	26		5	19.23	13	50.00	8	30.77
Mississippi	18		9	50.00	5	27.78	4	22.22
Missouri	20		8	40.00	5	25.00	7	35.00
Montana	16		8	50.00	6	37.50	2	12.50
Nebraska	22		6	27.27	9	40.91	7	31.82
Nevada	17		6	35.29	11	64.71	0	—
New Hampshire	32		5	15.62	12	37.50	15	46.88
New Jersey	17		9	52.94	6	35.29	2	11.77
New Mexico	17		7	41.18	9	52.94	1	5.88
New York ¹⁰	26		7	26.92	12	46.16	7	26.92
North Carolina ¹¹	26		12	46.16	12	46.16	2	7.68
North Dakota	31		13	41.94	18	58.06	0	—
Ohio ¹²	35		13	37.14	14	40.00	8	22.86
Oklahoma	39		6	15.38	14	35.90	19	48.72
Oregon	18		1	5.56	9	50.00	8	44.44
Pennsylvania	12		5	41.67	5	41.67	2	16.66
Puerto Rico ¹³	10		7	70.00	0	—	3	30.00
Rhode Island	21		12	57.14	3	14.29	6	28.57
South Carolina	24		9	37.50	9	37.50	6	25.00
South Dakota	18		9	50.00	9	50.00	0	—
Tennessee	21		8	38.10	10	47.62	3	14.28
Texas	20		5	25.00	11	55.00	4	20.00
Utah	20		7	35.00	9	45.00	4	20.00
Vermont	20		8	40.00	4	20.00	8	40.00
Virginia	18		12	66.67	4	22.22	2	11.11
Virgin Islands ¹⁴	16		12	75.00	0	—	4	25.00
Washington	29		7	24.14	13	44.83	9	31.03
West Virginia	32		16	50.00	8	25.00	8	25.00
Wisconsin	30		8	26.66	11	36.67	11	36.67
Wyoming	26		8	30.77	12	46.15	6	23.08

FOOTNOTES

- 1. Totals do not include vacancies, observers or non-voting members.
- 2. State legislators included under "State" category.
- 3. Two vacancies.
- 4. Data submitted August 20, 1975.
- 5. One federal judge and one federal attorney included in "State" total.
- 6. One vacancy.
- 7. Two ex officio federal representatives also members.
- 8. Four vacancies.
- 9. One non-voting federal representative also a member.
- 10. Three vacancies and one non-voting member.
- 11. Three non-voting members.
- 12. Five vacancies.
- 13. One vacancy and one observer.
- 14. Four vacancies.

SOURCE: FY 1976 State Planning Grants, submitted May, 1975.

APPENDIX TABLE 3.

Composition of State Supervisory Boards by Primary Functional Interest*

States	Total		Courts ¹		Police ²		Corrections ³		Juvenile Justice ⁴		Other ⁵	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
United States, Total	825	(57.33)	303	(21.06)	291	(20.22)	117	(8.13)	103	(7.15)	11	(0.76)
Alabama	25	50.00	9	18.00	9	18.00	2	4.00	5	10.00	—	—
Alaska	8	72.73	5	45.46	2	18.18	1	9.09	0	—	—	—
American Samoa	3	20.00	2	13.33	1	6.67	0	—	0	—	—	—
Arizona	10	50.00	6	30.00	3	15.00	1	5.00	0	—	—	—
Arkansas	15	88.24	4	23.53	5	29.41	3	17.65	3	17.65	—	—
California	17	65.38	7	26.92	7	26.92	2	7.69	1	3.85	—	—
Colorado	14	63.63	5	22.73	7	31.82	1	4.54	1	4.54	—	—
Connecticut	12	54.54	4	18.18	4	18.18	2	9.09	2	9.09	—	—
Delaware	20	44.45	7	15.56	7	15.56	2	4.44	3	6.66	1	2.22
Dist. of Columbia	10	34.48	6	20.69	1	3.45	2	6.89	1	3.45	—	—
Florida	20	57.14	7	20.00	7	20.00	4	11.43	2	5.71	—	—
Georgia	27	72.97	8	21.62	8	21.62	3	8.11	6	16.22	2	5.40
Guam	4	50.00	1	12.50	1	12.50	1	12.50	1	12.50	—	—
Hawaii	8	53.34	4	26.67	3	20.00	1	6.67	0	—	—	—
Idaho	13	56.52	6	26.09	4	17.39	1	4.35	2	8.69	—	—
Illinois	18	69.23	4	15.38	9	34.62	3	11.54	0	—	2	7.69
Indiana	8	61.53	4	30.77	2	15.38	2	15.38	0	—	—	—
Iowa	13	48.14	6	22.22	5	18.52	1	3.70	1	3.70	—	—
Kansas	13	44.83	6	20.69	4	13.79	3	10.35	0	—	—	—
Kentucky	38	63.33	15	25.00	12	20.00	5	8.33	6	10.00	—	—
Louisiana	48	81.35	15	25.42	24	40.68	3	5.08	6	10.17	—	—
Maine	15	55.55	3	11.11	8	29.63	1	3.70	3	11.11	—	—
Maryland	19	63.33	9	30.00	4	13.33	2	6.67	4	13.33	—	—
Massachusetts	28	68.29	16	39.02	8	19.51	3	7.32	1	2.44	—	—
Michigan	26	34.67	9	12.00	11	14.67	3	4.00	3	4.00	—	—
Minnesota	17	65.38	7	26.92	5	19.23	5	19.23	0	—	—	—
Mississippi	10	55.56	3	16.67	4	22.22	2	11.11	1	5.56	—	—
Missouri	12	60.00	4	20.00	3	15.00	3	15.00	2	10.00	—	—
Montana	10	62.50	4	25.00	3	18.75	2	12.50	1	6.25	—	—
Nebraska	12	54.55	5	22.73	3	13.64	2	9.09	2	9.09	—	—
Nevada	14	82.35	5	29.41	6	35.29	2	11.77	1	5.88	—	—
New Hampshire	19	59.38	4	12.50	9	28.13	4	12.50	2	6.25	—	—
New Jersey	8	47.06	3	17.65	4	23.53	1	5.88	0	—	—	—
New Mexico	12	70.58	4	23.53	2	11.76	2	11.76	4	23.53	—	—
New York	15	57.69	5	19.23	4	15.38	3	11.54	1	3.85	2	7.69
North Carolina	15	57.69	5	19.23	5	19.23	5	19.23	0	—	—	—
North Dakota	19	61.29	4	12.90	7	22.59	4	12.90	4	12.90	—	—
Ohio	13	37.15	4	11.43	7	20.00	1	2.86	1	2.86	—	—
Oklahoma	21	53.84	6	15.38	8	20.51	2	5.13	5	12.82	—	—
Oregon	8	44.44	3	16.67	4	22.22	0	—	1	5.55	—	—
Pennsylvania	6	50.00	3	25.00	2	16.67	1	8.33	0	—	—	—
Puerto Rico	5	50.00	2	20.00	1	10.00	0	—	1	10.00	1	10.00
Rhode Island	11	52.38	7	33.33	3	14.29	1	4.76	0	—	—	—
South Carolina	18	75.00	3	12.50	6	25.00	2	8.33	7	29.17	—	—
South Dakota	11	61.11	4	22.22	3	16.67	2	11.11	2	11.11	—	—
Tennessee	13	61.90	6	28.57	5	23.81	1	4.76	1	4.76	—	—
Texas	12	60.00	6	30.00	5	25.00	1	5.00	0	—	—	—
Utah	9	45.00	3	15.00	4	20.00	1	5.00	1	5.00	—	—
Vermont	10	50.00	4	20.00	3	15.00	1	5.00	2	10.00	—	—
Virginia	12	66.67	7	38.89	3	16.67	2	11.11	0	—	—	—
Virgin Islands	8	50.00	2	12.50	2	12.50	2	12.50	2	12.50	—	—
Washington	12	41.38	4	13.79	5	17.24	2	6.90	1	3.45	—	—
West Virginia	29	90.63	5	15.62	7	21.88	7	21.88	7	21.88	3	9.37
Wisconsin	19	63.34	8	26.67	6	20.00	2	6.67	3	10.00	—	—
Wyoming	13	50.00	5	19.23	6	23.08	2	7.69	0	—	—	—

*Percentages are based on total membership of Supervisory Boards.

FOOTNOTES

APPENDIX TABLE 4.

Local Officials on State Supervisory Boards

	Total		Executive		Administrative ¹		Legislative		Other ²		Criminal Justice	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
United States, Total	573		69	(12.04)	19	(3.32)	68	(11.87)	27	(4.71)	390	(68.06)
Alabama	27		7	25.93	—	—	1	3.70	—	—	19	70.37
Alaska	1		—	—	—	—	—	—	—	1	100.00	
American Samoa	3		1	33.33	1	33.33	—	—	—	1	33.33	
Arizona	12		2	16.67	1	8.33	4	33.33	—	5	41.67	
Arkansas	8		1	12.50	1	—	—	—	—	7	87.50	
California	16		—	—	—	—	5	31.25	—	11	68.75	
Colorado	10		1	10.00	1	10.00	1	10.00	—	7	70.00	
Connecticut	5		1	20.00	—	—	—	—	—	4	80.00	
Delaware	14		5	35.17	2	14.28	1	7.15	1	7.15	5	35.71
Dist. of Columbia	NA		—	—	—	—	—	—	—	—	—	
Florida	12		1	8.33	—	—	3	25.00	—	8	66.67	
Georgia	12		3	25.00	—	—	2	16.67	—	7	58.33	
Guam	0		—	—	—	—	—	—	—	—	—	
Hawaii	10		4	40.00	—	—	1	10.00	—	5	50.00	
Idaho	8		1	12.50	—	—	2	25.00	—	5	62.50	
Illinois	10		1	10.00	—	—	—	—	—	9	90.00	
Indiana	8		3	37.50	—	—	—	—	—	5	62.50	
Iowa	8		—	—	1	12.50	—	—	1	12.50	6	75.00
Kansas	11		1	9.10	—	—	5	45.45	—	5	45.45	
Kentucky	20		1	5.00	1	5.00	1	5.00	—	17	85.00	
Louisiana	37		3	8.11	—	—	2	5.40	—	32	86.49	
Maine	17		—	—	—	—	2	11.76	4	23.53	11	64.71
Maryland	12		2	16.67	—	—	3	25.00	—	7	58.33	
Massachusetts	20		1	5.00	1	5.00	1	5.00	—	17	85.00	
Michigan	29		2	6.90	—	—	6	20.69	2	6.90	19	65.51
Minnesota	13		1	7.69	—	—	2	15.39	—	10	76.92	
Mississippi	5		1	20.00	—	—	1	20.00	—	3	60.00	
Missouri	5		1	20.00	—	—	—	—	—	4	80.00	
Montana	6		1	16.67	—	—	1	16.67	—	4	66.67	
Nebraska	9		—	—	1	11.11	1	11.11	—	7	77.78	
Nevada	11		1	9.09	—	—	1	9.09	—	9	81.82	
New Hampshire	12		—	—	—	—	1	8.33	—	11	91.67	
New Jersey	6		3	50.00	—	—	—	—	—	3	50.00	
New Mexico	9		1	11.11	—	—	3	33.33	—	5	55.56	
New York	12		3	25.00	—	—	—	—	1	8.33	8	66.67
North Carolina	12		—	—	2	16.67	—	—	3	25.00	7	58.33
North Dakota	1P		3	16.66	—	—	1	5.56	4	22.22	10	55.56
Ohio	14		2	14.29	1	7.14	2	14.29	1	7.14	8	57.14
Oklahoma	14		3	21.43	—	—	—	—	—	11	78.57	
Oregon	9		—	—	1	11.11	1	11.11	—	7	77.78	
Pennsylvania	5		—	—	—	—	1	20.00	—	4	80.00	
Puerto Rico	0		—	—	—	—	—	—	—	—	—	
Rhode Island	3		—	—	—	—	—	—	—	3	100.00	
South Carolina	9		1	11.11	1	11.11	—	—	1	11.11	6	66.67
South Dakota	9		—	—	—	—	1	11.11	3	33.33	5	55.56
Tennessee	10		1	10.00	—	—	—	—	1	10.00	8	80.00
Texas	11		—	—	2	18.18	1	9.09	—	8	72.73	
Utah	9		1	11.11	—	—	4	44.44	—	4	44.44	
Vermont	4		1	25.00	—	—	—	—	—	3	75.00	
Virginia	4		—	—	1	25.00	1	25.00	—	2	50.00	
Virgin Islands	0		—	—	—	—	—	—	—	—	—	
Washington	13		2	15.38	—	—	3	23.08	—	8	61.54	
West Virginia	8		2	25.00	—	—	1	12.50	—	5	62.50	
Wisconsin	11		—	—	1	9.09	1	9.09	—	9	81.82	
Wyoming	12		—	—	1	8.33	1	8.33	5	41.67	5	41.67

FOOTNOTES

- 1. "Administrative" includes local government staff and staff of State associations of local government officials.
- 2. "Other" includes private attorneys, officials of local organizations, etc., who might otherwise be considered "public" members but who are classified by a State as a "local" member.

SOURCE: FY 1976 State Planning Grants, submitted May, 1975.

APPENDIX TABLE 5.

FY 1976 Part B Allocations

State	Population (000)	Allocation (000)	Transition Allocation (000)
Alabama	3,546	\$ 1,016	\$ 204
Alaska	330	276	64
Arizona	2,073	677	140
Arkansas	2,035	668	138
California	20,652	4,954	947
Colorado	2,468	768	157
Connecticut	3,080	909	184
Delaware	573	332	75
Dist. of Columbia	734	369	82
Florida	7,745	1,983	387
Georgia	4,818	1,309	259
Hawaii	841	394	87
Idaho	776	379	84
Illinois	11,176	2,773	536
Indiana	5,304	1,421	281
Iowa	2,863	859	174
Kansas	2,264	721	148
Kentucky	3,328	966	195
Louisiana	3,746	1,062	213
Maine	1,039	439	95
Maryland	4,074	1,138	227
Massachusetts	5,799	1,535	302
Michigan	9,061	2,286	444
Minnesota	3,890	1,095	219
Mississippi	2,317	733	151
Missouri	4,768	1,297	257
Montana	730	368	82
Nebraska	1,533	553	117
Nevada	551	327	74
New Hampshire	794	383	85
New Jersey	7,325	1,886	368
New Mexico	1,099	453	98
New York	18,214	4,393	841
North Carolina	5,302	1,420	280
North Dakota	635	346	78
Ohio	10,743	2,673	517
Oklahoma	2,669	814	166
Oregon	2,219	711	146
Pennsylvania	11,862	2,930	565
Rhode Island	967	423	92
South Carolina	2,724	827	168
South Dakota	682	357	80
Tennessee	4,095	1,143	228
Texas	11,828	2,923	564
Utah	1,150	465	100
Vermont	466	307	70
Virginia	4,844	1,315	261
Washington	3,431	990	199
West Virginia	1,788	612	128
Wisconsin	4,539	1,245	247
Wyoming	353	281	65
American Samoa	30	207	51
Guam	93	221	54
Puerto Rico	2,829	851	173
Virgin Islands	73	217	53
TOTALS		\$60,000	\$12,000

APPENDIX TABLE 6.

LEAA Appropriations,* FY 1969-FY 1977

(in thousands of dollars)

Budget Activity	69	70	71	72	73	74	75	76	76 Transition Quarter	77 (est.)	Total (69-77)
Planning (Part B)	\$19,000	\$ 21,000	\$ 26,000	\$ 35,000	\$ 50,000	\$ 50,000	\$ 55,000	\$ 60,000	\$ 12,000	\$ 60,000	\$ 388,000
Action (Part C)											
Bloc	24,650	182,750	340,000	413,695	480,250	480,250	480,000	405,412	84,660	345,666	3,237,333
Discretionary	4,350	32,000	70,000	73,005	88,750	88,750	84,000	71,544	14,940	61,000	588,339
High Crime Area										50,000	50,000
Corrections (Part E)											
Bloc			23,750	48,750	56,500	56,500	56,500	47,739	10,500	40,667	340,906
Discretionary			23,750	48,750	56,500	56,500	56,500	47,739	10,500	40,666	340,905
Juvenile Justice**							25,000	39,300	9,700	10,000	84,000
Technical Assistance		1,200	4,000	6,000	10,000	12,000	14,000	13,000	2,500	13,000	75,700
Res., Eval. & Tech. Trans.	3,000	7,500	7,500	21,000	31,598	40,098	42,500	32,400	7,000	32,029	224,625
Manpower Development	6,500	18,000	22,500	31,000	45,000	45,000	44,500	43,250	40,600	5,000	301,350
Data Systems & Analysis		1,000	4,000	9,000	21,200	24,000	26,000	25,622	5,000	24,452	141,974
Management & Operations	2,500	4,487	7,454	11,823	15,568	17,428	21,000	23,632	6,560	25,464	135,916
TOTAL:	\$60,000	\$267,937	\$528,954	\$698,723	\$855,366	\$870,526	\$905,000	\$809,638	\$204,960	\$707,944	\$5,909,048

*Obligational authority; does not include transfers or other adjustments.

**Separate appropriation authority under Juvenile Justice and Delinquency Prevention Act of 1974.

APPENDIX TABLE 7.

LEAA Appropriations,* FY 1969-FY 1977

(Excluding juvenile justice)
(in thousands of dollars)

Budget Activity	69	70	71	72	73	74	75	76	76 Transition Quarter	77 (est.)	Total (69-77)
Planning (Part B)	\$19,000	\$ 21,000	\$ 26,000	\$ 35,000	\$ 50,000	\$ 50,000	\$ 55,000	\$ 60,000	\$ 12,000	\$ 60,000	\$ 388,000
% of FY total:	31.67	7.84	4.92	5.01	5.84	5.74	6.25	7.78	6.15	8.60	6.66
Action (Part C)											
Bloc	24,650	182,750	340,000	413,695	480,250	480,250	480,000	405,412	84,660	345,666	3,237,333
Discretionary	4,350	32,000	70,000	73,005	88,750	88,750	84,000	71,544	14,940	61,000	588,339
High Crime Area										50,000	50,000
%	7.25	11.94	13.23	10.45	10.38	10.19	9.55	9.29	7.65	8.74	10.10
%											0.86
Corrections (Part E)											
Bloc			23,750	48,750	56,500	56,500	56,500	47,739	10,500	40,667	340,906
Discretionary			23,750	48,750	56,500	56,500	56,500	47,739	10,500	40,666	340,905
%			4.49	6.98	6.61	6.49	6.42	6.20	5.38	5.83	5.85
%			4.49	6.98	6.61	6.49	6.42	6.20	5.38	5.83	5.85
%											0.86
Technical Assistance		1,200	4,000	6,000	10,000	12,000	14,000	13,000	2,500	13,000	75,700
%		0.45	0.75	0.86	1.17	1.38	1.59	1.69	1.28	1.89	1.30
Res., Eval. & Tech. Trans.	3,000	7,500	7,500	21,000	31,598	40,098	42,500	32,400	7,000	32,029	224,625
%	5.00	2.80	1.42	3.00	3.69	4.61	4.83	4.20	3.58	4.59	3.86
Manpower Development	6,500	18,000	22,500	31,000	45,000	45,000	44,500	43,250	40,600	5,000	301,350
%	10.83	6.72	4.25	4.43	5.26	5.17	5.06	5.61	20.79	0.72	5.17
Data Systems & Analysis		1,000	4,000	9,700	21,200	24,000	26,000	25,622	6,000	24,452	141,974
%		0.37	0.76	1.39	2.48	2.76	2.95	3.32	3.07	3.50	2.44
Management & Operations	2,500	4,487	7,454	11,823	15,568	17,428	21,000	23,632	6,560	25,464	135,916
%	4.17	1.67	1.41	1.69	1.82	2.00	2.38	3.07	3.36	3.65	2.33
TOTAL:	\$60,000	\$267,937	\$528,954	\$698,723	\$855,366	\$870,526	\$880,000	\$770,338	\$195,260	\$697,944	\$5,825,048
%	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

*Obligational authority; does not include transfers or other adjustments.

APPENDIX TABLE 8.

LEAA Appropriations
State & Federally Controlled Funds
FY 1969-FY 1977(excluding juvenile justice)
(in thousands of dollars)

Budget Activity	69	70	71	72	73	74	75	76	76 Transition** Quarter	77
State										
Part B	\$19,000	\$ 21,000	\$ 26,000	\$ 35,000	\$ 50,000	\$ 50,000	\$ 55,000	\$ 60,000	\$ 12,000	\$ 60,000
% of State	43.53	10.31	6.67	7.04	8.52	8.52	9.30	11.69	11.20	13.44
Part C—bloc	24,650	182,750	340,000	413,695	480,250	480,250	480,000	405,412	84,660	345,666
% of State	56.47	89.69	87.24	83.16	81.85	81.85	81.15	79.01	79.00	77.45
Part E—bloc			23,750	48,750	56,500	56,500	56,500	47,739	10,500	40,667
% of State			6.09	9.80	9.63	9.63	9.55	9.30	9.80	9.11
TOTAL:	43,650	203,750	389,750	497,445	586,750	586,750	591,500	513,151	-107,160	446,333
% of S/F Total	72.75	76.04	73.68	71.19	68.60	67.40	67.22	66.61	54.88	63.95
% ▲*		3.29	(2.36)	(2.49)	(2.59)	(1.20)	(0.18)	(0.61)		(2.66)
Federal										
Part C—DF	4,350	32,000	70,000	73,005	88,750	88,750	84,000	71,544	14,940	61,000
% of Fed.	26.61	49.85	50.29	36.27	33.04	31.27	29.12	27.82	16.96	24.24
Part C—High Crime										50,000
% of Fed.										19.87
Part E—DF			23,750	48,750	56,500	56,500	56,500	47,739	10,500	40,666
% of Fed.			17.06	24.22	21.04	19.91	19.58	18.56	11.92	16.16
Technical Assistance		1,200	4,000	6,000	10,000	12,000	14,000	13,000	2,500	13,000
% of Fed.		1.87	2.87	2.98	3.72	4.23	4.85	5.05	2.84	5.17
Res., Eval. & Tech. Trans.	3,000	7,500	7,500	21,000	31,598	40,098	42,500	32,400	7,000	32,029
% of Fed.	18.35	11.69	5.39	10.43	11.76	14.13	14.73	12.60	7.94	12.73
Manpower Development	6,500	18,000	22,500	31,000	45,000	45,000	44,500	43,250	40,600	5,000
% of Fed.	39.75	28.04	16.16	15.40	16.75	15.86	15.43	16.82	46.08	1.99
Data Systems & Analysis		1,000	4,000	9,700	21,200	24,000	26,000	25,622	6,000	24,452
% of Fed.		1.56	2.87	4.82	7.89	8.46	9.01	9.96	6.81	9.72
Management & Operations	2,500	4,487	7,454	11,823	15,568	17,428	21,000	23,632	6,560	25,464
% of Fed.	15.29	6.99	5.36	5.88	5.80	6.14	7.28	9.19	7.45	10.12
TOTAL:	\$16,350	\$ 64,187	\$139,204	\$201,278	\$268,816	\$283,776	\$288,500	\$257,187	\$ 88,100	\$251,611
% of S/F Total	27.25	23.96	26.32	28.81	31.40	32.60	32.78	33.39	45.12	36.05
% ▲*		(3.29)	2.36	2.49	2.59	1.20	0.18	0.61		2.66

() indicates a decrease

*▲ indicates amount of change

**Not included in percentage change data.

APPENDIX TABLE 9.

Percentage Distribution of
Gross State Planning Budgets
by Functional Categories

	Planning	Evaluation	Monitoring	Auditing	Grants Management	Fiscal Administration- SPA Operation	Technical Assistance	Research	Management Information	SPA Management	Public Information	Project/ Program Promotion	Liaison w/State Agencies and Legislators
Alabama	14.2%	9.2%	10.4%	10.9%	17.4%	7.9%	5.4%	3.6%	4.3%	6.5%	4.0%	3.7%	2.4%
Alaska	20.0	8.0	5.0	10.0	15.0	5.0	10.0	2.0	3.0	5.0	2.0	10.0	5.0
American Samoa	16.7	7.1	3.4	11.2	13.4	9.3	8.5	5.6	2.6	10.8	0.8	9.3	1.5
Arizona	14.0	7.8	10.7	14.2	16.5	9.0	10.7	7.0	1.4	3.5	1.4	1.4	2.2
Arkansas	25.0	2.0	5.0	5.0	17.0	4.0	6.0	3.0	1.0	8.0	3.0	20.0	1.0
California	10.3	3.1	5.6	5.1	36.9	9.5	5.4	2.2	2.1	8.9	1.8	6.4	2.5
Colorado	22.0	6.6	11.0	5.1	6.6	15.3	6.1	3.7	1.5	15.3	1.2	4.4	1.0
Connecticut	23.9	4.6	10.2	9.2	8.4	7.3	1.4	4.1	4.8	8.7	1.7	14.9	0.8
Delaware	19.1	5.6	3.3	3.6	15.0	9.5	5.6	6.0	6.3	9.6	3.3	10.1	3.0
Dist. of Columbia	23.2	4.6	5.0	0	15.7	13.5	6.0	0	0	14.0	2.0	13.0	3.0
Florida	10.3	7.5	8.5	10.5	19.2	8.3	13.9	1.9	4.3	5.3	1.4	4.6	4.3
Georgia	50.9	8.0	4.0	5.0	7.0	2.0	4.0	3.0	3.0	6.0	3.0	3.0	1.0
Guam ¹	21.0	6.0	8.0	11.0	12.0	10.0	3.0	10.0	2.0	12.0	1.0	2.0	2.0
Hawaii	49.0	1.9	4.2	1.4	13.5	6.2	4.7	3.0	1.1	5.1	1.8	3.9	4.3
Idaho	21.8	5.9	6.3	9.0	14.4	6.3	3.6	3.6	1.8	8.1	1.8	16.4	0.9
Illinois	13.6	4.6	13.1	6.3	30.2	2.9	15.4	1.3	0	7.7	0	0	5.0
Indiana	33.6	5.4	2.0	2.6	15.4	3.5	6.2	1.6	2.5	2.0	1.1	23.3	0.8
Iowa	28.8	10.9	4.4	4.9	28.3	5.4	1.5	2.2	2.2	2.7	1.1	6.5	1.1
Kansas	30.0	5.0	19.0	8.0	9.5	1.5	10.0	3.0	1.5	3.0	1.0	8.0	0.5
Kentucky ¹	7.4	0	12.1	11.2	15.3	6.9	14.1	6.1	0	11.0	0	8.3	7.5
Louisiana	31.1	13.7	13.6	7.2	8.6	1.8	6.6	2.1	2.8	6.4	0.6	4.1	1.4
Maine	21.9	5.4	4.8	3.4	14.8	3.8	3.4	5.6	6.4	4.6	3.6	20.0	2.4
Maryland	11.4	10.0	7.0	8.0	13.0	5.0	5.6	5.0	4.0	11.3	6.0	8.0	6.0
Massachusetts ²	6.0	3.0	0	0	8.0	0	1.0	1.0	1.0	0	1.0	52.0	4.0
Michigan	22.1	22.1	3.7	5.5	12.4	0.7	2.0	2.0	1.0	6.1	1.5	20.1	0.7
Minnesota	64.0	9.0	1.0	3.0	5.0	2.0	2.0	3.0	3.0	5.0	1.0	1.0	1.0
Mississippi	30.6	0.4	5.3	9.3	5.2	4.9	0.4	3.1	1.0	19.6	0.6	19.6	0
Missouri	4.8	1.4	9.0	3.9	14.3	4.7	19.1	6.3	19.1	2.6	2.6	4.8	7.4
Montana	20.0	4.9	7.0	5.5	13.5	6.7	5.9	6.2	4.9	10.0	3.9	4.9	6.4
Nebraska	61.3	0.8	2.0	6.8	8.6	2.5	2.0	0.8	1.7	8.5	1.4	3.4	0.2
Nevada	46.0	1.5	8.0	9.0	15.0	3.0	8.0	1.5	3.0	3.0	0.4	0.8	0.8
New Hampshire	9.6	13.4	4.8	7.3	15.4	4.2	3.9	13.2	4.9	6.7	2.5	14.7	0.1
New Jersey ³	6.0	3.5	4.0	6.0	9.0	6.0	6.0	4.5	2.0	5.0	2.6	3.5	2.0
New Mexico	35.1	2.4	5.0	8.0	14.4	4.4	9.1	1.4	3.5	7.5	1.3	6.3	0.9
New York	13.8	5.2	20.7	5.5	13.0	2.5	3.5	3.7	1.8	8.2	3.0	17.2	1.9
North Carolina	25.0	1.0	5.2	7.8	4.2	6.5	2.6	2.0	2.0	3.3	0.6	38.5	1.3
North Dakota	40.8	4.3	6.1	4.3	10.0	4.9	5.2	4.5	1.8	7.1	1.4	5.7	3.7
Ohio	27.9	2.4	17.6	7.7	13.8	5.3	10.3	1.9	4.3	2.9	1.9	2.9	1.0
Oklahoma	39.0	3.0	2.1	8.2	9.0	5.0	3.0	2.0	4.0	15.9	2.6	4.0	2.0
Oregon	35.9	0	6.4	6.0	18.7	4.7	1.2	0	0.3	12.8	2.1	9.9	2.1
Pennsylvania	35.7	3.1	1.3	5.3	11.1	4.3	3.7	6.3	2.4	10.6	0.6	14.8	0.6
Puerto Rico	18.7	9.8	13.5	9.5	13.8	10.2	3.8	0.6	1.2	14.2	1.5	2.4	0.7
Rhode Island	16.3	2.0	17.3	9.2	12.8	3.0	5.8	3.0	2.0	23.3	1.0	0	4.3
South Carolina	16.0	10.0	10.0	6.0	18.0	6.0	11.0	1.0	5.0	9.0	1.0	5.0	2.0
South Dakota ¹	20.0	0	6.0	4.0	10.0	15.0	15.0	1.0	1.0	12.0	1.0	10.0	5.0
Tennessee	45.4	3.6	6.9	5.4	4.5	2.5	0.7	6.5	0.1	6.9	0.6	16.7	0.1
Texas	27.1	5.4	5.4	5.4	11.5	2.7	5.4	4.1	2.7	2.7	2.0	24.4	1.0
Utah	42.0	2.0	4.0	4.0	13.0	3.0	2.0	10.0	2.0	4.0	2.0	10.0	2.0
Vermont	20.0	7.0	4.0	5.0	16.0	5.0	4.0	6.0	2.0	13.0	2.0	11.0	5.0
Virginia	35.0	10.2	2.4	4.8	16.4	6.2	7.3	3.1	2.6	2.8	5.6	3.3	0.4
Virgin Islands	22.0	6.6	3.7	6.2	33.3	7.0	2.9	0	1.7	11.6	2.0	2.9	0
Washington	25.8	9.7	2.3	3.8	10.6	1.0	6.5	0.3	2.3	6.5	1.6	29.2	0.5
West Virginia	17.0	4.9	1.7	4.0	23.8	3.3	3.4	1.3	4.1	3.0	2.2	30.0	1.2
Wisconsin ⁴	11.3	6.0	11.3	6.8	15.7	3.3	1.3	11.3	2.1	8.4	0	11.3	1.5
Wyoming	17.0	5.0	10.0	10.0	21.0	10.0	5.0	1.0	1.0	10.0	3.0	2.0	5.0
United States, Average ⁵	25.0%	5.7%	7.1%	6.6%	14.3%	5.6%	5.8%	3.6%	2.7%	8.1%	1.8%	10.6%	2.3%

¹12 month budget.²Massachusetts consolidates the categories of monitoring and auditing, and fiscal administration and SPA management. Monitoring/auditing accounts for 10.0% and fiscal administration/SPA management accounts for 13.0% of the Part B planning budget.³New Jersey itemizes the 40% of Part B funds passed through to local government as a separate "functional" category (N-1, "Grants to Units of Local Government").⁴Public Information activities funded through Comprehensive Employment and Training Act (CETA) program.⁵National average for monitoring, auditing, fiscal administration, and SPA management excludes Massachusetts.

SOURCE: FY 1976 State Planning Grants.

APPENDIX TABLE 10.

Percentage Distribution
of Gross State Planning Budgets
by Standard Categories

	Personnel	Consultants	Travel	Other
Alabama	37.0%	3.7%	1.4%	14.8%
Alaska	59.0	7.8	10.2	8.1
American Samoa	42.7	12.5	11.7	24.0
Arizona	51.2	0	3.7	8.4
Arkansas	48.7	3.0	2.4	10.1
California	32.6	2.1	3.1	9.5
Colorado	50.3	3.4	2.3	6.5
Connecticut	55.1	0	0.3	7.2
Delaware	75.2	9.2	1.3	14.2
Dist. of Columbia	87.2	0	1.8	11.0
Florida	39.4	1.7	4.7	8.9
Georgia	42.6	4.7	2.6	8.6
Guam ¹	79.6	0	4.3	16.1
Hawaii	49.0	3.5	1.9	8.7
Idaho	60.8	0	6.1	6.1
Illinois	49.3	0.1	3.3	12.5
Indiana	38.1	6.0	2.0	11.1
Iowa	43.5	0	3.5	6.5
Kansas	43.8	0	4.1	10.3
Kentucky ¹	50.9	0	3.4	9.8
Louisiana	43.4	0	3.4	4.9
Maine	51.4	0.8	3.3	9.2
Maryland	46.2	2.1	2.1	14.6
Massachusetts	55.1	0.3	0.8	9.7
Michigan	50.5	2.4	1.2	5.9
Minnesota	46.0	0	2.1	8.1
Mississippi	65.8	8.3	5.8	20.1
Missouri	36.7	0.6	4.1	7.8
Montana	72.3	0.8	11.7	15.2
Nebraska	36.6	7.2	2.9	15.9
Nevada	51.1	2.6	6.6	8.3
New Hampshire	48.8	0	2.6	11.1
New Jersey	51.4	0	1.9	6.7
New Mexico	50.6	0	5.6	13.7
New York	46.0	4.6	1.1	5.3
North Carolina	51.9	0	3.0	5.7
North Dakota	49.7	0	6.8	8.9
Ohio	40.8	0.1	2.3	19.3
Oklahoma	44.8	0	3.7	14.0
Oregon	40.0	0	4.3	13.4
Pennsylvania	54.1	0	0.2	12.4
Puerto Rico	81.0	2.2	1.5	13.2
Rhode Island	84.0	0	1.6	9.0
South Carolina	59.2	0.1	2.4	9.3
South Dakota ¹	32.9	9.1	7.4	6.7
Tennessee	30.7	16.6	3.2	9.6
Texas	39.9	2.3	2.7	9.3
Utah	56.9	0	2.7	4.8
Vermont	75.0	2.2	5.8	17.0
Virginia	43.7	3.7	4.4	15.7
Virgin Islands	73.2	8.8	4.2	13.8
Washington	44.6	0.6	3.5	20.2
West Virginia	78.1	1.1	3.3	17.5
Wisconsin	47.4	3.1	3.7	8.3
Wyoming	50.9	0	6.2	10.2
United States, Average	52.1%	2.5%	3.7%	11.0%

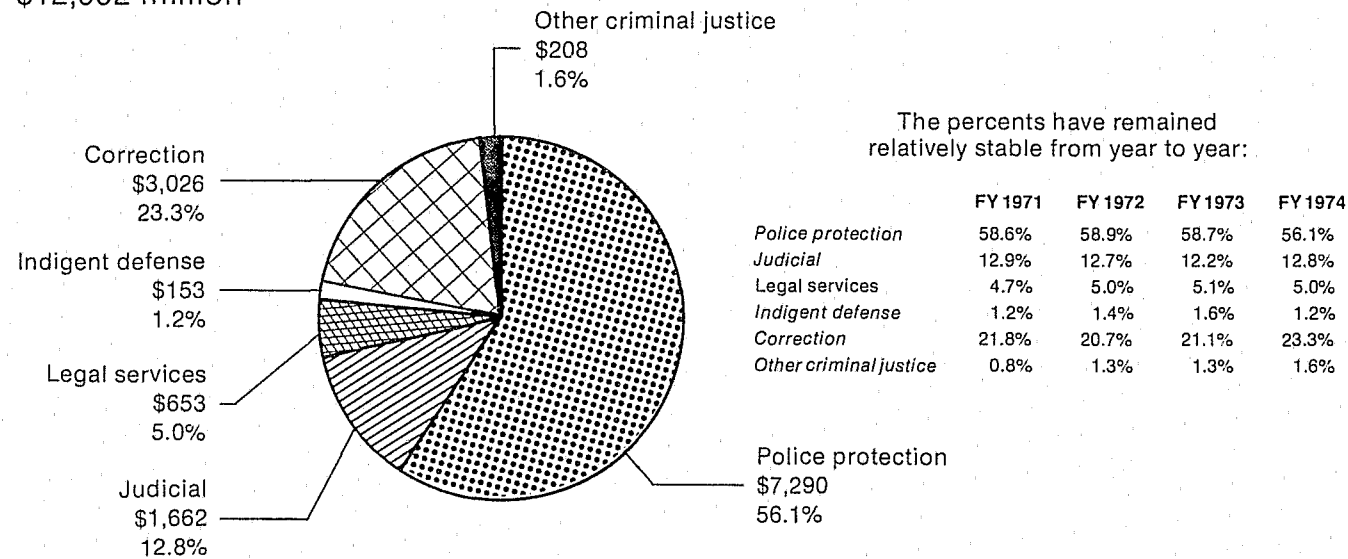
¹12 month budget.

SOURCE: FY 1976 State Planning Grants.

APPENDIX TABLE 11.

Percent Distribution of Criminal Justice System Direct Expenditure, by Activity: FY 1974

\$12,992 million

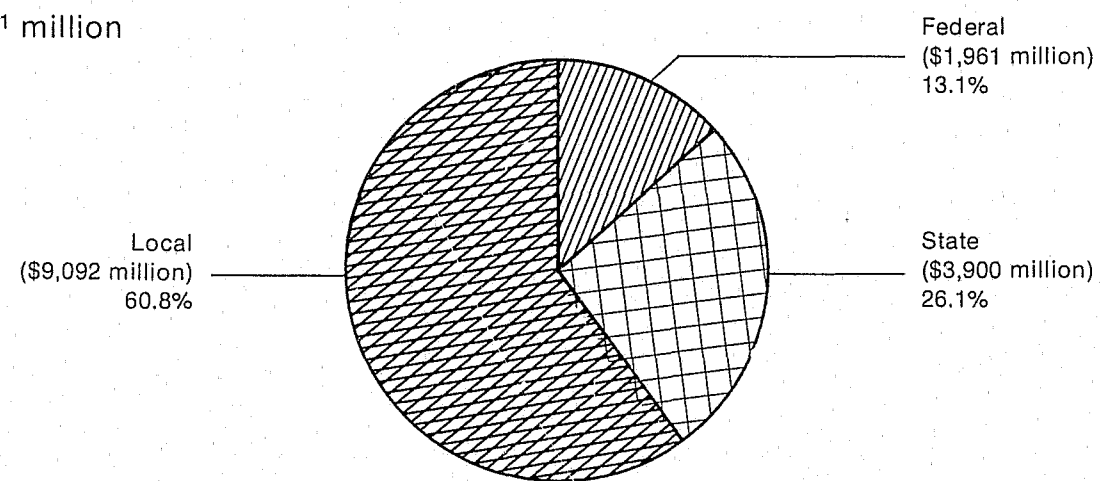


SOURCE: Bureau of the Census

APPENDIX TABLE 12.

Percent Distribution of Criminal Justice System Direct Expenditure by Level of Government, Fiscal Year 1974

\$14,954¹ million



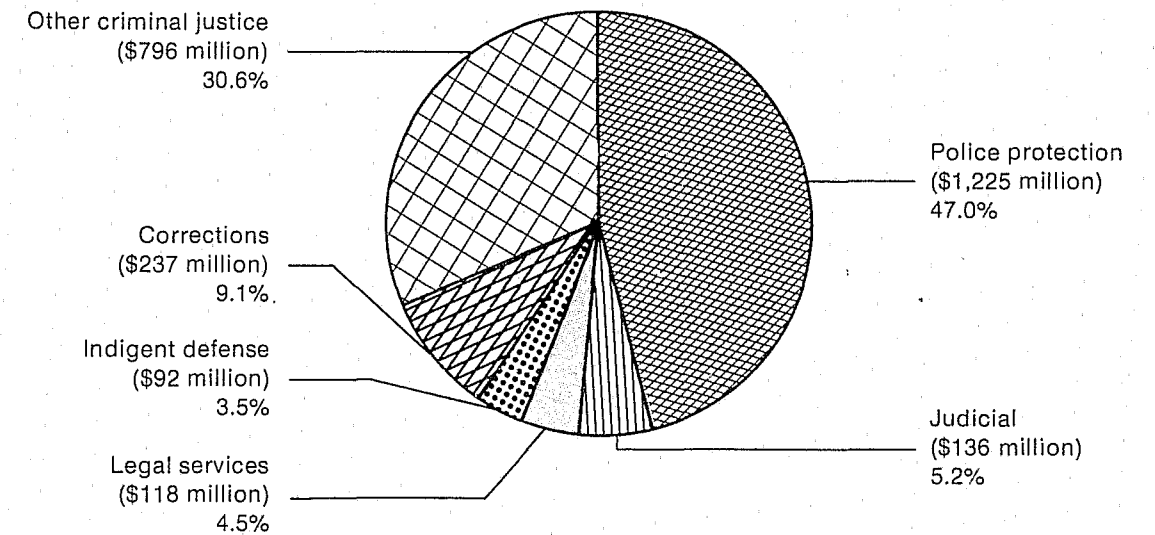
¹Because of rounding, detail may not add precisely to total shown.

SOURCE: Bureau of the Census

APPENDIX TABLE 13.

Total Federal Government Expenditure for Criminal Justice, Fiscal Year 1974

\$2,603 million¹



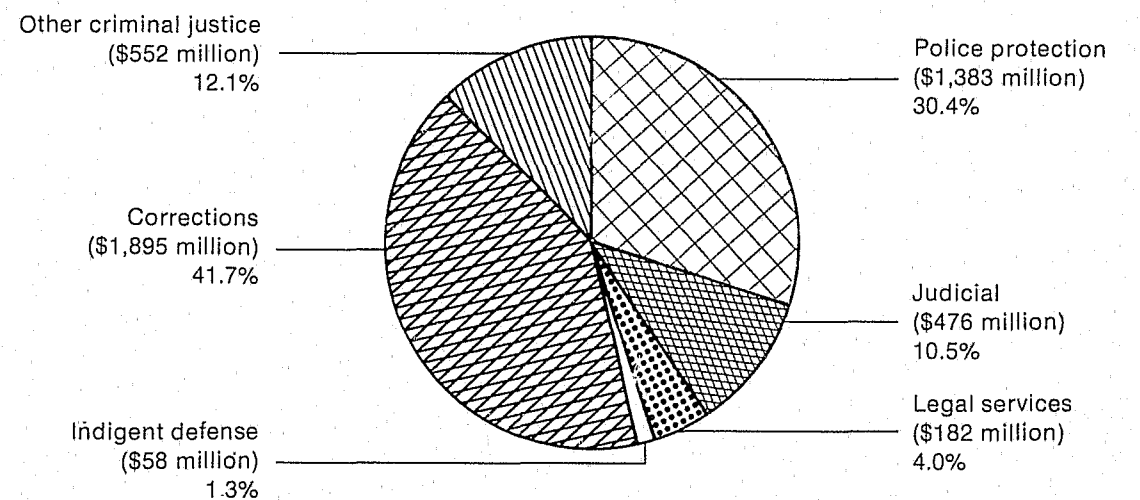
¹Because of rounding, detail may not add precisely to total shown.

SOURCE: Bureau of the Census

APPENDIX TABLE 14.

Total State Government Expenditure for Criminal Justice, Fiscal Year 1974

\$4,546 million¹



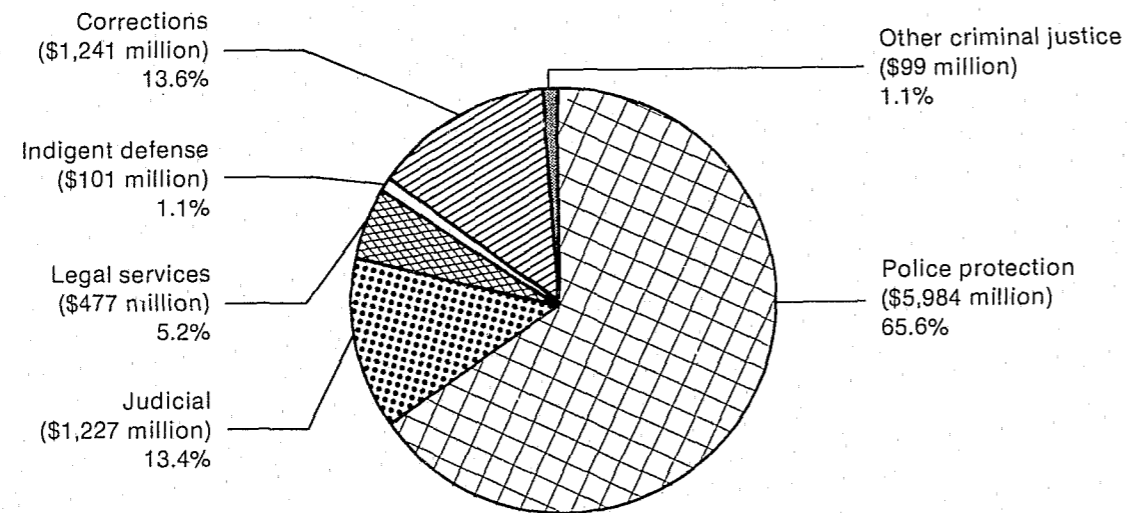
¹Because of rounding, detail may not add precisely to total shown.

SOURCE: Bureau of the Census

APPENDIX TABLE 15.

Total Local Government Expenditure
for Criminal Justice, Fiscal Year 1974

\$9,130 million¹



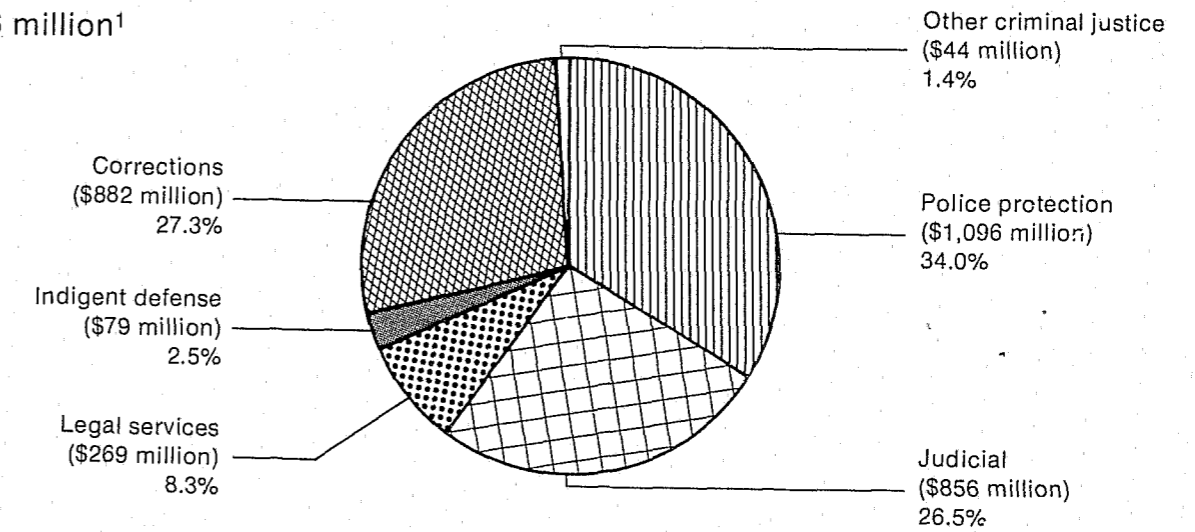
¹Because of rounding, detail may not add precisely to total shown.

SOURCE: Bureau of the Census

APPENDIX TABLE 17.

County Direct Expenditure
for Criminal Justice, Fiscal Year 1974

\$3,226 million¹



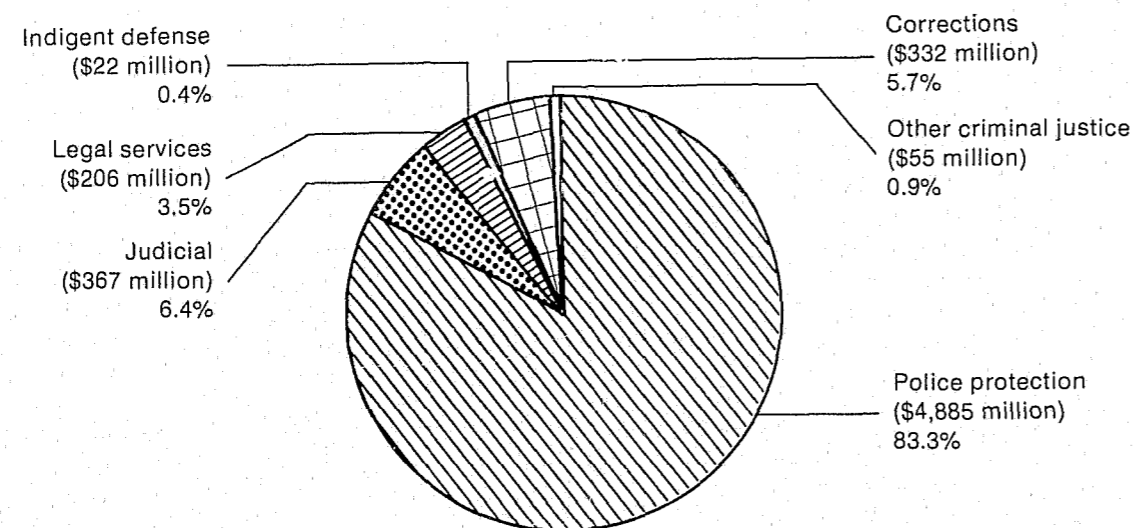
¹Because of rounding, detail may not add precisely to total shown.

SOURCE: Bureau of the Census

APPENDIX TABLE 16.

Municipal Direct Expenditure
for Criminal Justice, Fiscal Year 1974

\$5,867 million¹



¹Because of rounding, detail may not add precisely to total shown.

SOURCE: Bureau of the Census

END

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