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LEAA 1970

LEAA Activities July 1, 1969 to June 30, 1970

Law Enforcement Assistance Administration

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Message from the Administrators

The year 1970 demonstrated that the federal-state-local government partnership represented by the block grant approach offers the most effective means of improving the criminal justice system in the United States.

This approach recognizes the importance of local commitment, priorities and decision making as how best to control crime, tempered with adherence to statutory requirements of comprehensiveness, plan balance and full local involvement in the formulation and benefits of the program.

Some problems have arisen—some states and local units of government resent any direction from Washington—such as our emphasis on corrections improvement in fiscal 1970. Some state officials even feel they should not be obliged to prepare and seek LEAA approval for comprehensive plans.

Fortunately most agree with us that comprehensive planning and LEAA approval of those plans are essential to a comprehensive, integrated effort to improve the entire criminal justice system. Most states agree with us that if we are to provide leadership we must continue to establish priorities. We intend to do this in cooperation with the states and with local governments. This is a working partnership, but there are no "silent partners."

Fiscal 1969 operations reflected a program getting under way. Fiscal 1970 operations reflect a program expanding and growing. Our budget increased in those years from \$63 million to \$268 million, and will go higher in the future.

It's up to us—all of us—to see that this money is well spent. That requires leadership and detailed planning several years ahead both from LEAA, and all other levels of government.

We stand ready to do our part, and we are confident that state and local governments will do theirs.

Our task is to reduce the incidence of crime. Today crime is increasing—and our work is just beginning.

RICHARD W. VELDE,
CLARENCE M. COSTER,
Associate Administrators.

TABLE OF CONTENTS

Chapter 1: Summary of LEAA	
Operations 1970	1
LEAA operation	1
Funding and administration	2
Planning grants	3
Action grants	4
Block action grants	5
Indiana	5
Georgia	8
Michigan	10
Pennsylvania	11
Texas	13
Arizona	15
Technical assistance	17
Discretionary grants	20
Police programs	22
Corrections	25
Organized crime	28
Civil disorder programs	33
Court programs	34
Research	35
Academic assistance	37
Statistics	38
Chapter 2: Office of Law	
Enforcement Programs	39
Organization	39
Planning grants	41
Action grants	42
Discretionary funds	43
Technical assistance	46
Chapter 3: National Institute	
of Law Enforcement	
and Criminal Justice	47
Background	47

Dollar amounts in Chapters 1-9 are correct as of July 15, 1970; dollar amounts in the Appendix are correct as of July 21, 1970. In both instances, dollar amounts are subject to minor adjustments at the time of final auditing.

Priority programs	48
Police operations	49
Crime prevention	50
Courts and prosecution	50
Corrections	51
Chapter 4: Office of	
Academic Assistance	52
How LEEP Works	52
Background of LEEP	53
Program operations	54
Administration	55
Program growth	56
Chapter 5: National Criminal Justice	
Information and	
Statistics Service	57
Need for reliable data	57
Organization	58
Service programs	58
Chapter 6: Office of	
Administrative Management	61
Chapter 7: Special Reports	63
Introduction	63
Civil disorders	63
Bomb project	64
Organized crime	65
Large city grants	67
SEARCH	68
Seattle project	70
Crime statistics	71
Police transceiver	73
Model cities liaison	73
Gang control	74
Family crisis intervention	75
Information systems	76
Intragovernmental cooperation	79
Matching contributions	81
Pilot cities	82
Alternatives to incarceration	83
Fellowship program	85
Indian justice	86
Reference service	87
Illinois defender project	88
STOL	89
Heroin detector	89
Equipment standards	90
Due process for prisoners	91
Airborne television	92
Command training	93

Courts programs	93
National conference	94
Chapter 8: The State of the States	96
Introduction	96
Alabama	97
Alaska	97
American Samoa	97
Arizona	98
Arkansas	98
California	99
Colorado	99
Connecticut	100
Delaware	100
District of Columbia	101
Florida	101
Georgia	102
Guam	102
Hawaii	102
Idaho	103
Illinois	103
Indiana	104
Iowa	104
Kansas	105
Kentucky	105
Louisiana	105
Maine	106
Maryland	106
Massachusetts	107
Michigan	107
Minnesota	108
Mississippi	108
Missouri	108
Montana	109
Nebraska	109
Nevada	110
New Hampshire	110
New Jersey	111
New Mexico	111
New York	111
North Carolina	112
North Dakota	112
Ohio	113
Oklahoma	113
Oregon	114
Pennsylvania	114
Puerto Rico	114
Rhode Island	115
South Carolina	115
South Dakota	116
Tennessee	116

Texas	117
Utah	117
Vermont	117
Virginia	118
Virgin Islands	118
Washington	119
West Virginia	119
Wisconsin	120
Wyoming	120
Chapter 9: A Look at Some Cities	121
Introduction	121
Atlanta, Georgia	122
Baltimore, Maryland	122
Boston Massachusetts	122
Charlotte, North Carolina	122
Chicago, Illinois	123
Columbus, Ohio	123
Denver, Colorado	123
Des Moines, Iowa	124
Detroit, Michigan	124
East St. Louis, Illinois	124
Eugene, Oregon	125
Hartford and New Haven, Connecticut	125
Hilo, Hawaii	125
Kansas City, Missouri	125
Killeen, Texas	126
Las Vegas, Nevada	126
Little Rock, Arkansas	126
Los Angeles, California	126
Miami, Florida	127
New Orleans, Louisiana	127
Norfolk, Virginia	128
Omaha, Nebraska	128
Pittsburgh, Pennsylvania	128
Providence, Rhode Island	128
Rochester, New York	129
Wheeling, West Virginia	129
Illustrations:	
Map of LEAA regional offices	40
Distribution of LEAA funds	43
LEAA appropriations	44
The action grant dollar	45
The National Institute dollar	49
Appendix:	
Office of Law Enforcement Programs	
Table 1. Allocation of Action Funds by Program Categories and by State	130

Table 2. Planning and Action Grants to States	132
State Planning Agencies with Directors and Addresses	133
LEAA Regional Offices with Regional Directors and Addresses ..	137

CHAPTER 1

Summary of LEAA Operations 1970

The Law Enforcement Assistance Administration (LEAA) was created by the Omnibus Crime Control and Safe Streets Act of 1968.

Congress held that law enforcement efforts must be better coordinated, intensified and made effective at all levels of government. It thus became the responsibility of LEAA to improve the entire criminal justice system. The criminal justice system in the United States has grown up as separate jurisdictions and as separate components within those jurisdictions. Only rarely has it been considered in its entirety. Instead separate planning has gone ahead for law enforcement, for courts, for corrections and for the other components of the system.

LEAA operation

Congress also held that crime was primarily a state and local problem and therefore the principal responsibility for meeting it should not rest with the federal government. The principal focus of LEAA activity thus became the administration of block action grants to the states. These are called block grants because they are allocated to the states on the basis of population. They are action grants because they are designed to implement the plans which states have already made. These plans are drawn up by state planning agencies (SPAs) which were established

with LEAA planning funds and which are maintained by LEAA planning grants. The state plans call for comprehensive improvement in the criminal justice system within the state. When LEAA has approved a comprehensive state plan, the state is eligible to receive its full block action grant.

Types of grants. The first grant LEAA gives to a state is a planning grant, to either establish or to maintain a state planning agency (SPA) to draw up a comprehensive plan.

After that plan has been approved the state may receive the full amount of its state block action grant that will implement the program.

In order to meet necessary needs which might not come either under planning or block action grants Congress also authorized LEAA to give discretionary grants, which are action grants given at LEAA's discretion to states or cities or other agencies. LEAA also provides technical assistance to help improve police, courts, and corrections agencies.

Congress also provided funds for academic assistance—to help improve the over-all criminal justice system by improving the quality of criminal justice personnel. These funds are used to provide in-service education for people actively involved in the criminal justice system and also to assist those who are preparing for professional careers in the field of criminal justice.

Finally, to provide the new knowledge and discover the new techniques necessary for continued improvement, Congress provided LEAA with research funds, to finance grants and contracts for research and development in the field of criminal justice.

Coordination. This entire attack upon crime is aimed at a comprehensive coordinated effort to improve the criminal justice system. It recognizes that it is not enough to make more arrests if those arrested are merely to further crowd courts which are already so overcrowded with cases that there are long delays in trying defendants. It recognizes that it is not enough for courts to convict those arrested if they are then to be sent to correctional institutions which do not correct but instead unintentionally serve to prepare their inmates to be confirmed criminals. It recognizes that it is not enough to turn prisoners loose in society and hope they will find a constructive way to earn a living if adequate resources are not given to parole and probation authorities to assist them in the difficult task of rehabilitation.

LEAA recognizes that improving each component of the criminal justice system in a coordinated, comprehensive way serves to deter crime. More police patrols can be an effective, visible deterrent to crime. More police patrols also lead to more and speedier arrests, which takes offenders out of action and lessens the chances of escape, thus serving as a deterrent. Knowledge that a speedy trial is in store may also deter crime, in contrast to the present situation, where some defendants may wait as long as two years for trial. In that time they may be free on bail, their charges may be reduced or dropped as time erodes evidence and witnesses disappear, and often by the time an offender does come to trial, the court proceeding, in his mind, has little or nothing to do with his offense. Finally, improving corrections and rehabilitation may be one of the most effective ways to reduce crime. Various studies indicate that between 40 and 70 percent of all offenders commit crimes after release from prison.

LEAA also recognizes that information is needed to improve the effectiveness of professionals at all levels in the criminal justice system, and that new information, new knowledge and new techniques are needed to solve existing problems.

Funding and administration

The rapid growth of LEAA's appropriation indicates the high priority which Congress placed on the need to fight crime and improve the criminal justice system. In LEAA's first year, fiscal year 1969, its total budget was \$63 million. In the year just completed, fiscal 1970, its second year, LEAA's budget was more than four times that amount—\$268 million.

Budget. By far the largest amount in that total was spent for block action grants to states—\$184,522,420. (That was more than seven times the \$25.05 million spent for this purpose in the previous year. The \$184,522,420 includes a total of \$182,750,000 in action grants plus \$1,772,420 in discretionary grants to smaller states to increase their action grants.)

The second largest item in the fiscal 1970 budget totals \$31,999,760 for discretionary grants. (This is more than seven times the \$4.35 million for discretionary grants in fiscal 1969.)

The third largest item in LEAA's FY 1970 budget was for planning grants. These totaled \$20.9 million. (This total was up from fiscal 1969's total of \$19 million.)

The fourth largest item in LEAA's FY 1970 budget was \$18 million for academic assistance. (This was almost three times the \$6.5 million budget for academic assistance in FY 1969.)

The fifth largest item in LEAA's FY 1970 budget was \$7.5 million for the National Institute of Law Enforcement and Criminal Justice, the research arm of LEAA. (This was more than twice the \$2.9 million for the Institute in the FY 1969 budget.)

The sixth largest item in the FY 1970 budget was \$4,368,000 for the administration and advisory committees. (This was a little more than twice the \$2,128,000 for this item in the FY 1969 budget.)

The seventh largest item in the FY 1970 budget was \$1,200,000 for technical assistance, to help states and cities in planning and implementing their criminal justice programs.

The last item in the FY 1970 budget was \$1 million to establish a National Criminal Justice and Statistics Service within LEAA.

Administration. The Omnibus Crime Control and Safe Streets Act was approved by the Senate May 23, by the House of Representatives on June 6, and signed into law on June 19, 1968. Congress approved the budget for fiscal 1969 on August 9 and on October 21, 1968, LEAA's first administrators, serving under recess appointments, took office.

By December 19, 1968 all states had established state planning agencies (SPAs). In January 1969 the remainder of fiscal 1969 planning funds were awarded to the states (they had received 20 percent planning advances in October 1968.)

In February 1969, the first administrator and one deputy, serving under recess appointments, left office. In March 1969, a new Administrator, Charles H. Rogovin, (formerly an Assistant Attorney General of Massachusetts) and an Associate Administrator, Richard W. Velde, (formerly minority counsel of the Subcommittee on Criminal Law of the Senate Judiciary Committee) took office after being nominated by President Nixon and being confirmed by the Senate.

In April 1969, the FY 1969 state action plans were submitted. These were the first state plans submitted. By June 30, 1969, all state plans had been approved and the states all received their fiscal 1969 action funds. In December 1969, Congress appropriated FY 1970 funds for LEAA and by January 1970, the states had received their FY 1970 planning grants.

On December 22, 1969, Clarence M. Coster (formerly Chief of Police at Bloomington, Minnesota) was named Associate Administrator after being nominated by President Nixon and confirmed by the Senate.

On June 1, 1970, a vacancy occurred in the three-member Administration when Mr. Rogovin resigned as Administrator.

By June 30, 1970, all state plans had been approved and the states had received their fiscal 1970 action grants. All discretionary and other grants were also awarded by that date.

Title I of the Omnibus Crime Control and Safe Streets Act of 1968 established LEAA within the Department of Justice under the general authority of the Attorney General. It stipulated that the administration would consist of an administrator and two associate administrators; that they would be appointed by the President with the advice and consent of the Senate and that no more than two of them should be of the same political party. The law further stipu-

lated that it would be the duty of the administration—the three administrators—to exercise all of the functions, powers and duties of LEAA.

Structure. There are five major offices within LEAA:

—The Office of the Administration, which includes the Administrator, the two Associate Administrators, their assistants and secretaries; the General Counsel (which also includes Intragovernmental Liaison, which carries on Congressional liaison as well as relations with other agencies of the executive branch); Administrative Management, which includes various administrative functions such as personnel, audit, financial management, and administrative services; and Public Information.

—The Office of Law Enforcement Programs (which handles more than 85 percent of LEAA funds, disbursing them—with the approval of the administrators—in the form of state planning grants, state action grants, discretionary grants, and technical assistance).

—The National Institute of Law Enforcement and Criminal Justice (the research and development arm of LEAA).

—The Office of Academic Assistance (this office administers the Law Enforcement Education Program—LEEP).

—The National Criminal Justice Information and Statistics Service (established during fiscal 1970).

Regional offices. During fiscal 1970 seven regional offices were established throughout the country to assist both LEAA and the State Planning Agencies in communicating with and in dealing with each other. Each regional office is headed by a regional director with a small staff of specialists which in most cases covers the range of LEAA responsibilities. The offices are located in Boston, Philadelphia, Atlanta, Chicago, Dallas, Denver and San Francisco. They have proved highly effective in helping to expedite dealings in both directions and in assisting the SPAs in working out many problems with their state plans. Correspondingly, they have assured the LEAA officials in Washington that state plans were carefully reviewed by the time they reached Washington, which made for more effective action, reduced delay and increased efficiency all along the line.

Planning grants

The 55 State Planning Agencies (SPAs) established in 1969 with LEAA funds—to plan the na-

tion's first comprehensive, coordinated programs to improve police, courts, and corrections agencies—now have some 500 professional staff members. They are located in the 50 states as well as the District of Columbia, the Virgin Islands, Guam, American Samoa and Puerto Rico.

Each agency also has a supervisory board that directs its efforts and determines the specific law enforcement improvement programs to be supported with federal financial assistance. These boards range in size from eight to 47 members and as required by the Act their membership is "representative of law enforcement agencies of the state and of the units of general local government within the state."

In addition to local government representatives on SPA boards a variety of arrangements for local input to the state comprehensive plan have been devised. Most states have a network of regional planning units and there are now more than 450 of them. Twenty states have provided LEAA planning funds directly to the major cities.

The planning grants are based on population and may not exceed 90 percent of the total cost of operating the state's planning structure. Of the planning grant it receives each State Planning Agency must make at least 40 percent available for its local planning units.

For fiscal 1970 the \$20,851,518 for planning represented 9.7 percent of action funds.

State plans. The 1970 state plans varied substantially in quality but overall they reflected a major increase in sophistication, and also a change in direction. Initially, in fiscal 1969, there had been great emphasis by many states on purchasing needed equipment. The FY 1970 plans reflected more attention to planning, training and comprehensive treatment of the criminal justice system as a system, instead of separate parts of a system. Evidence of the change is shown in regional approaches, in interdisciplinary training programs, in joint utilization of facilities and in the pooling of agencies, of approaches and of resources to make a coordinated attack on mutual problems.

The state plans vary in length as well as quality, but most of them are very detailed. The first year the California plan came in 26 volumes, and in fiscal 1970, for instance, the Connecticut plan required three volumes.

The plans contain more than a one-year action plan. They contain projections for four years beyond that year, and also reports on the state of the crimi-

nal justice system, and a report on criminal justice needs and priorities in the particular state.

Action grants

Action grants are authorized under Section 303 of the Act. That section requires that state plans should "incorporate innovations and advanced techniques and contain a comprehensive outline of priorities for the improvement and coordination of all aspects of law enforcement," and also assure that federal funds will not supplant state or local funds but will increase the amount of such funds to be made available in accordance with various matching formulas. For most programs the formula is 60 percent of federal funds and 40 percent of local funds. (Exceptions are programs dealing with civil disorder and organized crime in which case the federal share is 75 percent and construction projects in which case the federal limit is 50 percent.)

Block grant support makes up 85 percent of all LEAA action funds. The remaining 15 percent of action funds is earmarked for discretionary grants by LEAA.

Finally, each state must make at least 75 percent of its LEAA action funds available to local governments.

Interstate cooperation. Both discretionary and block grant programs reflect an increasing emphasis on cooperative programs between different jurisdictions and different parts of the criminal justice system within states, and even more important, between states. Examples of this multi-state coordination include:

—Project SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories), a 10-state project for sharing computerized criminal justice records involving Arizona, California, Connecticut, Florida, Maryland, Michigan, Minnesota, New York, Texas and Washington.

—The Four-State Border Cooperative Movement involving Texas, New Mexico, Arizona and California in a joint effort to control narcotics traffic and illegal border crossings.

—A program for police education and narcotics control training involving New York, New Jersey and Connecticut.

—The Four Corners Project for Indian criminal justice planning on the Navajo Reservation which involves Arizona, Colorado, Utah and New Mexico.

—Several programs involving all or some of the six New England states, including a six-state organized crime program, a multi-state deviant offender program and a multi-state police command training and youth service employee training program.

—A multi-state correctional command training project involving Montana, Colorado, Utah and Idaho.

—The Waterfront Commission Project to fight organized crime involving both New York and New Jersey.

—A multi-state feasibility study to explore the development of a correctional facility to be shared by North Dakota, South Dakota, Montana and Wyoming.

Consolidation. Regionalization, consolidation of smaller jurisdictions or agencies and pooling of resources are all important ways in which a single state can make the function of its criminal justice system more effective. Some examples:

—New York state is conducting a feasibility study on a consolidation of police departments, especially those serving smaller communities.

—Michigan is developing a project involving inter-jurisdictional cooperation of municipal police, sheriffs and state police to deal with highly mobile criminal gangs.

—Maine is studying the feasibility of using regional jails to replace existing county jails.

—A regional detention center in St. Louis County, Minnesota serves six surrounding counties.

—New Hampshire is looking into the possibility of consolidating county houses of correction.

—Massachusetts is looking into the possibility of complete or partial consolidations among various police organizations.

—New Jersey has established a centralized recruiting office to serve as a clearing house for the state's municipal police departments.

—A number of counties are cooperating in the development of a law enforcement and criminal justice academy in the Kansas City, Missouri, metropolitan area.

—Connecticut is supporting planning activities in relation to the establishment, operation and management of police enforcement units on a regional basis.

—Several counties are cooperating in a feasibility study for a multi-county correctional facility in the Omaha Metropolitan area.

Block action grants

LEAA has concentrated its efforts to improve the criminal justice system in five major areas: police, corrections, courts, organized crime and civil disorders.

Of the total of \$184,522,420 distributed to states in FY 1970 block action grants, \$14,399,399 (7.8 percent) will be spent for miscellaneous purposes. (The miscellaneous category included such items as \$1,160,000 to Illinois for three programs in the area of information systems and statistics and \$1,060,000 for Texas for information and communications systems.) The states will spend the remainder among the five program areas in this way (The states report allocations in 12 areas, so that these totals are not easily comparable to figures elsewhere in this report.)

—\$94,290,703 or 51.1 percent for police programs.

—\$49,188,220 or 26.7 percent for corrections programs.

—\$12,950,426 or 7 percent for courts programs.

—\$7,223,051 or 3.9 percent for civil disorders prevention and control programs.

—\$6,470,621 or 3.5 percent for organized crime programs.

As action grant totals rose in fiscal 1970 to more than seven times the level of fiscal 1969, individual shares of states rose accordingly. Some examples of how state allocations grew:

California—from \$2,352,000 in fiscal 1969 to \$17,287,000 in fiscal 1970; Illinois—from \$1,338,000 to \$9,877,000; Kansas—from \$279,000 to \$2,065,000; Michigan—from \$1,055,000 to \$7,817,000; Nebraska—from \$176,000 to \$1,310,000; New York—from \$2,251,000 to \$16,392,000; Pennsylvania—from \$1,427,000 to \$10,591,000; South Carolina—from \$318,000 to \$2,406,000; Texas—from \$1,334,000 to \$9,926,000; Virginia—from \$557,000 to \$4,150,000.

It would be impossible to describe in detail how those block action grant amounts in each of five areas will be spent as outlined in the 55 state plans approved by LEAA for fiscal 1970, but some idea can be gained by looking at several examples:

Indiana

Police. Basic training for police is one priority of the Indiana state plan, and some \$521,000 of LEAA

and state funds will be used to: Give 240 hours of basic training to some 400 officers; give specialized police training to 200 officers; and upgrade the in-service training programs now in existence in a number of departments.

Stress also will be placed on improvement of police recruiting and selection procedures. For instance, grants will be awarded to develop centralized recruiting capabilities for two metropolitan areas—the new systems to aid recruiting for all departments in those areas.

Departments also will be encouraged to develop or expand police cadet programs, and additional funds will be used for police salary supplements to help 25 small departments attract and retain qualified officers. Police legal advisors can greatly assist police operations, the plan said, and by making officers aware of rules of evidence can help increase conviction rates. Thus, some \$200,000 will be awarded to provide legal advisors in eight to 10 departments in the state.

Crime prevention will be stressed in a variety of ways, including creation of crime prevention bureaus in up to five cities. In addition, up to 50 cities and counties will conduct campaigns to “harden” crime targets through police programs and public education campaigns. Programs may include: Informing citizens how they can guard themselves and their homes and businesses against certain kinds of crime; civic drives for better street lighting; and widespread dissemination of films on safeguards against child molesting.

A related program calls for projects to involve citizens in the criminal justice process and to emphasize their responsibilities, and one facet will include development of a radio and television series that would reach up to two million persons in the state.

In terms of total funds, the largest single police program in the Indiana plan is for acquisition of technological equipment, with total expenditures of some \$710,000—including \$431,000 from LEAA. A large number of departments will be encouraged to use more sophisticated equipment to improve their capabilities to detect crime and apprehend offenders. Possible items might include communications equipment, data processing terminals, surveillance and recording devices, all-weather aircraft and cameras.

The plan also discussed responses by mayors and presidents of town or county boards to a survey of how they view crime problems in relation to other

municipal or county needs. “While the survey results are fragmented,” the plan said, “they point up the following problems: In larger cities the crime problem is considered serious but problems of street repairs and improvements, sanitation, pollution, and storm drainage are accorded a higher priority; in smaller cities, where the incidence of crime is less, the officials, although sensitive to the problem, accord lesser priority than in the larger cities.”

Corrections. In the adult corrections field, the state plan said, the largest single amount of funds, some \$470,000, will be used to expand rehabilitation services and facilities. Up to five grants will help support work release projects, others will aid both counseling services and halfway houses for parolees, and still more funds will be used to renovate facilities.

Another large block of funds, some \$375,000, will be used to establish alcoholic rehabilitation centers in as many as four cities, with each center having a capacity to treat 50 persons a week. Funds also will go to the Indiana State Department of Correction to add six more psychologists to its staff in an effort to make rehabilitation efforts more effective. The Department also will receive funds to train some 225 correctional personnel and to develop training standards, develop personnel selection procedures, hire instructors and purchase training material and equipment.

Closely related to the overall needs of adult corrections are programs for juvenile corrections—and the Indiana plan said the state will devote large-scale resources to support of community-based facilities for juveniles.

One objective, the plan said, is to keep “less sophisticated juvenile offenders from mingling with more hardened offenders by providing both secure and shelter-care detention centers in lieu of incarceration in local county jails, city lock-ups, and state correctional institutions.” The needs are great, the plan said.

It reported, for example, that the State Boys School has 400 percent more residents than it can adequately accommodate. A total of \$1,150,000—including \$650,000 from LEAA—will be used to finance the community-based juvenile corrections program. “Secure” detention and treatment centers will be made available to handle up to 400 more juvenile offenders, and probably two such projects will be given support. There also will be support for up to 15 shelter-care centers, treating a total of up to

400 youths which do not require as high a degree of security. In addition, intensive training will be given to 50 juvenile probation officers and a number of intensive new demonstration projects in probation are planned.

Organized crime. One priority of the Indiana plan in this area is development of an organized crime intelligence unit at the state level to support operations against organized crime throughout the state. The unit will be established within the Indiana State Police. At present, the plan said, no such intelligence unit exists at the state level. The unit will be designed to create at both the state and local level personnel trained in collection, analysis, and dissemination of organized crime information, and will initiate a coordinated and comprehensive program to counteract organized crime in all parts of Indiana. The State Police also will receive a grant, the plan said, to conduct a series of 10-day-long training sessions throughout Indiana for 100 policemen and prosecutors, to impart both new skills and stress the need for coordination of organized crime efforts. In addition, up to 11 grants will be given to city, county and state agencies to purchase equipment needed to fight organized crime.

Disorders. The Indiana plan stressed both the need for prevention and control of disorders and for police-community relations programs. Equipment, for instance, is needed by a number of cities, and some \$366,000 will be expended on such items as emergency communications equipment, radio repeater stations, gas masks, tear gas and flak vests. At the same time, the plan said, some 400 policemen will receive specialized training in police-community relations, and up to five cities and counties will be given funds to create new police-community relations departments. In addition, up to four cities and counties will receive grants to study causes of racial unrest and develop recommendations for resolving them.

Courts. The largest program in this area, the Indiana plan said, calls for expending some \$333,000 for improving the systems, procedures and case processing of trial courts in the state. One major point of emphasis will be on design of an automated record-keeping system that would include citation processing, case indexing, docketing and case-attorney scheduling and calendaring. Another project will study the extent of delay in felony cases, determine the varied causes of delays, and then recommend ways to reduce them substantially. In addition, up to

16 sub-grants are expected to finance equipment purchases by courts, and up to 10 other sub-grants will be given to improve court facilities.

Attention also will be paid to training for both judges and prosecutors, the plan said. One project will finance a series of regional seminars—for a total of about 100 judges and prosecutors and defense attorneys—on alternatives to sentencing convicted offenders to institutions. In a project designed for the judiciary alone, some 30 judges from throughout the state would attend a month-long training course held by the National College of Trial Judges Association. Funds also will be given for a program that would enable some 20 law interns to be added to the staffs of both courts and prosecutors. The state plan reported that judges often have a need for reliable information on the mental condition of offenders in order to “tailor the sentence to the rehabilitation needs.” To help meet this need, the plan said, grants will be awarded to employ a total of four “mental health court attaches”—persons with training in psychology or psychiatry. These specialists, the plan noted, will be used primarily in cases involving juvenile offenders.

Others. Narcotics and Dangerous Drugs: No precise statistics are available on the incidence of narcotics and dangerous drug abuse in Indiana, the state plan said, but “a sampling of police statistics shows an alarming increase. The number of arrests for narcotics and drug violations appears to have increased 500-600 percent between 1967 and 1968.” In part, the plan said, those figures reflect increased enforcement activities by police. However, it added, “they also reflect a greater use of dangerous drugs and narcotics.” There is a pressing need, the state plan said, for enhanced enforcement, wider programs of public education and more training for police. On the latter point the plan remarked: “The fact is that about only 35 percent of all officers are reported to have received this training (in narcotics enforcement).”

To combat the narcotics problem, the state plan said, grants totaling \$250,000 will be awarded to: Expand the State Police Bureau of Narcotics and Dangerous Drugs by adding four additional officers for intelligence gathering and investigations; conduct 12 five-day-long training programs in narcotics enforcement for 800 state troopers and 500 local policemen; and purchase electronic surveillance equipment and undercover vehicles for use by both state and local police. In addition, films and pamphlets

will be developed and disseminated for both youth and adult audiences on the danger of narcotics and drugs.

Georgia

Police. There is a simple reason, the Georgia state plan reported, for development of a massive, state-wide law enforcement improvement program: Crime is increasing, and Georgia has a higher per capita ratio of crime than many other states. Some persons argue that the rapid rise in crime rate figures nationally is due to better crime reporting, the plan noted, but "that argument will not hold in Georgia because a statewide uniform crime reporting system has been non-existent. Yet, cities which have reported on a regular basis continue to show rises in crime which are consistent with the national rise."

Crime control and crime prevention are inherent in every state project to be undertaken—whether it be police training, court improvements, more effective rehabilitation, juvenile delinquency prevention, research, or police-community relations. Clear deficiencies exist which must be corrected if Georgia is to meet the challenge of rising crime. There are today 5,823 policemen in the state, a ratio of 1.2 per 1,000 population, and 3,717 more would be required if the state is to match the national ratio of 1.8 by 1975. Improvement in the quality of personnel also is important.

One major program will provide more than \$455,000 in state and LEAA funds to help train some 1,700 policemen at the Georgia Police Academy, and grants will be made available to every department in the state. Another \$400,000 will be used to hire new patrolmen.

"Georgia must make up for deficient manpower with best possible use and mobility of that manpower. This means not only more cars and radios to direct that manpower but also the introduction of new types of vehicles." Atlanta thus plans to purchase two helicopters for anti-crime patrols. A computerized system will be developed for the Columbus area for assignment of patrolmen, development of criminal justice statistics and quickly-retrieved data on wanted persons. To enhance detection and apprehension of offenders, more than \$2 million has been tentatively allocated to improve police communications for more than 260 departments—including 85

automobiles, 69 base stations, more than 1,100 mobile units and walkie-talkies and vans for such special investigation units as the State Arson Squad.

One reason for better communications is indicated by the fact that there are more than 500 police departments in the state, and "sheer weight of numbers . . . defy attempts at coordination of effort or uniformity of operation." Though outright consolidation of departments appears impossible, a number of agencies are at least beginning to develop joint facilities for training and radio dispatching.

Public education also is being stressed in police programs, and one project will explain the dangers of buying and consuming moonshine liquor. Production of illegal whisky is a major problem in the state, and the state's revenue agents in 1969 destroyed more than 1,700 stills.

Law enforcement programs must be coupled with efforts to cure social and economic ills, the plan said, adding: "A nation of plenty must eliminate a major cause of crime—need." One project to reduce crime in low income apartment areas in Chamblee will include education and literacy classes "to elevate the quality of life and earning potential" of the residents.

Corrections. The purposes of corrections programs are to protect society, return to society offenders who are rehabilitated and to prevent crime. But, as the plan noted, Georgia's corrections system has major problems: The State Prison at Reidsville has 2,900 "hardened criminals" in a facility built to house 1,800; existing state facilities all are overcrowded and outdated, with a total population of 9,000, second highest per capita ratio in the nation; correctional workers have an average education level of 11.7 years and an average annual salary of \$4,993; probation case loads range as high as 243 per caseworker; studies show that of every three inmates released from prison, two will return to prison; "It's trite to say that local jail reform is a desperate need," for of those jails responding to a recent survey, 84 percent did not separate the accused from the convicted, 84 percent did not separate juveniles from adults.

To help modernize the corrections system, nearly \$500,000 in state and LEAA funds will be used to develop rehabilitation and counseling programs in every state facility, using psychiatrists, psychologists and sociologists. At present, there is practically no such counseling service except in the state diagnostic center. Work also will begin for development of a

regional jail complex to serve counties in and around the Atlantic Judicial Circuit. In addition, other new programs will train correctional and probation personnel, establish two new facilities that would aid some 800 live-in and out-patient probationers annually and develop out-patient clinics to rehabilitate narcotics offenders.

Organized crime. Existing law enforcement activities against organized crime are "fragmented and uncoordinated," the plan noted, and "the total number of men actually assigned to combat organized crime on the local and state level can be counted on one hand." If organized crime is defined as illegal activity being carried out by organized interstate and intra-state rings, there is a good deal of it in Georgia—especially in burglary, bootlegging, gambling and narcotics. Persons with ties to organized crime—especially in gambling—have moved into the Atlanta area. Thorough, factual investigations are the key to organized crime enforcement, the plan said, and it cited a number of examples of things that would bear somewhat closer scrutiny, including: "Shall we assume that gambling interests are providing free, expense-paid, air charter trips to Las Vegas for local business leaders and civic leaders because they think they need a rest?"

A number of projects will be funded to fight organized crime. One would enable the Georgia Organized Crime Prevention Council to disperse nearly \$100,000 to local law enforcement agencies. Another would aid state and local agencies to establish special units to deal exclusively with organized crime: One grant will go to the Fulton County District Attorney's office to develop intensive prosecution programs for 33 municipal agencies in the Atlanta area; a second grant will go to the Moscookee County Sheriff's Office in Columbus, the state's second largest metropolitan area, for intelligence and enforcement programs; a third will aid the Georgia Bureau of Identification in improving its intelligence files.

Civil disorders. The key to controlling civil disorders lies in preventing them from occurring in the first place, the state plan said, and a variety of programs seemingly unrelated to disorders can have great beneficial effects: Better-trained policemen are more likely to resolve potentially explosive situations; crime prevention can ease unrest in ghetto areas; delinquency prevention can turn youths from potential riot par-

ticipants into responsible citizens; court reforms will give minority group members greater confidence they will receive equal justice; community relations programs can help resolve conflicts, erase suspicions, and help eliminate social ills.

Coupled with those things, "It is of the utmost importance that we direct our efforts to solving and removing the conditions that motivate large masses of our people to burn, loot, destroy, and kill." Since policemen are the one constant, visible point of contact residents usually have with their government, special emphasis also must be given to training them to deal effectively with a variety of complex situations. In addition, efforts must be made to put more patrolmen on foot patrol instead of in cars, establish store-front police stations, recruit minority group members.

One Georgia program will use some \$78,000 in LEAA and state funds to buy equipment for a large number of police departments. The plan stressed that equipment will be of a specialized or defensive nature—gas masks, shields, body armor—and it added: "Offensive weapons such as automatic weapons, machine guns, and weapons of mass destruction are not being considered." Additional funds will be used to establish in two communities with Model Cities programs new multi-service community centers designed to resolve basic causes of disorders. The centers will be staffed by specially-trained residents of the minority neighborhoods, and police and a variety of community leaders will take part in the programs.

"Community relations programs in Georgia should be directed at all elements of society, but especially to assist, encourage, and relate to the poor." There have been meaningful attempts to develop community relations programs in major urban areas, but few elsewhere. One new grant will help support a community relations program in the Muscookee County-Columbus Metropolitan Area, to be carried out by a committee of policemen and citizens selected from representative community groups. Another grant will help train 13 community relations officers—one from each of the 13 counties in the Central Savannah River Area. Special community relations units also will be established through LEAA-state funds in two large cities, with the programs to create police-citizen advisory boards, methods of handling citizen complaints, job referral services, and recreation programs for youths. Still another grant will set up new police-community relations programs to carry out similar projects in three medium-sized cities.

Courts. A program related to community relations also will be carried out in the courts area, with a team of specialists to be set up in the Fulton County Solicitor's Office to investigate and prosecute consumer frauds—especially those committed against members of low-income groups. Three regional workshops—each to be attended by about 80 persons—will be held for trial court judges and corrections personnel to reduce disparity in sentencing, to expand the use of probation for convicted offenders and develop additional support for community-based corrections programs. To strengthen prosecutors' offices, a new office will be created to provide training, standardization, coordination and statistical data for the office of every district attorney in the state.

Michigan

Police. Michigan reported that excellence in police personnel is the key to preventing and reducing crime, but that a survey showed that one-sixth of the policemen in the state receive no basic training. One priority in the fiscal 1970 plan is to provide training for some 2,200 officers who have undergone no formal training, and to provide uniform training programs for the entire 17,000 policemen in the state.

Special emphasis will be given to reversing the rising rates of reported crime in major metropolitan areas. Police communications are vital if police are to adequately carry out patrol functions and to respond to crimes in the shortest possible time. Thus a priority will be to improve the communications systems of all 650 police departments in the state, both within and between departments. To fund this project, the state will use \$350,000 in LEAA funds and \$233,000 in the state and local funds.

A number of special programs are being developed to fight street crime. Every department in the state is eligible to apply for funds to set up programs for new patterns of patrol, saturation policing, and street surveillance units against robbery, assault, mugging, narcotics and street gangs. A number of special police task force units also will be funded, with emphasis on cooperation among a number of different police departments against burglary, robbery and narcotics rings. In addition, at least two metropolitan departments will receive grants to set up special programs to analyze crime rates, predict where the most serious types of crime are likely to

occur and assign patrol manpower on the basis of those predictions.

Corrections. Michigan has begun a program to develop residential facilities in communities for treatment and rehabilitation of selected offenders and ex-offenders to enhance their re-integration into the community. This short-term aid would be given to at least 1,000 persons in the program's first year, and will grow to several thousand persons in the second year.

Another major program calls for recruiting and training new corrections personnel—with emphasis on new, improved probation services. The goal will be to reduce caseloads to 50 cases per probation worker, for best results in rehabilitation can be achieved with a high degree of personal attention to those on probation.

Work also is beginning on creation of a state diagnostic center, regional centers, or both, to aid courts and corrections officials in making decisions on disposition. Of new inmates going into correctional institutions each year, more than 4,000 require diagnostic services, the state plan said, and Michigan courts now have no such diagnostic services to draw upon.

Organized crime. In Michigan today, the state plan reported, "organized crime has reached the status of wealth, the status of power, the status of influence, and even in some instances, the status of respect. If left unchecked, it is apparently headed for an insidious grip on our daily lives."

To respond to this problem, the state plan places high priority on improving organized crime units in police departments and developing them where they do not exist. More than \$333,000—including \$250,000 in LEAA funds—will be granted by the state to police departments to improve or form such units, with emphasis being given to relatively large grants to eight metropolitan police forces. Among other things, funds could be used for additional personnel, equipment, surveillance and intelligence.

Nearly as much money will be used to expand or create special inter-departmental task forces to combat organized crime. The immediate goal, the plan said, is to support 16 enforcement agencies to function in task forces, which will work closely with the Michigan Intelligence Network Team—a state organization which in turn works closely with federal organized crime forces.

Two other major efforts also are planned: (1)

Education programs to alert both the general public and members of the criminal justice system to the dangers of organized crime; (2) in-service training of all law enforcement officers in recognition and investigation of organized crime. In the latter program's first year, up to 1,000 policemen will be given basic organized crime training, and some 120 specialists in intelligence, accounting and tax law also will be trained.

Civil disorders. The two largest programs planned by Michigan in the civil disorders field, in terms of fund expenditures, were described by the state's plan as large-scale police training and creation of an emergency preparedness program.

A total of \$233,400—including \$175,000 in LEAA funds—will be granted to a number of cities and jurisdictions for training of policemen in prevention and control of riots and civil disorders. Training will take place on a city-wide, metropolitan area, and region-wide basis. "Stress conditioning, discipline, team and specialist training are to be included," the plan said, along with intelligence gathering, sniper control and mass arrest procedures.

An additional \$200,000—including \$175,000 from LEAA—will be used to help develop a statewide emergency preparedness program. The program would develop plans for dealing with riots, civil disorders and natural disasters.

The state also plans to fund projects that would create pooling arrangements for both manpower and equipment to control civil disorders. In addition, the state plan said, grants will be awarded to police departments to recruit and train some 1,200 to 1,500 police reserves to aid law enforcement agencies during periods of disorders and natural disasters.

Courts. One of the major programs listed by the Michigan plan is the sharp reduction of the criminal case backlog in Records' Court in Detroit. This six-month project, the plan said, is designed to reduce from 300 to less than 100 the number of defendants awaiting trial who have spent more than 90 days in jail, and to reduce by one-third the more than 3,000 persons awaiting trial while on bail. The project—which will involve \$200,000 in LEAA funds—calls for retaining 11 former or retired judges, employment of extra prosecutors and addition of more court personnel and courtroom space. The plan noted that "this program will be funded only once. Court reorganization, improved procedures and permanent as-

signment of more judges will be used to prevent recurrence of the backlog."

The plan noted a number of problems facing many courts in the states: Lack of electronic data processing equipment and procedures, which often means that court administrative procedures require hand-written documents; an inadequate number of judges in some areas of the state, and, on occasion, judges who "have been unwilling or unable to carry a full work load," (on this point the plan cited statistics showing that the average number of session days devoted by judges to their duties ranged from a low of 72 days in one circuit to a high of 264 in another); and part-time prosecutors and assistant prosecutors in all but the most populous counties.

To deal with these and other problems, Michigan also will carry out projects for developing statewide standards for prosecutors, purchase equipment to speed court processing and develop new procedures to process defendants more rapidly and efficiently.

Other. Police-Community relations—All members of the criminal justice system must make greater efforts to improve community relations, the plan noted, but special attention must be placed on this area by police because "the police are on the line of first contact." Though there are some 650 police departments in Michigan, the plan said, only five police agencies applied to the state for fiscal 1969 funds from LEAA for community relations programs. However, the plan said Michigan expects stepped-up activities with fiscal 1970 funds. The grants will be given, the plan said, to improve community relations training for police, create special police-community relations units in a number of departments and support development of a model program for police departments to process citizen complaints. In addition, the state plans grants for two projects where four-man police teams will both work in and live in a minority neighborhood to foster citizen confidence in law enforcement and improve cooperation with police.

Pennsylvania

Police. One of the major police programs of the Pennsylvania state plan will help develop coordination and consolidation of police services. At present, the plan noted, there are some 1,364 police departments in the state, and fragmentation of services is a critical problem in some areas. Some \$4.8 million—\$2.8 million in LEAA funds, the remainder in state

and local funds—are earmarked for the coordination-consolidation effort. The funds will be divided among some 52 grants, and all but about six will go to units of local government with the priority for multi-agency projects. The largest subgrants, \$300,000, will be for establishment of a regional police radio and criminal information network. Some six grants will go to state-level projects to expand regional and mobile crime laboratories, as well as improving the statewide criminal justice information system. Lack of proper statistics is a major problem, the plan said, noting that only 392 of the state's 1,364 departments recorded serious crimes and reported them to the FBI in 1968.

Some \$2.2 million in state and LEAA funds will be used for 20 grants to police agencies for a variety of projects to improve police operations through new organization, equipment and facilities. The grants will range in size from \$9,000 for creation of a special narcotics unit to \$450,000 to install a closed-circuit television system for training and identification in a major metropolitan department.

Major efforts also are planned in the area of improving the quality of police personnel. The program envisions eventual development of six regional police training academies in the state which would be large enough to train all municipal policemen in Pennsylvania. As an interim measure until the academy programs are fully developed, short-term programs for training also will be created. One indication of the need, the plan said, is a survey showing that of the departments responding, some 86 percent had no pre-service training for recruits. Crime prevention also is a priority, and projects will include an outpatient clinic for narcotic and alcohol treatment and formation of a special street crimes unit in Philadelphia's high-crime areas.

A number of police problems exist, the report said. "Every police department in the state would like to have more and better personnel . . . most salary and advancement scales are much lower than police chiefs feel they should be in order to attract quality personnel." The report said one by-product of inadequate staffing and resources is that police must work exceptionally long hours, and cited the example of a two-man department where the chief and his assistant each work more than 230 hours a month. Many policemen, the plan said, receive only \$5,400 a year, the state-authorized minimum, though in Philadelphia the starting pay is \$8,400.

Corrections. The development of effective corrections and rehabilitation programs for both adult and youthful offenders is stressed in the Pennsylvania plan, and more than \$3 million has been set aside for some 25 projects in this area. The most ambitious will be beginning of work on a system of new regional correctional facilities. At least six will be built, and will provide an alternative to traditional imprisonment for at least 1,500 short-term offenders. Of the 25 grants to be awarded, the largest will be for \$333,000 to help develop a regional detention facility for juveniles. Another corrections program will be designed to improve both the quality and number of corrections personnel. One project calls for recruitment and training of 134 additional adult and juvenile county probation officers. Another will add eight agents to the Board of Probation and Parole. A third will develop training programs for corrections personnel.

The Pennsylvania plan stressed that great attention also must be placed on improving the 70 county jails within the state. Those jails now admit more inmates each year than the state institutions. Eighteen of the county jails were built between 1814 and 1865, the plan said, and 35 others between 1866 and 1900. "Because of the antiquated structure alone," the plan said, "many of these facilities are unable to meet even minimal standards of care and treatment. . . . Few jails have any specific educational or professional standards for their personnel. Generally, appointments are made on the basis of political patronage. Inadequate salaries, as low as \$3,580 annually for guards in several counties, are a barrier to recruitment and retention of qualified persons."

Organized crime. More than \$900,000 in LEAA and state-local funds will be used to develop a series of programs to combat organized crime. The largest grant, \$430,000, will be used to staff and equip an organized crime intelligence and control unit in the state Department of Justice, and its personnel will include a director, 14 investigators, six attorneys, six accountants and four information analysts. The Organized Crime Division of the State Police will be given funds to hire seven attorneys and accountants as well as to broaden its undercover operations. Increased staffing also will be financed for the organized crime units of a number of metropolitan-area police departments, and a statewide training program will be developed for at least 100 law enforcement per-

sonnel. In addition, some funds will be awarded for purchase of electronic surveillance equipment, the plan said. Organized crime is a serious problem in Pennsylvania, the plan reported. "Income from gambling alone is estimated to be \$2 billion a year—as much as the entire state operating budget. One hundred and forty-two identified members of the national organized crime syndicate live or operate in Pennsylvania; 92 of these individuals have criminal records totaling 495 arrests for indictable offenses, but only one is presently in jail. The national crime syndicate operates directly or through franchises, vast and lucrative criminal enterprises in gambling, loan-sharking, untaxed liquor, narcotics racketeering, and organized prostitution."

Civil disorders. Major programs planned for the prevention and control of civil disorders include: Basic training in crowd and riot control for policemen in every metropolitan area of the state; creation of mobile police commands posts for use in periods of disorders; development of programs for emergency communications networks during disorders; and purchase of defensive equipment—such as vests and helmets—for the State Police.

The largest project—in terms of funds expended—will be \$190,750 to the Philadelphia Police Department to expand its Civil Disobedience Squad.

Moreover, the state plan also emphasized that a major component of disorders prevention and control is the creation of effective police-community relations programs. As a result, it added, police-community relations is stressed heavily.

One goal is creation of police-community relations and human relations centers in all metropolitan area police departments in cities in excess of 25,000 persons. Another will be to recruit more Negroes to be policemen. Still a third calls for a start on projects to develop community action programs in cooperation with police to reduce crime.

Courts. More than \$1.4 million has been earmarked for a series of 16 grants to improve administration of the courts. The largest, the plan said, will be for \$300,000 to implement a data processing system to speed the flow of cases in the Criminal and Family Divisions of the Court of Common Pleas in Allegheny County. Computer operations for court administration will be established in Beaver County, and guidelines will be established for a number of counties for more uniform sentencing procedures. Projects also will upgrade the quality of court per-

sonnel, including judges and prosecutors. One is designed to help create 25 full-time assistant district attorney positions by the end of 1970. Prosecution needs, the plan said, are particularly great, for most counties have salaries so low they are unable to maintain district attorneys or staff members on a full-time basis. In some counties, for instance, the plan said, prosecutors are paid as little as \$4,500 a year. "Many district attorneys continue their private law practice to supplement this low salary and the inevitable conflict between public duty and private work arises, often to the detriment of the district attorney's office."

Texas

Police. The Texas plan reports that the failure of police to prevent enough crime is a major problem. The plan cites two reasons for this failure: insufficient police presence and too few arrests to create an effective deterrent. Only 26 percent of the reported index crimes in Texas were cleared by arrest in 1968 and 1969—down from 27 percent in 1967.

Texas will give special emphasis to programs to improve the number and quality of police personnel. Few police officers in Texas have college degrees, for example. Thus one program will recruit qualified high school seniors for enrollment in police science degree programs in colleges and universities. Cadet programs in city police departments will hire young people to work part-time while attending college. Cities and counties may apply for funds to help them pay increased salaries to policemen completing two or more years of college.

In-service training is another priority program. Approximately half of all law enforcement personnel in Texas receive no basic training. Texas will use \$471,000 in LEAA funds to finance regional training programs for recruits and workshops and training sessions for supervisory and management personnel.

Several programs are being developed to help police prevent crime. Funds will be used to create special crime prevention units within police agencies to carry out public education programs in self-protection, narcotics and drug abuse and community support and participation in crime control. Ten metropolitan areas will be using the standard police emergency number (911). Five cities will survey their public police call facilities. A number of crime alert

programs will urge citizens to report criminal acts to police.

Texas will also plan and develop a computerized system for police operations in several major cities. Approximately \$208,000 (\$125,000 in LEAA funds, \$83,000 in state funds) will be available to metropolitan areas for computerization of data and for police manpower allocation, command and control. One goal of the program is to cut police response time in half.

Corrections. The Texas plan states: "Texas adult correctional facilities and resources range from superior on the state level to practically non-existent on the local level . . . Many of the jails in the smaller counties should not be permitted to continue to operate or confine prisoners as they are unable to meet the minimum standards required by law."

The Texas plan also reports that rehabilitation programs are practically non-existent in most jails. The state will use \$745,000 in LEAA funds for projects to create or improve rehabilitation programs, with the focus on medium-sized to large jails.

Another major program will provide training and education for local and state corrections personnel. Regional and local training sessions will be available to at least half of all confinement officers in the state. Probation services will be expanded to include three or four counties presently without such services and training programs for probation officers will be implemented. Texas will use a total of \$1.1 million in LEAA funds for corrections programs.

Organized crime. Organized crime has no major foothold in Texas, the plan reported. But a growing economy and large urban centers make the state a logical target for infiltration. Texas has requested \$330,000 in LEAA funds for a vigorous organized crime control program, including creation of an Organized Crime Prevention Council.

Organized crime control units—staffed by attorneys, accountants, intelligence agents and investigators—will be established in four metropolitan cities. Surveillance and reporting equipment will be purchased for police and prosecutors offices in major metropolitan areas.

Texas will also begin a training program for police, prosecutors, judges and criminal justice planners in prevention, detection and prosecution of organized crime. The Department of Public Safety will create a centralized unit for the collection, analysis and dissemination of organized crime intelligence. Four

to seven major cities will include a series of conferences for representatives of the news media and businessmen, and training sessions on loan-sharking abuses for workers in poverty and low-income areas.

Civil disorders. Texas will give major emphasis to programs for planning, organizing, training and equipping police to deal promptly and effectively with potential civil disorders.

Jurisdictions with a potential for disorder are eligible to apply for grants to develop plans for riot control which can be integrated into existing regional and statewide plans. Training grants are available for projects designed to prepare personnel for specialized tasks in riot control, e.g., training intelligence officers in the detection and surveillance of individuals and events which could trigger disorders. LEAA funds totaling \$430,000 will help finance Texas civil disorders control programs.

Improved police-community relations is regarded as an integral part of civil disorders prevention. The plan states: "Community relations will be heavily relied upon to reduce tension, and good intelligence will also help alleviate conditions spawning disorder." The goal articulated in the plan is to create a "people's police" in Texas—a police-community partnership in enforcing the law and solving mutual problems.

To achieve this goal, Texas has requested \$200,000 in LEAA funds to strengthen or create police-community relations in large cities. Another \$40,000 in LEAA funds will go for a program to employ off-duty police officers in civil and recreational projects. Preference will be given to projects involving young people in high-crime, low-income, or racial minority areas of large cities. Specially-trained off-duty policemen will supervise school playgrounds during the summer. Other officers will act as roving recreational leaders in city parks. "The person-to-person contact sponsored by this program," the plan noted, "will improve communication and understanding between police officers and citizens."

Funds are also available to a major metropolitan police department for development and implementation of a model program for citizen complaint processing, which would be available to all departments after testing. The goal of this program is to enable law enforcement institutions to respond fairly to legitimate citizen complaints and grievances.

The Texas plan also earmarked funds for police recruitment among minority groups—a program de-

signed not only to improve community relations but to alleviate current manpower shortages. LEAA fund support for the citizen complaint and minority recruitment programs will total \$40,000.

Courts. The Texas judicial system is basically unchanged from the original structure adopted in 1876, according to the plan. Texas outlined a number of programs to modernize courts and prosecution, with the help of \$657,000 in LEAA funds.

One of the major programs will create diagnostic services units. Approximately 450 criminal and/or juvenile trial courts need basic information on defendants results of psychiatric and psychological examination and evaluation, medical data and reports on rehabilitation potential. Preference for funding under this program will be given to courts serving the largest number of persons.

Texas also plans to enlarge prosecutorial staffs and improving training and sharing of knowledge among the 300 prosecutors offices in the state. The program has several goals: to reduce the number of charges filed and the amount of time from arrest to trial; to free investigating law enforcement officers from time-consuming court appearances; to reduce the jail population; to improve individual cases by competent legal assistance; and to reduce case backlogs.

Other programs include assignment of public defenders to criminal and/or juvenile courts in high-crime areas, continuing education for court personnel and revision of the penal code and code of criminal procedure.

Other. The Texas plan reported that juvenile detention facilities are wholly inadequate. Less than a dozen of the 254 counties in the state have juvenile facilities. Children are usually placed in the county jail. "It is a documented fact," the plan said, "that most jail facilities in the counties of the State of Texas are inadequate, understaffed, and are in no real position or physical condition to give adequate care and supervision to children . . . Cold, hard steel bars of the type used in county jails lend no motivation to a child to withdraw from delinquent behavior."

Texas will use \$75,000 in LEAA funds to establish a halfway house to avoid committing children to institutions. Youth Services bureaus will be created in several Texas communities to divert delinquents from the criminal justice system.

Another alternative to jailing children will be ex-

plored in a community-based day care program. Day care centers will be created to provide special and vocational education, group and individual counseling for delinquent children.

A comprehensive treatment center for drug abuse by delinquents is also planned. Total federal share for juvenile delinquency program is \$717,000.

Arizona

Police. Arizona's plan called for more than 47 percent of its total block action grant of \$1,503,000 to be spent on police programs—\$710,000.

The largest item under police programs is improvement of police communications and equipment—\$230,000, more than 15 percent of the state's block grant. Arizona has established improvement of communications as a high priority with emphasis on procurement of equipment which may be utilized in the detection and apprehension of criminals such as surveillance devices, recorders and fingerprint kits. Emphasis is also placed on providing communications facilities to all police units in the state of Arizona to provide a rapid and reliable communications network for law enforcement agencies in times of riot or civil disorder. During fiscal 1970 Arizona will begin a survey of law enforcement communications facilities and projected needs for the next 10 years. The study will include exploring the possibility of combining the existing facilities into regional or multi-agency systems.

The next largest police program would be upgrading of law enforcement personnel police training which would cost \$180,000, 12 percent of the state's total block grant. The training sets a goal of at least 200 hours of basic training for every officer plus in-service training and advanced seminars. Specialized technical training programs will also be developed with fiscal 1970 funds, such as narcotics investigation, evaluating and handling physical evidence and fingerprint identification.

The third largest program is combating narcotics and drug abuse and accounts for \$100,000, 6.7 percent of the total block grant. The effort for 1970 funds will be to develop effective prevention programs and approve the ability of the entire criminal justice system to deal with offenders.

Another \$100,000 would go into the program for an information system.

Two relatively small programs complete the police program area. One calls for improvements in efforts to recruit and retain qualified police personnel. And the other calls for improvement in criminal laboratory facilities. Each is funded for \$50,000 a little more than three percent of the total block action grant. The recruitment and retention program would be part of one encompassing all components of the criminal justice system. The laboratory program does not contemplate any extra facilities at present but does envision a mobile laboratory as a future requirement.

Corrections. Arizona will spend \$617,000, or 41 percent of its total block action grant, for 10 programs to improve corrections. In addition, there is a juvenile delinquency prevention program totaling \$40,000.

The largest program is for the construction and expansion of juvenile institutions—\$200,000. During fiscal 1970 Arizona plans to begin planning for construction of a new juvenile detention facility in Maricopa County (Arizona's most populous county) and assisting with the funding of a school for delinquent girls, with actual construction to begin during the year. That will be the first public diagnostic and treatment center for delinquent girls in the state. In addition, many of Arizona county juvenile detention homes will also request federal funds to assist in providing better facilities for juveniles detained on a short-term basis.

The Arizona plan comments "almost without exception these county institutions are antiquated, inadequate and unable to support rehabilitation programs." Not only is there no institution for delinquent girls in the state, the plan continues, but more than half the counties do not operate a juvenile detention facility separate from the jail as required by state law. Those are among the reasons that the Arizona State Planning Agency assigned number one priority for action to the prevention and control of juvenile delinquency.

The second largest program in corrections is the \$175,000 allocated to construction of adult facilities. In Arizona, as in most states, corrections has lagged far behind the rest of the criminal justice system. The Arizona plan points out that correctional institutions are generally substandard and overcrowded. At one point it comments: "these facilities have been the subject of a great deal of criticism because of a number of escapes, suicides and accidental deaths in

unattended jails." The state criminal justice planning agency undertook a survey of all city and county jails in the state in November of 1969. At the time of submitting its fiscal 1970 plan, three-fourths of the jails had been inspected. On the basis of this survey the plan reports that "the conditions in the majority of Arizona's jails are not only deplorable but in many cases inhuman."

The LEAA funds in this area will be used to support three combinations of local units which have started planning regional correctional facilities and will assist in meeting the cost of planning and pre-construction design of an intermediate young men's institution.

Four separate programs of \$50,000 each are included in the corrections area: The establishment of youth service bureaus in Phoenix and Tucson; a project to improve rehabilitation programs at the Arizona state prison and three local jails; establishment of conditional release centers for delinquent girls in three large communities and development of probation and parole treatment programs.

The remaining corrections program include an estimated \$25,000 as corrections projected share of a \$100,000 program to recruit, retain and add qualified personnel throughout the criminal justice system; \$10,000 to provide a pilot project in Maricopa County involving a professional probation officer to deal with selected misdemeanor offenders; \$5,000 to fund; a study of youth placement resources in the state; and finally \$2,000 to go to four counties to support volunteer programs in the juvenile courts.

Organized crime. Arizona allocated only \$40,000, less than three percent of its total action grant, to fight organized crime. During fiscal 1969 an organized crime prevention council was created. The council is responsible for developing a system for the collection, storage and safekeeping of intelligence information on organized crime and the persons connected with it. Implementation of this program will continue in fiscal 1970 with emphasis on the further training of law enforcement officials, prosecutors and others on methods of combatting organized crime.

The Arizona plan reports that "organized crime has gained a substantial foothold in Arizona," and goes on to say that efforts will be made to expand and strengthen existing legislation relating to organized crime.

Civil disorders. Arizona has allocated \$25,000, or

less than two percent of its block action grant, to riot and civil disorders programs. The Arizona plan states: "the threat of riots and civil disorders is not as great in Arizona as in many states, but the potential does exist in some areas and must be provided for. This is particularly true in the metropolitan areas and in a number of smaller communities which have colleges or universities or are the site of large influxes of visitors." Arizona also plans to spend \$46,000 on improving community relations, closely related to the prevention of riot and civil disorders. The largest program would be aimed at increasing citizen involvement in the law enforcement and criminal justice activities. This would carry a funding total of \$42,000 in LEAA block grant action funds.

It would fund such projects as a proposal from a Phoenix police department to establish a police-citizen dialogue between working members of the Phoenix police department and members of minority groups and youth in the urban core of the city of Phoenix. Another project would make available to local units of government film, visual displays and speakers to be used in speaking to groups. A smaller program, funded for \$4,000, would provide various police departments with relative literature.

Courts. Arizona will spend more than five percent of its block action grant—\$77,525—for court improvement in fiscal 1970. The Arizona plan singles out law reform as one of the major areas of potential improvement. It notes a program has been established to completely overhaul the Arizona criminal code.

Another major area is the provision of probation services to the lower courts. Other programs would increase the involvement of law students in the criminal justice system, provide assistance in prosecution and defense at various levels and upgrade court recordkeeping.

Other. Arizona's criminal justice problem reflects its highly individual character. It is the sixth largest state in the union, but only 15 percent of its land is held privately with the remainder either federally owned or in federal trust. That lowers the tax base, as does the fact that the total population is less than 1.7 million, with disproportionate parts of that population made up of the elderly and young people. For instance, one of the reasons Arizona places such emphasis on juvenile delinquency is that 42 percent of its population is 17 years old or less compared

with 34 percent nationwide.

The state plan comments that "in many areas of Arizona, including Maricopa County, the existing juvenile detention facilities are barely fit for human habitation. Poor design, overcrowding, lack of light and ventilation, and either inadequate or excessive security are common."

Some 70 percent of the entire population of the state lives in the two major metropolitan areas of Phoenix and Tucson. The remaining 30 percent is scattered throughout the huge state mostly in some 60 communities ranging in size from 400 to 40,000 population. Thus the criminal justice system in Arizona is faced with both the types of problems common to large cities and those created by scattered population. One of the large city problems is the problem of controlling narcotics and dangerous drugs. The state plan notes that there is no doubt that narcotics and drug abuse is increasing rapidly in Arizona particularly in the metropolitan areas. It noted that the major increase in juvenile referrals in Maricopa County was counted for by drug offenses. It cited a number of recent studies which has estimated as high as 40 percent of high school students in Arizona's metropolitan areas have experimented with drugs and the problem is appearing in the outlying areas at an increasing rate.

Technical assistance

LEAA technical assistance efforts cover a multitude of activities and programs; assisting states to develop planning abilities; providing advice and guidance in the development of programs; developing manuals and written materials to assist state and local agencies; providing training programs; and disseminating information to professional personnel. Those activities are carried on through the efforts of the LEAA staff both in Washington and in the seven regional offices, as well as by the use of outside resources and consultants funded with technical assistance funds or in some cases by discretionary grants.

Regional offices. During fiscal 1970 LEAA established seven regional offices across the country. This was done for several reasons but one of them was to provide expert assistance closer to State Planning Agencies than Washington, D.C. An idea of the role these regional offices play in providing technical assistance is gained from one director's report on technical assistance in his region during fiscal 1970. He reported that the basic thrust of State Planning Agen-

cies' requests for technical assistance focused on the development of their applications to receive planning and action funds. In addition, special assistance was requested in police, organized crime, corrections and narcotics control and enforcement. With the exception of corrections, requests for aid in the other areas were relatively light. Nine out of the 10 states in this region asked for specific assistance in corrections. The correctional assistance in two of the states was related to serious control problems in adult penal institutions. In the third, consultants from the National Council on Crime and Delinquency and the Bureau of Prisons were provided to meet the request from the Governor for consultation. All three states expressed appreciation for the assistance.

Fellowships. Nationally, most technical assistance in fiscal 1970 came in the areas of corrections and organized crime. In the police area, a discretionary grant was used to fund executive development fellowships which would have an impact in improving the ability of state and local units to provide their own technical assistance. The announcement was made February 2, 1970. Police fellowships would range from \$4,000 to \$8,000 each and would include payment of tuition, fees, other educational costs, and if necessary, a stipend of not more than \$5,500 to cover travel, housing, dependents and other living expenses. The police agencies were expected to continue the recipient's salary in substantial amount during his fellowship. The police fellowship was designed to support one academic year of full-time study at the graduate level in the fields of business administration, public administration, or criminal justice administration or a senior year of study required for completion of a bachelor's degree. A total of 47 of these command and executive fellowships were funded at a total cost to LEAA of \$255,932. Corrections fellowships were provided on a similar basis. They were for graduate study only to support one academic year of full time study in social service administration, public administration, or criminal justice administration. A total of 29 such fellowships were funded in the corrections area at a total cost of \$190,500.

In general, the technical assistance efforts of the civil disorders division of LEAA have been devoted to assisting individual communities and states in planning and implementation of programs and civil disorder prevention, detection and control. In addition, an effort was made to address such special problem

areas as campus disorder—its causes, prevention and control. Although this new program has not yet developed a list of technical assistance advisors, its own staff has made a number of visits to cities and states to participate in training programs, seminars and conferences in the process of developing programs. One contract funded under technical assistance was to the Connecticut firm of Daniel Yankelevich, Inc., to develop a series of case studies for special conferences to be held at the Harvard Business School. These conferences would involve equal numbers of university executives, business executives and city administrators. The aim is to draw information about constructive handling of campus disorders. If the Harvard conferences prove successful, the program will be more fully implemented later.

Corrections technical assistance. The general objectives of the corrections technical assistance program include assisting the states and localities in correctional planning, the resolution of problems in corrections and the provision of technical advice in the implementation of new programs.

During fiscal 1970, LEAA used technical assistance funds in the preparation of materials for the use by states in planning and designing regional and community correctional centers for adults and juveniles. LEAA also worked on contracts for the preparation of materials on halfway house operation, on volunteer programs, on work release programs and on probation training. LEAA hopes to help influence a change in the concept of the use of probation personnel, from that of primarily counseling (which large caseloads usually make impracticable) to that of coordinators of community resources, who can concentrate on the rehabilitation of offenders.

Some \$160,000 in technical assistance funds were spent during fiscal 1970 for consultant contracts. Another \$200,000 in 1970 funds (plus \$100,000 in 1971 funds when they become available) will provide two contracts with university departments of architecture for the preparation of technical assistance material on the planning and design of regional and community centers. Some additional funds have been used for workshops in parole and in juvenile institution program administration.

LEAA's corrections program division has coordinated and directed an ambitious program of direct technical assistance to the states and localities and has developed a wide range of resources. These include: personnel on the staff of LEAA; intermittent

consultants; borrowed experts, particularly from the Bureau of Prisons; and contracts with professional associations for technical assistance consultants and for technical assistance in juvenile corrections and in adult probation and parole. A contract with the Institute of Government at the University of Georgia provided for technical assistance across a broad range of correctional specialties.

LEAA's contracts to provide consultation on corrections to city, county and state correctional agencies and the state and local law enforcement planning groups totaled \$160,000 in fiscal 1970. They included \$100,000 to the Institute of Government at the University of Georgia in Athens, Georgia; \$35,000 to the National Council on Crime and Delinquency in New York City; and \$25,000 to the American Correctional Association in Washington, D.C. The consultants from the University of Georgia will aid correctional agencies in analyzing their facilities in staffing, in training, in policies, in procedures, in costs, in vocational and rehabilitative services and in other programs. The consultants will help develop the correctional components of states' comprehensive law enforcement improvement plans and will also help develop proposals to replace, expand or improve facilities and treatment. They will also help to develop proposals to strengthen probation and parole services and to establish community-based treatment programs.

The American Correctional Association will provide consultation primarily on adult probation and parole services and the National Council on Crime and Delinquency primarily in juvenile corrections. But both may also advise on other types of services including community based treatment and institutional facilities and programs for both juveniles and adults.

As part of the cooperation with the Bureau of Prisons in increasing efforts to provide technical assistance to state and local governments, technical assistance coordinators from the Bureau of Prisons are now assigned to each of the seven LEAA regional offices across the country. In addition, both LEAA and the Bureau of Prisons are active in projects involving private industry in the employment and training of state and local offenders.

The Bureau of Prisons representatives in the regional offices travel around the region making officials aware of the range of technical assistance available. They advise on what it can do, what fields it is available in, and coordinate with LEAA in providing it.

In the latter category they act as middlemen, recommending experts and scheduling consultations.

Examples. Almost 300 on-site technical requests were handled by LEAA during fiscal 1970. This assistance went principally to adult state institutions (49 percent) but included assistance to jails (33 percent); in juvenile corrections (11 percent); and in parole and probation (seven percent). During the year a total of \$409,943 in LEAA technical assistance funds were expended in connection with the corrections technical assistance program. These funds included such items as:

—\$150,000 to the University of Illinois for technical assistance materials on planning and design of adult facilities.

—\$100,000 for the technical assistance contract with the University of Georgia.

—\$50,000 to the University of Pennsylvania for technical assistance materials on the planning and design of juvenile facilities.

—\$35,000 for the technical assistance contract with the National Council on Crime and Delinquency.

—\$25,000 for the technical assistance contract with the American Correctional Association.

—\$16,250 for preparing a paper on corrections for a conference sponsored by the United Nations.

—\$8,075 to fund a seminar for juvenile delinquency administrative personnel at the Bureau of Prisons center at Morgantown, West Virginia.

—\$7,300 to prepare monographs for the Centennial Congress of Corrections.

—\$2,500 to prepare a circular on LEAA corrections programs.

—\$2,500 to prepare a circular on Federal manpower programs for offenders.

—\$1,500 to sponsor a conference for parole administrators.

—\$11,818 for miscellaneous items.

The actual total expended for technical assistance was somewhat higher than the total of those figures because the fees and expenses of intermittent consultants were charged to administrative funds. Funds obligated to reimburse the Bureau of Prisons for borrowed technical assistance services during the first six months of the year were later cancelled and picked up by the Bureau of Prisons. Also, the National Criminal Justice Information and Statistics Service spent about \$40,000 in connection with the jail survey which it commissioned from the Bureau of the Census.

Organized crime technical assistance. LEAA has also maintained an active program of technical assistance in the field of organized crime. An introductory police guide has been prepared and also an introductory prosecutor's manual on organized crime describing both the responsibilities and procedures of prosecutors in this field. Information kits on legislation to prevent usury and corruption have been prepared for the use of state planning agencies, legislators, prosecutors, law schools, and police chiefs. Other manuals in preparation include intelligence, electronic surveillance, and grand jury investigations. LEAA is also preparing a program designed for a judges' conference on organized crime.

Internal Revenue school. One important part of the technical assistance program in organized crime was sending local law enforcement officers to attend the Internal Revenue Service Special Agent's Basic Training School in Washington, D.C. More than 40 state and local law enforcement officers representing 24 states have already graduated from the intensive seven week course in the investigation of complex commercial transactions. The officers came from Arizona, California, the District of Columbia, Florida, Hawaii, Idaho, Iowa, Maine, Maryland, Massachusetts, Michigan, Missouri, New Hampshire, New Jersey, New York, Ohio, Oregon, Pennsylvania, Puerto Rico, South Carolina, Texas, Virginia, Washington, and Wisconsin.

The last two weeks of the course are devoted to special briefings from officials of such agencies as the Securities and Exchange Commission, the Department of Justice, the Department of Labor, the Post Office Inspection Division, the General Accounting Office, the Secret Service, the Bureau of Narcotics and Dangerous Drugs, the Alcohol, Tobacco, and Firearms Division of the Internal Revenue Service, the Bureau of Customs, and the Organized Crime and Racketeering Section of the Justice Department. The goal of this program is to train the local and state law enforcement officers in the techniques of accountants, legal experts, police authorities, tax experts, narcotics, customs, postal and racketeering authorities to increase their ability to detect, investigate and prosecute organized crime.

Regional conferences. Still another program in technical assistance was the three regional organized crime law enforcement training conferences held in fiscal 1970. They were held at Zion, Illinois; Athens, Georgia; and Norman, Oklahoma and attracted ap-

proximately 700 police officials, prosecutors, judges and criminal justice planners. Each conference lasted for five days, during which time discussions were held among federal and state experts about common problems.

The formats were similar for each conference, and speakers at each included a variety of experts on various aspects of organized crime—state, local and federal officials; noted consultants and research specialists; and technical experts in various kinds of equipment often used in organized crime work. As an example, speeches at the conference in Athens covered such subjects as: Patterns and practices of organized crime, the intelligence function of police, dilemmas faced by police administrators when prosecutors fail to fulfill their organized crime responsibilities, ways to coordinate state, local and federal efforts to fight organized crime, education programs to alert the public to the dangers of organized crime, the problems of internal security in large police departments, and the ways in which organized crime both operates in, and affects the life of, ghetto areas.

Workshop sessions covered such key areas as: How to select and train intelligence units and properly disseminate intelligence, how to conduct undercover operations, the function of intelligence analysts, the role of prosecutors in organized crime investigations, how to prepare for grand jury hearings, more effective ways to prepare indictments, the use of conspiracy laws, how to develop legislation for more effective anti-organized crime laws, a discussion of the wiretapping and electronic surveillance provisions of the Omnibus Crime Control and Safe Streets Act and how they may be applied; a demonstration of electronic surveillance equipment, how public records can be used to aid investigations, automated and manual intelligence systems; commercial transactions and organized crime; corruption of public officials, prosecution of vice crimes.

Discretionary grants

General. Some \$32 million was available for LEAA to award to cities, states, counties or other groups or agencies at its own discretion. LEAA issued a guide for discretionary grant programs describing in detail the programs under which discretionary grants would be awarded.

The discretionary grant guide invited applications

in 25 separate areas, and gave details of how much money was allocated for each area and general size of grants and the requirements for grants that would be considered in that area. The purpose of this was to give detailed information to potential applicants for grants about what kinds of projects LEAA was interested in funding with discretionary grants. The 25 project areas included: five police improvement programs; five corrections improvement programs; three court improvement programs; three organized crime programs; three riot control and disorder programs; two special narcotic control programs; one Indian law enforcement program and one law enforcement and statistics system program.

The discretionary grant program recognized that the 125 largest cities had a critical crime problem, so one third of the discretionary grants were directed to them—a total of \$10,666,470. Of this amount \$5,214,002 went for 37 programs to promote safe streets and reduce violent crimes; \$1,985,756 went for 18 programs to improve police community relations; \$150,000 went for one program to improve court operations; \$1,082,789 went for 14 programs to assist juvenile offenders; \$1,459,031 went for 10 special narcotic programs; \$150,000 went for an organized crime program; and \$624,862 went for four programs funding special citywide councils or commissions.

One grant for \$240,575 went to the National League of Cities and the U.S. Conference of Mayors for a program to help the 29 largest cities improve their criminal justice systems. The 29 cities, which contain some 32 million people, include Phoenix, Los Angeles, San Diego, San Francisco, Denver, Washington, D.C., Atlanta, Chicago, Indianapolis, New Orleans, Baltimore, Boston, Detroit, Minneapolis and St. Paul (which are considered one city for purposes of the grant), Kansas City (Missouri), St. Louis, Buffalo, New York, Cincinnati, Cleveland, Columbus, Philadelphia, Pittsburgh, Memphis, Dallas, Houston, San Antonio, Seattle and Milwaukee. The program will include detailed studies of each city's criminal justice system, four regional workshops for city officials, evaluation of programs and proposals, dissemination of findings, and a variety of technical assistance. Consultants will include LEAA personnel and city and state officials.

Coordination of various resources in the criminal justice systems was an important aspect of many discretionary grants. For instance:

—Massachusetts received \$150,390 to help finance a citywide drug control program in Boston. The program, directed by the Coordinating Council on Drug Abuse, has a total estimated cost of \$939,000. It will use federal, state and local services, with special emphasis on education, treatment, prevention and law enforcement. The LEAA grant will pay for such aspects of the program as community education, special education in schools, drug identification services for users or their parents and hiring of rehabilitated ex-addicts to aid probation officers.

—Pennsylvania received \$147,711 for the city of Reading to establish a Crime and Justice Coordination Council under the Mayor. The Council will plan law enforcement improvements and direct seven pilot projects in its first year: community legal education, emergency counseling for juveniles, emergency placement center for children, drug abuse prevention, neighborhood and complaint and enforcement squad, police education, and training for citizens participating in the project.

Discretionary funds were also used to provide small states with discretionary supplements of \$1,772,420 to the 19 smallest states and governmental units in order to provide them with at least a reasonable minimum in action funds. The largest of these was \$251,000 to Alaska. Others included: \$210,000 to Wyoming; \$150,000 to the Virgin Islands; \$113,000 to Vermont; \$105,020 to Guam; \$95,000 to Nevada; \$89,000 to New Mexico; \$88,200 to Maine; \$81,900 to Rhode Island; \$72,300 to the District of Columbia; \$71,000 to Utah; \$69,900 to Hawaii; \$63,900 to Idaho; \$63,400 to New Hampshire; \$62,700 to Montana; \$59,900 to South Dakota; \$56,200 to North Dakota; \$48,000 to Delaware; and \$22,000 to American Samoa.

The discretionary grant program expanded substantially in fiscal 1970. In fiscal 1969 there were 29 grants totaling \$4.15 million. In fiscal 1970 there were 426 grants totaling \$31,999,760. This was distributed among the five major program areas of LEAA in this way:

- \$9,767,866 or 30.5 percent for police programs.
- \$4,057,481 or 12.7 percent for organized crime programs.
- \$2,765,571 or 8.6 percent for civil disorders.
- \$1,194,793 or 3.7 percent for courts.
- \$9,136,084 or 28.6 percent for corrections programs.

—\$5,077,965 or 15.9 percent for miscellaneous programs.

Police programs

The total of \$9,767,866 for police programs includes two programs made as part of the large city special grant program under discretionary grants. Those two large city program areas include 39 programs totaling \$5,471,064 to promote safe streets and reduce violent crimes and also 10 special narcotics programs totaling \$1,459,031. (The total for police programs does not include one police-related program conducted under the large city special grants program: the 16 programs totaling \$1,728,694 for police-community relations were counted as part of the civil disorders total.)

Five areas. Discretionary grants were solicited by LEAA in five areas:

—Science in law enforcement, including extended laboratory services, resulted in the funding of 16 grants for a total of \$1,010,544.

—Vertical policing services in multi-story housing resulted in the funding of three grants for a total of \$372,677.

—Command and executive development through fellowship and exchange programs resulted in 46 grants totalling \$252,764.

—Professional aides for police resulted in 40 grants totalling \$545,211.

—Statewide or police criminal justice standards and training system resulted in 13 grants totalling \$342,221.

—There were also miscellaneous programs totaling \$314,354.

Washington, D.C. A discretionary grant of \$1,239,000 went to the District of Columbia to help it recruit and train an additional 1,000 police officers to bring the Metropolitan Police Force to its authorized strength of 5,100. It also enabled the police department to begin establishing the equivalent of a 5,100-man force by placing officers on overtime until authorized strength is reached. The grant will also help pay the costs of equipment including radios and uniforms for new recruits.

A grant for \$869,883 will help finance comprehensive-rehabilitation services for drug and narcotic addicts through the District of Columbia's Narcotics Treatment Agency. This will allow the agency to

treat 1,000 more addicts than it could otherwise aid during the next year. The project will be consistent with methadone treatment regulations of the Federal Bureau of Narcotics and Dangerous Drugs.

A grant for \$100,000 will go to the Office of Crime Analysis of the District of Columbia's Office of the Corporation Counsel to develop a crime information and analysis system. At present police, courts, and corrections do not maintain information in standardized form. The new system will more readily provide information to be used in the disposition of cases, in determining appropriate rehabilitation, and by various elements of the criminal justice system.

Those grants are in addition to the \$795,300 in block action funds for the District for fiscal year 1970.

The District of Columbia grants will provide useful information for possible nationwide application. When the police department reaches its authorized strength, per capita manpower will be nearly double that of most large cities. This will provide an opportunity to assess the effect of such staffing on crime patterns and the ability of the District of Columbia Police Department to make utmost utilization of its personnel. The narcotics grant will support laboratory services to provide prompt, reliable data on patient's drug use; data processing services which will be used to evaluate the impact of the program; and aftercare services for addicts including counseling, supervision, training, job placement, medication, laboratory tests, social activities, residential and other services necessary to support the patient's rehabilitation. The information system will produce meaningful, accurate statistics and permit an evaluation of the District's entire criminal justice system or any one of its components.

Dayton, Ohio. Four separate LEAA discretionary grants went to the police department of Dayton, Ohio. In addition, an LEAA discretionary grant to develop an alcohol and drug rehabilitation program, and a special "pilot city" grant from LEAA's research and development arm went to the city of Dayton and Montgomery County. Together, the money going to Dayton from these six grants totaled \$711,366.

The pilot city grant totaled \$238,399 and is designed to produce a model criminal justice system through intensive, coordinated studies and projects for improvement of police, courts, and corrections agencies. (Dayton and Montgomery County were the

second "pilot city" chosen under this program. The first was also, jointly, the city of San Jose and Santa Clara County in California.)

The other five grants:

—\$149,506 to the Dayton Police Department to develop "team policing." Thirty-six policemen will be given special training and will perform all police functions in a test area. This will mean that, unlike standard police practices, no specialists from headquarters will be assigned to the test area. The 36-man corps will be trained to handle all police duties—ranging from criminal investigation to family crisis intervention to aid for delinquent youths. The team's officers will be selected jointly by the Police Department and community representatives. Twelve community service officers—all civilians—also will be assigned to the police team. Dayton will finance the bulk of the project's cost, spending \$695,119 in the next 12 months.

—\$98,595 to the Dayton Police Department to create a "Conflict Management Program" to develop better police-community relations, identify and resolve conflicts between the community and police, and develop for police a number of non-arrest alternatives for dealing with community conflicts. The Department will use a variety of personnel: conflict management specialists, neighborhood policemen, and community organizers who will work with community groups. Activities will cover four areas: Conflict identification, public information, community organization and related assistance to community groups involved in confrontation, and youth aid. Dayton will finance the bulk of the project's costs, spending \$198,856 of its own funds.

—\$10,000 to the Dayton Police Department for psychological screening and counseling for policemen assigned to the New Team Policing program, plus screening of new police applicants.

—\$14,866 to the Dayton Police Department for a police legal advisor.

—\$200,000 to the Dayton Division of Health to develop an alcohol and drug rehabilitation program. More than half of Dayton's arrests each year are for offenses related to alcohol and drugs. An effective rehabilitation program would reduce such crimes as robbery, assault, and shoplifting. Two centers will be created to screen persons taken into custody for alcohol or drug abuse-related offenses. Where appropriate, they will be given intensive hospital treatment and then sent to rehabilitation facilities. There also

will be out-patient service. Dayton will contribute \$139,116 to the project's first-year costs.

Narcotics and alcohol addiction. The problems of narcotics and drug addiction and dealing with alcoholics are serious ones for police. Some experts have estimated that narcotics may account for as much as 50 percent of big city crime. It may cost an heroin addict as much as \$25,000 a year to support his habit. If he steals to support that habit, he may have to steal a great deal in order to be able to sell what he steals to a fence and make \$25,000 a year. Similarly there are an estimated 6.5 million persons in the country with a serious alcohol problem and about 1.5 million of those are classified as chronic addictive alcoholics. Americans are becoming addicted to alcohol at the rate of about 200,000 a year. While alcohol addicts who become drunk in public and create a police problem make up about only eight percent of the chronic addict population, in 1965 they accounted for approximately two million arrests in the United States. That means that one out of every three of all arrests was for the offense of public drunkenness, creating a very heavy load on police. A number of LEAA discretionary—and also research—grants are aimed at these two problems.

STOL aircraft. A discretionary grant of \$127,612 was given to test the use of short take-off landing (STOL) aircraft in police work in Dade County Florida. This will be the first time that a police department has been able to conduct extensive tests of a STOL aircraft, which can operate at speeds ranging from 30 to more than 165 mph, can take off and land from a strip 660 feet or less, and can carry up to six persons or one pilot and a half-ton of cargo. The Dade County test is designed to determine the use of this aircraft both by itself and as a companion unit for helicopters—not necessarily as a replacement for them. Dade County will supply \$90,776 in matching funds and LEAA is making a separate grant of \$44,208 to the Cornell Aeronautical Laboratory of Buffalo, New York to evaluate the Dade County project. Dade County officials plan to use the aircraft for such assignments as search and rescue, patrols in rural and semi-rural areas, patrols in coastal and inland waterways and surveillance and photographic work.

Examples. Discretionary grant programs are emphasizing expanding laboratory services for police; command and executive development; professional

assistance for police in the form of legal advisors and psychiatric consultants; statewide and police criminal justice standards and training systems. Some examples of discretionary grants in FY 1970:

—\$175,000 to Michigan to decrease crime and vandalism in two public housing projects in Detroit. An eighty-man civilian patrol will be established to: provide policing of two multi-story housing units; make residents aware of the increased security measures, and involve them in a Citizen Education Program on crime and personal safety. The project will employ residents, particularly young men, in providing this security. The Detroit Police Department will provide the special training needed and local precinct personnel will maintain active liaison as the project continues.

—\$150,000 to California for an Oakland Police Department effort to reduce street crime through a citizen-police cooperative program that will include: public education via direct mail and the news media, and 31 citizen forums—in Spanish and English—in four high-crime areas.

—\$150,000 to the Kentucky Commission on Law Enforcement and Crime Prevention to administer regional research and training programs and to study the need for service and research centers in or serving Alabama, Florida, Mississippi, North Carolina, South Carolina, Tennessee and Kentucky.

—\$150,000 to Florida for the Fort Lauderdale Police Department to create a special 49-car patrol force to reduce street crime.

—A \$150,000 grant to Arizona for the Phoenix Police Department will be used to create an elite, anti-robbery team. The grant will be used to train officers, buy surveillance equipment, lease vehicles, and pay overtime.

—\$150,000 to Texas for the Dallas Police Department, which will create a Police Expeditor Unit. The unit will screen calls for service in order to free the patrol force for the most urgent calls and speediest possible response.

—A \$150,000 grant to Florida will be used by the St. Petersburg Police Department to equip and operate a police tactical unit that will perform in high-crime areas or during emergencies. The grant will help to provide salaries, vehicles, and other equipment.

—\$150,000 to Nebraska to enable Omaha to create a special police unit to fight street crime. Omaha will operate 10 new motorized units, spec-

ially trained, to patrol high crime areas; supplementing regular night-time patrol; and conduct public education through community meetings.

—\$150,000 to Florida for a Tampa Police Department burglary-robbery control program. The police department will use the grant to equip its Selective Enforcement Unit with four additional cars and to buy 20 STAVS (Sensortized Transmitted Alarm Video System) units to be installed in selected locations.

—\$150,000 to Michigan for the Flint Police Department to conduct special patrols—by foot and motor scooter—in the Oak Park Renewal Area. During the six-month project, the police will experiment with using a summons rather than arrests for minor crimes to give police more time to devote to urgent anti-crime needs.

—\$150,000 to California for the Sacramento Police Department to recruit, train, and employ 10 civilians as community service officers.

—\$150,000 to Alabama for the Birmingham Police Department to buy communications equipment, doubling its radio channels from two to four.

—\$150,000 to Nevada to enable the Las Vegas Police Department to create a 26-man investigative team specially trained in police-community relations. They will use preventive patrol techniques, surveillance, and stake-outs, and seek to reduce crime through citizens' cooperation and involvement.

—\$150,000 to Florida for a Jacksonville project in which police youth specialists will be assigned to selected schools. They will counsel youths and their families and develop special programs. This coordinated project will also involve juvenile court personnel and the Department of Child Services.

—\$141,146 to Ohio for the Cleveland Police Department which will improve its techniques for collecting and preserving evidence. Two fully-equipped cars will be assigned to each of six police districts and 51 officers will be selected and trained as technicians, giving the police force a total of 120 technicians.

—\$140,655 to Rhode Island for the Providence Police Department to increase its patrol of low-income housing projects. The police department will recruit, train and assign 22 "community protection officers" for this effort.

—\$130,500 to New York for a Buffalo Police Department plan to increase police ability to prevent crime and create added police visibility by adding 66

marked cars to the present fleet being used by its officers on and off duty.

—\$112,677 to Ohio for use by the Cleveland Metropolitan Housing Authority to reduce criminal activity in the Housing Authority's high-rise apartment buildings for the elderly. The project provides for the establishment of "resident guides," who will receive training in first aid, neighborhood surveillance, and crime reporting. The training as well as the guide's activities will be limited due to the age of the participants and the scope of the project is limited to enable the residents to be the "eyes and ears" in reporting crime to the proper authorities.

Corrections

The \$9,136,084 for corrections programs includes the amount of \$1,082,819 to fund 14 programs for juvenile officers as part of the large city special grants program. The remainder of that amount is distributed among the five program areas in which discretionary grants were sought for corrections by LEAA as follows:

—\$5,677,497 to fund 58 community based correctional programs.

—\$1,222,547 to fund 17 correctional centers (jail and juvenile detention improvement programs).

—\$166,876 to fund two multi-state facilities for special offenders.

—\$483,332 to fund five programs in correctional training with emphasis on development of managers and experts in training.

—\$190,500 to fund 29 programs in executive development, principally fellowships.

—\$252,717 to fund six miscellaneous corrections programs.

Community-based corrections. Clearly the principal emphasis of the discretionary fund effort in corrections was to encourage the development of community based programs, those that minimize the use of institutions. Community-based corrections programs, it is felt, hold the greatest promise of most effectively rehabilitating the greatest number of offenders in the

shortest possible time. The effort was also to encourage the replacement of outmoded corrections facilities and for the provision of juvenile detention facilities where they were lacking. The state plans for fiscal 1969 indicated that in many states, probation and parole systems were deficient in services, resources and programs. The fiscal 1970 discretionary grant guide said particular emphasis would be placed on such factors as marshalling the resources of private sectors and the community in the training, employment, placement and guidance of offenders, and also in the use of volunteers and ex-offenders as case workers. Special emphasis was also placed on juvenile and youthful offender projects in the degree of community commitment.

The response to the community-based programs component of the discretionary guide paralleled the emphasis given to such programs throughout the nation in the block action grant categories. About \$20 million worth of applications for discretionary grants for community-based programs were received. Those not approved, because sufficient funds were unavailable, will be processed for consideration by the administrators early in the 1971 fiscal year. During fiscal 1970 LEAA clearly gave heavy support—and encouragement—to the nationwide trend toward community-based correction programs. The more than \$16 million in block grant program funds going for this purpose brought total LEAA support, including discretionary grant support, to more than \$22 million.

Multi-state efforts. The two multi-state efforts proved somewhat difficult to administer. It apparently will take more effort to get appropriate groupings of states together in studies and discussions leading toward regional arrangement for the care and treatment of special offenders, as well as for the regional training of correctional managers and experts in agency training.

Fellowships. Of the two components of the fellowship program, executive development and inter-agency transfers, only the graduate fellowships under the first component were funded. There were no

requests for inter-agency transfer fellowships. The corrections fellowships ranged from \$4,000 to \$8,000 each and included payment of tuition and fees and other educational costs. If necessary a stipend of not more than \$5,500 was included to cover travel, housing, dependents and other living expenses. Also, corrections agencies were expected to continue the recipient's salary or at least a substantial part of it during his fellowship period. The corrections fellowships were for graduate study only and were intended to support one academic year of full-time study in social service administration, public administration or criminal justice administration.

Juvenile delinquency. One example of a juvenile detention project was a discretionary grant of \$125,000 provided by LEAA to support construction of a regional detention and diagnostic center for delinquent children in the Arrowhead region of Minnesota. The center will provide treatment for delinquent children from the seven county area which has a population of 319,927. There are no existing detention facilities for children in that part of Minnesota and as a result children have been placed either in county jails or taken to detention centers in Minneapolis or St. Paul, hundreds of miles away. Children in the 20-bed detention center will receive clinical and diagnostic services to help determine the kind of rehabilitation program needed for each one. Out-patient clinical service will also be available. The total projected cost for the center is \$500,000. The state and local sheriffs' share of construction costs will be divided among the participating counties and will include a state subsidy of not more than 50 percent.

Large grants. The North Carolina Department of Juvenile Corrections received \$190,517 to establish a youth services center that will provide diagnostic and treatment services in 18 counties. The center will be in Asheville on the grounds of the department's juvenile evaluation center. North Carolina also received \$184,984 for its job placement program for offenders. The Division of Law and Order of the state's Department of Local Affairs will contract with

a private firm in Chicago to operate the project and obtain job guarantees under a \$1 million statewide National Alliance of Businessmen contract. Each offender will receive a range of services, such as counseling, job coaching, job placement, medical and dental service, child care assistance, legal aid, transportation, social and welfare services and other assistance. The private firm will also conduct a seminar for industry executives who provide positions in their plants to be filled by offenders.

South Carolina will receive \$314,433 for two different projects. A \$200,000 grant will enable the state's Department of Juvenile Corrections to expand its central diagnostic and consultative services to serve all local and county courts. The majority of counties in the state have neither probation nor after-care services for juveniles. A \$114,433 grant will assist the state's Department of Corrections in financing "Project Re-Entry," a community center that will be located in North Charleston. It will aid offenders just prior to their release from correctional institutions with training, employment placement, and guidance services.

Small grants. Some of the grants are smaller. The Nebraska Commission on Law Enforcement and Criminal Justice received \$59,796 which it will sub-grant to the Omaha-Council Bluff Metropolitan Area Planning Agency. The Agency will plan a new community correctional center for Pottawattamie County, Iowa, and Douglas County, Nebraska. The center will be designed for innovative rehabilitation and the use of all federal, state and local resources in treating offenders. The scope of this project encompasses a thorough inventory and analysis of existing practices from arrest through reintegration into the community. The objective is to minimize detention and jail sentences. To help achieve this, innovative treatment programs will be developed as well as a creative architectural design. This approach represents a model that other communities may follow in planning similar replacements to long outmoded jails.

A grant of \$51,734 went to the Oregon Corrections Division for development of a community treat-

ment center (a halfway house) for women, in the Portland Metropolitan area. At the present Oregon has only one institution for women—which was designed as a close security facility. This new center, to be developed with LEAA funds, will be for offenders from both Oregon and Idaho, and will be used for community-based treatment as an alternative to imprisonment.

A \$34,997 grant was made to help plan a series of improvement programs at the Kent County jail in Grand Rapids, Michigan. One of the study's main goals will be the development of more effective methods to rehabilitate offenders. The grant was made to the Michigan Commission on Law Enforcement and Criminal Justice which will subgrant the money to Kent County. Kent County will contribute some \$23,000 of its own funds to the project. The present jail was built in 1958 and was designed to house 242 inmates. The County reported to LEAA that the jail has been operating at 50 percent above capacity most of the time since it was opened. That meant, according to the application for the grant, that an average of 127 men slept on the floor every night. The Kent County study will have three major goals: (1) developing new methods to reduce the number of jail admissions, including possible use of a summons rather than arrest in certain cases and increased use of probation where appropriate; (2) development of new correctional services, including expanded diagnostic treatment of offenders, work and school release programs for certain offenders, vocational and academic training, and special programs related to drug and alcohol abuse; (3) after building needs connected with new programs have been determined, an architect will design an expanded jail facility.

Seattle project. One particularly innovative training program for correction personnel was established in Seattle with the help of a \$61,396 grant from LEAA. This brings together a group of corrections personnel such as judges, probation and parole officers and others for a week-long stay at a hotel in one of the poorest sections of the city. During the week those attending seek jobs—after inventing criminal or other histories that would make it difficult to gain employment. The purpose of this program is to demonstrate to those concerned with administering the corrections program that correctional institutions are often less responsive to people who need help than they had imagined. The goal is to make the administrators more effective in their efforts to improve the system

by deepening understanding of how it affects those who come in contact with it.

Large city grants. A number of projects involved corrections programs funded through the large cities special grant program:

—Manchester, New Hampshire will be expending \$246,507 (\$146,250 LEAA funds) to develop and implement a comprehensive youth service program. This program will link the courts, police, schools, welfare, recreation, model cities, health, and other interested departments in promoting programs that will facilitate the early detection, coordination and promotion of rehabilitation services, identification and treatment of the causes of delinquency and, most important, address itself to the importance of keeping young people out of the criminal justice system. Manchester is a city of approximately 100,000 people with 18.5 percent of its population under 18 and a high school drop-out rate of approximately 9 percent.

—A \$207,597 large city grant went to New York to help finance an expansion of the Bronx Community Counseling Project which began in April 1969. The Project treats juvenile and adult offenders who would ordinarily be sentenced to institutions. The LEAA grant will provide job development, job counseling, and tutorial services. Volunteer Opportunities, Incorporated, a non-profit social service organization, directs the Project, which is also sponsored by the New York City Criminal Justice Coordinating Council.

Examples. Thus LEAA discretionary grant programs during fiscal 1970 funded projects in such areas as prison architecture, correctional laws, work release programs, alternatives to incarceration, the legal rights of prisoners, and correctional training. Examples of other discretionary grants in this area in FY 1970:

—\$200,000 to the Massachusetts Department of Youth Services, to establish a 60-bed resident-treatment center for juvenile offenders; in cooperation with the Department of Mental Health, begin a treatment program for young drug offenders; develop outpatient drug treatment-prevention programs; train Department personnel and those of related agencies, and juvenile agencies in other Northeast states.

—\$199,939 to the Illinois Department of Corrections to conduct a job training and placement program. The state will contract with the Portland Cement Association, of Skokie, Illinois, to train and place ex-offenders in the cement finishing, masonry,

plastering, and allied trades. The goal is to obtain up to 800 job commitments in the first year.

—\$199,049 to the Connecticut Department of Correction to establish a correctional center and work-release program in New Haven. Project personnel will begin working with offenders while they are inmates in Departmental institutions and will continue working with them after the parole periods end. About 40 persons will live at the center with up to 150 participating in center programs.

—\$196,310 to the Virginia Probation and Parole Board, which will conduct a job training-placement-social services program in the Richmond area for parolees, ex-parolees, and persons formerly on probation. The project will aid 90 parolees from the Virginia State Prison system, and some 200 ex-probationers and parolees. Job commitments will be developed under the Department of Labor-National Alliance of Businessmen program—Job Opportunities in the Business Sector (JOBS).

—\$182,375 for the Oklahoma Department of Corrections to establish a pre-release center at Shawnee to help offenders make the transition from institutions to community life. The offenders will be counseled, assigned to community treatment centers, and offered job training, work release, and educational services.

—\$141,119 to Utah for a correctional program in Ogden, Utah, conducted by the Department of Corrections and Thiokol Chemical Corporation, offering training, jobs, and treatment services to offenders.

—\$127,340 to Kentucky for a community services program conducted by the Division of Probation and Parole, Department of Corrections. Nine new community service officers will train volunteers to aid probation and parole counselors.

—\$124,300 for the Massachusetts Department of Corrections to establish a job training and placement program for offenders and ex-inmates. A committee—representing governmental and private agencies, industrial firms, and schools—will use their own and other resources for the rehabilitation effort.

—\$120,613 to New York for the Nassau County Crime Council, Mineola, to open three halfway houses—two for teen-aged boys and one for girls.

—\$117,540 to Louisiana to study the feasibility of

building a multi-parish (county) prison in the New Orleans area. The study will be conducted by the Regional Planning Commission for Jefferson, Orleans, and St. Bernard Parishes and will examine the legal, economic, and social benefits of a regional prison.

—\$112,810 for the Maryland Department of Juvenile Services in Baltimore to establish a youth residence and development center serving delinquent Baltimore youth, between the ages of 15 and 18, who need supervision. The center will be operated by the YMCA of Greater Baltimore.

—\$100,068 to Kentucky for the Eastern Kentucky University, Richmond, to conduct a management training program for Kentucky, Tennessee and West Virginia correctional personnel.

—\$100,000 to Minnesota to assist Hennepin County in planning correctional facilities.

—\$96,432 to the Oregon Division of Corrections to conduct treatment programs for offenders in Medford, Salem, Eugene, and Portland, demonstrating the effective use of community services and manpower: students, volunteers and ex-offenders.

—\$95,371 to Tennessee for Chattanooga to establish a community residence treating youths, 15- to 20-years-old, referred for counseling by the juvenile court.

—\$89,500 to Michigan to enable the Wayne County Board of Commissioners to plan a detention and rehabilitation facility for juveniles, serving 43 units of local government—including Detroit.

—\$88,463 to New Jersey to operate a community treatment center in Camden. The center will treat delinquent youths, 14- to 16-years-old, who would otherwise be committed to a state correctional facility.

—\$85,645 to the Arizona Department of Corrections to establish two halfway houses for juveniles released from state correctional institutions. A boys' residence will be in Phoenix, one for girls in Tucson.

Organized crime

The principal emphasis in fiscal 1970 LEAA discretionary grants in the organized crime area was to encourage the creation of inter-state intelligence, analysis and dissemination centers and also to en-

courage the creation of statewide organized crime intelligence units as well as statewide investigator and prosecutor units.

Three areas. The more than \$4 million for organized crime discretionary grants was distributed among those three major areas. A total of \$1,018,416 went to fund three inter-state intelligence analysis and dissemination centers. A total of \$1,549,753 went to fund 14 statewide organized crime intelligence units. A total of \$1,197,612 went to fund seven statewide investigatory and prosecutorial units. A total of \$125,000 funded three miscellaneous units. In addition, under the large city special grants program, a single grant of \$150,000 was also made to fund an organized crime program.

Interstate projects. Clearly the most important single discretionary grant in the organized crime area—as well as the largest—was the award of \$598,430 to help finance an organized crime intelligence system for the six New England states. It is the first such interstate effort in the nation. The two other grants to support interstate intelligence efforts were: \$251,554 awarded to New Jersey to permit the Waterfront Commission of New York Harbor, which has its office in New York City, to expand its investigative and surveillance activity in the New York-New Jersey Harbor area; and \$168,432 awarded to help finance state and local elements of the Southern District of New York (Manhattan) Organized Crime Strike Force.

The six New England states—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont—will undertake a joint program to collect and analyze intelligence data and devise a plan of action against organized crime. Each will share with the others the information on organized crime possessed by the State Attorney General's Office and the state police. They will also continue to pool such information in the future. Such programs are unprecedented at the state level. By collecting and analyzing such data, the states will be able to locate areas of business infiltration by organized crime. They can also map the flow of illicit goods and funds and services through their states. They can identify rack-

eteers and their associates and they can determine methods and types of illegal activities. Finally, they can monitor changes that occur in the pattern of organized crime activities. This project is the most extensive ever devised by states themselves to combat organized crime on an interstate level.

In addition to sharing intelligence information, each state will provide financial support, personnel, and will undertake to secure participation and cooperation from the cities within its border. The project is sponsored by the New England Association of Attorneys General and the New England State Police Administrators' Conference and is endorsed by the New England Governors' Conference. The grant itself is to the Massachusetts Committee on Law Enforcement and Administration of Justice, which will act as the grant administrator. As soon as the system is operational it should produce information that will be useful in striking back comprehensively at organized crime in New England. Ultimately, the project should provide information about racketeers' activities, organizations, systems, and procedures. It will also produce new techniques for evaluating information on organized crime, for generating and updating intelligence estimates, and for designing strategy to use in combatting organized crime. It will provide experience on the practical aspects of coordinating law enforcement activities against organized crime.

The New England Organized Crime project will be supervised by 11 officials: The head of the state police or public safety department in each state, and the Attorney General of each of the five states where that office carries criminal jurisdiction responsibilities. (Connecticut's Attorney General does not have criminal jurisdiction.) A progressive method for evaluating the system has also been devised. Criteria for evaluation will include how the system has damaged the organized crime structure, stopped illegal activities, altered the penetration of legitimate business, cut off financial sources, increased the recovery of evaded taxes, and identified members of organized crime and their associates.

The combined effort to share intelligence in order to provide more effective investigation and prosecution of organized crime was designed to demonstrate to what extent local and regional initiative can suc-

ceed in hampering organized crime. The program could be the forerunner of similar efforts by groups of states throughout the nation.

When the project is operating at full strength, it will include 30 intelligence agents deployed throughout the six states. Under the 11-man joint steering committee the project will also have a policy board, an intelligence system review board, a strategy coordination board, a data collection network and an analysis and dissemination center. Including the project director, deputies, administrators, investigators, and clerical employees, there will be a total of 48 people employed as project staff.

New York-New Jersey project. In another important organized crime program, New Jersey will administer the grant to expand the investigative surveillance activities of the bi-state Waterfront Commission of New York Harbor. The Commission will add six special agents and two attorneys to its investigative staff and will purchase special equipment for more intensive patrol of its docks and piers. The goal is to eliminate organized crime on the waterfront in both states.

Southern District of New York. The third grant—to the southern district of New York Organized Strike Force—is intended to create a model to serve for other similar task forces. The grant went to the New York State Office of Crime Control Planning which will manage the funds to meet the needs of state and local participants in the strike force. The strike force was formed in July 1969 under the cooperative leadership of the U.S. Department of Justice and New York state and city agencies. The state and local agencies include: New York County District Attorney's Office, New York State Attorney General's Office, New York State Liquor Authority, New York State Police Department, Bronx County District Attorney, Westchester County District Attorney and the bi-state Waterfront Commission of New York Harbor.

The LEAA grant will be used to help finance non-federal participation in investigative activities both within and without the southern district and also to help finance protection of witnesses and informants.

Other projects. Work also went ahead during Fiscal 1970 on two major projects—both started at the end of fiscal 1969—which involve current interstate cooperation against organized crime or have great relevance to such coordination in the future.

In one project, the Florida Department of Law Enforcement received \$100,096 to initiate an Inter-

American and Caribbean Intelligence network for the transfer of organized crime intelligence data. Information indicates that the ease of travel throughout the Caribbean, Central America, and South America has facilitated certain organized crime activities. Efforts to combat traffic in gambling devices and narcotics have been hampered by lack of facilities for intelligence data exchange and other cooperative law enforcement arrangements. With LEAA funds, Florida, Puerto Rico, and the Virgin Islands have spearheaded the establishment of a cooperative effort against organized crime. A telecommunications network has been developed and is currently in operation, linking the three jurisdictions. Equipment has been purchased and installed, and Florida, Puerto Rico, and the Virgin Islands are now exchanging useful intelligence data on various organized crime activities. The Inter-American and Caribbean Intelligence Group has successfully formalized intelligence sharing among the three participating units. This cooperative liaison is fostering a coordinated approach to organized crime control. The Intelligence Group, for example, has been cooperating with the U.S. Department of Justice organized crime field office in Miami. Plans call for eventually expanding the Intelligence Group to include other interested agencies in Central and South American countries and other Caribbean islands.

The other large-scale fiscal 1969 project on which work progressed during fiscal 1970 supported development of a computerized organized crime intelligence system—which would be the first of its kind in the nation. The states of Massachusetts, Connecticut, New York, Pennsylvania, Illinois, and California joined together to help develop the model system with the help of \$174,176 in LEAA funds. Technical assistance on the project is furnished by the Organized Crime and Racketeering Section of the Criminal Division of the U.S. Department of Justice. At present, intelligence and information systems for organized crime are kept on manual files—which makes retrieval of data often difficult and time consuming. The new system would be designed to provide for the conversion of manual files—and eventually all intelligence data—into a computerized format for rapid correlation, indexing, analysis, retrieval, and dissemination. Programs will be devised for obtaining from the computerized system needed patterns, trends, and other analyses. The ability to obtain such complex information is essential if organized crime programs at the state, local, or federal levels are to

develop new strategies, better avenues of intelligence, more effective techniques of investigation—in short, more effective over-all methods to combat organized crime. When completed and perfected, the computerized system's design would be made available to states which want to develop such capabilities. States could, for instance, not only develop such a system for statewide use, but also make the system compatible with the computerized systems being developed by other states. By the end of fiscal 1970, for instance, one participating state already had completed the computerization of intelligence data on one major organized crime group in a city in a large Eastern state.

Training grants. New organized crime enforcement training programs have been instituted with LEAA help and support in New Jersey, Florida, Connecticut and Michigan. Other programs included assistance for the formation or expansion of a number of organized crime intelligence units in the Texas Department of Public Safety; the Iowa Department of Public Safety; the New York State Identification and Intelligence System; the Florida Department of Law Enforcement; the Michigan State Police; the Washington State Police; the Indiana State Police; and rackets bureaus in the offices of state attorneys general in Wisconsin, New York, Michigan and Rhode Island as well as several organized crime prevention councils in Georgia, Mississippi, and Ohio. One of the most significant grants was that to the office of the attorney general of Illinois.

Illinois project. The Illinois grant was for \$250,540. It is particularly significant because it marks the beginning of a very important technique—bringing the use of civil law in the anti-trust and tax fields to bear in the fight against organized crime by states.

In using criminal law to fight organized crime, enforcement agencies are able to prosecute only individuals who can quickly be replaced. Using civil law to fight organized crime is unique in that it has the advantage of attacking the entire organization. Civil action can be brought against companies as well as individuals and this approach could have an impact on the entire structure and put an economic squeeze on syndicated crime enterprises. Organized crime frequently operates by infiltrating legitimate businesses. In some cases it has monopolized the control, distribution and placement of vending machines in retail establishments. In other instances it has taken over almost complete control of private refuse collection.

Civil law may be used to force disclosure of the ownership of a business where that ownership is kept secret or to put a stop to funneling off profits of legitimate enterprises. The failure of criminal organizations as well as individuals to report their entire income, whether legally or illegally gained, is of course a violation of the tax law.

The staff of the Illinois organized crime unit will be composed of six investigators and eight attorneys as well as administrative personnel. The unit will be part of an existing criminal justice division in the office of the state attorney general. The state Attorney General has the only office in Illinois with the authority to exercise anti-trust powers. Therefore it was the ideal location to establish a prosecutorial unit which will employ anti-trust investigations and prosecutions in close cooperation with the existing anti-trust division of the state attorney general's office.

In addition, revenue matters will involve coordination with the federal Internal Revenue Service and the Illinois Department of Revenue. Also, official misconduct and corruption is a vital area in attacking organized crime. Vigorous investigation and prosecution of guilty individuals should prove to be a major factor in reducing organized crime.

The traditional organized crime areas will not be ignored. Legitimate liquor establishments will be monitored to reduce the possibility of infiltration by individuals involved in organized crime. Trafficking in drugs will be given special attention. This aspect of the effort will be coordinated with the Narcotics Branch of the Illinois Bureau of Investigation. Assistance to local governments will be given in connection with their efforts to prosecute individuals involved in organized crime activities.

Both the New England inter-state organized crime intelligence system and the program in the Illinois Attorney General's office are important because they serve as models for other systems that could be created in groups of states or in individual states.

Large grants. Other large grants went to establish or support statewide organized crime units. For instance:

Florida received \$290,626 to expand the Florida State Organized Crime and Racketeering Strike Force. The grant went to the Florida Inter-Agency Law Enforcement Planning Council. The grant will provide for increased staff which will investigate, collect, analyze and distribute data on organized crime fig-

ures and will also be available to assist local police throughout the state.

California received a grant of \$250,000 to establish a statewide resource pool of experts within its Department of Justice. The pool will be composed of accountants, prosecutors, and law enforcement technical specialists, and will include technological aides to assist in organized crime investigations and prosecutions. The pool will be available to local jurisdictions and to other state agencies.

New Jersey received \$255,338 in two grants for organized crime programs directed by the Division of State Police. The Division will expand both its statewide organized crime unit, adding personnel to assist local police and prosecutors, and also its intelligence unit, which will develop training and technical assistance for local agencies.

New York received \$250,000 to develop a statewide criminal task force on organized crime. It will be directed by the State Attorney General with state police as the principle investigators. It will aid local police and prosecutors particularly those with small prosecutors' staffs.

Texas received \$213,669 for a statewide organized crime intelligence unit to collect, analyze and disseminate organized intelligence and to assist investigative and prosecutive agencies.

West Virginia received \$193,739 to develop a statewide organized crime intelligence unit to be formed from the state's Purchasing Practices and Procedures Commission staff. The unit will include six criminal investigators from the Department of Public Safety. At the end of two years the unit will become a permanent part of the Department of Public Safety.

Louisiana received \$183,103 to establish a statewide intelligence unit on organized crime. The grant will provide for staff and equipment for a special unit within the Department of Public Safety for intelligence activities in the metropolitan New Orleans area.

Small grants. Not all of the statewide grants were large ones. For instance, Michigan received a grant of \$67,300 to assist its new strike force against organized crime. The award was made to the Michigan Commission on Law Enforcement and Criminal Justice which subgranted the funds to the newly created Michigan Intelligence Network Team (MINT). MINT is a multi-agency unit formed to conduct coordinated surveillance on persons involved in orga-

nized crime with the intent of accumulating effective legal evidence for prosecution. Although seven law enforcement agencies already engaged in organized crime operations have agreed to lend 20 officers and agents to establish MINT, all the agencies do not have funds for purchasing the necessary equipment.

The LEAA grant will assist in acquiring and operating equipment such as cars, hand-held and base station radios and mobile and base station radio message scramblers. The new MINT effort is intended to provide a continuous, cooperative surveillance and enforcement program built upon the work of the previously established Michigan Intelligence Network, a 300 member police agency organization which accumulates and exchanges organized crime intelligence information on a statewide basis.

Examples. Here are some of the other discretionary grants made by LEAA in fiscal 1970 in the organized crime area:

—\$150,000 to Florida for a Miami Police Department organized crime control program. The department will form six new investigative teams for surveillance, and vice and narcotics control; and conduct a public education program, and a training workshop for all officers.

—\$150,000 for the Indiana State Police to establish a statewide organized crime intelligence unit to collect, analyze, and disseminate organized crime data, and develop training programs and offer technical assistance to local agencies.

—\$138,880 for Wisconsin's Division of Criminal Investigation, Department of Justice, to expand its Attack Force on Organized Crime, now operating only in Milwaukee, to seven counties.

—\$84,663 to Colorado for the Denver District Attorney's Office to create an organized crime unit that will include investigation and prosecution.

—\$77,950 to Florida for the Dade County Public Safety Department, Miami, to recruit and train new personnel for its Organized Crime Bureau, and to hold a series of training conferences for its personnel and neighboring police departments.

—\$49,965 to Washington State to establish a statewide organized crime intelligence unit in the Office of the Attorney General, which will offer technical assistance to local agencies.

—\$48,200 to Rhode Island to expand its statewide organized crime unit, adding attorneys and investigators under the direction of an assistant attorney general.

Civil disorders programs

More than \$3 million used to fund grants to prevent and control civil disorders was distributed among riot control and disorders programs and also among the police-community relations category of the special grants program for large cities.

Police-community relations. Since the best way to control civil disorders is to prevent them and one of the most effective ways of preventing them appears to be improving police-community relations, the large city special grants program is particularly important. In fact almost two-thirds of the money given in the civil disorders area by LEAA for discretionary grants was in this category. The police-community relations grants went to 18 separate large cities. They totaled \$1,985,756. They included grants of \$107,062 to the Georgia State Planning Agency for the City of Gainesville; \$150,000 to the Nevada SPA for the City of Las Vegas; \$78,759 to the California SPA for the City of Fresno; \$150,000 to the California SPA for the Oakland Police Department; \$150,000 to the Colorado SPA for the City of Denver; \$232,886 to the Illinois SPA for the Chicago Board of Education; \$150,000 to the Indiana SPA for the City of Gary; \$149,910 to the Kentucky SPA for the City of Louisville; \$21,295 to the Massachusetts SPA for the City of Cambridge; \$129,455 to the Minnesota SPA for the City of Minneapolis; \$131,389 to the New Jersey SPA for Atlantic City; \$69,955 to the North Carolina SPA for the City of Winston-Salem; \$21,320 to the North Dakota SPA for the Fargo Police Department; \$149,506 to the Ohio SPA for the Dayton Police Department; \$6,840 to the Ohio SPA for the City of Toledo; \$150,000 to the Oregon SPA for the City of Portland; \$53,299 to the Wisconsin SPA for the City of Milwaukee. The first two of those grants to Gainesville and Las Vegas were multi-purpose grants. They were also granted to support programs designed to foster safe streets and prevent violent crime.

The remaining money included \$500,400 spent in financing 14 grants to provide civil disorder technical assistance units at the state level; \$481,477 to provide eight civil disorder prevention units and coordination programs; and \$55,000 to fund two programs in the area of mutual aid compact and program development.

SEADOC. Perhaps one of the most significant grants was the award of \$153,470 to train local and state

police and other officials in planning and conducting programs for the orderly control of civil disorders. This grant will finance training for some 800 persons over a period of 18 months at the Senior Officers' Civil Disturbance Orientation Course (SEADOC), at Ft. Gordon, Georgia. Two courses will be scheduled each month with space in each reserved for 23 state or local officials. These trainees must be sponsored by or be members of a law enforcement agency and must be nominated by their state law enforcement planning agency. The grant was awarded to the Maryland Governor's Commission on Law Enforcement and Administration of Justice, which will coordinate the grant because of its proximity to the Department of Defense in Washington, D.C. Applications from local police departments will be processed through the other 54 state planning agencies.

Campus disorders. Another significant program is a \$128,000 contract for studies of prevention and control of campus disorders to the firm of Daniel Yankelovich, Inc., of Stamford, Connecticut. The contractor will hold a special conference for college administrators, business executives, and public officials in order to develop a handbook of suggested guidelines for college and public officials on how to ease campus tensions and prevent disorders. The handbook will also offer information, should prevention fail, on how to control disorders with a minimum of force.

Oklahoma received a grant of \$150,511 to allow Oklahoma City to establish a special police-community relations unit consisting of community service cruisers. This unit, staffed by community service officers, will use five specially marked station wagons equipped with radios and a variety of emergency equipment to perform first aid and rescue service. Working on a 24 hour basis in selected minority group communities, the units will provide services involving family crisis intervention, the handling of mental patients, neighborhood problem solving and referral services, crowd control, and searches for lost children. While not on specific assignment, personnel will attempt to establish better relations with residents and to stimulate positive action toward better police-community relations.

New Jersey received a grant of \$131,389 to enable the Atlantic City Department of Public Safety to establish a community service bureau. The bureau will mediate citizen complaints, establish and supervise a junior police squad and a police athletic league

for boys, conduct a survey of community attitudes toward police and supervise a police liaison unit in the Atlantic City High School.

Three areas. The general thrust of the three discretionary fund areas in the civil disorders program was to assist the states to develop a more comprehensive and systematic planning and implementation capability and to assist the cities to develop special capabilities in both planning and tension reduction.

The three programs and the states or cities which participated in them included:

1. Programs to establish civil disorder technical assistance units at the state level in order to assist states to plan and coordinate civil disorder programs: Connecticut, Florida, Georgia, Idaho, Indiana, Kentucky, Michigan, New Jersey, Oklahoma, Ohio, Puerto Rico, South Carolina, Virginia, and West Virginia.

2. Programs to support mutual aid compact and program development included a grant of \$30,000 to Kentucky and \$25,000 to Michigan.

3. The 8 states participating in the third program—which was civil disorder prevention units and coordination programs with emphasis on support for communications to assure coordination of key officials and crisis periods—were: Maine, Maryland, Minnesota, New Hampshire, New Jersey, Oklahoma, and Ohio.

Examples. Some examples of grants made during fiscal 1970 under the civil disorders program:

—\$150,000 to Oregon for the Portland Police Department to conduct a Model Cities police-community relations program. The Department will conduct specialized training and assign more community relations officers to the Model Cities area. The program will also create: a police-community relations center in the Model Cities neighborhood; a police-community relations officer-aide program; a police youth program; eight neighborhood advisory committees; and a Model Cities public safety advisory committee.

—\$150,00 to Indiana for Gary, which will expand its store-front community relations program adding two store-front centers and 15 staff members, plus: ombudsman services; community instruction on drug abuse; and patrols by community service cars rather than marked police cars.

—\$60,000 to Ohio for the creation of a special Civil Disorders Technical Assistance Unit within the Ohio State Planning Agency. Function of the unit will include civil disorder prevention, detection and control. Coordination will be undertaken with citizen groups, schools, colleges and universities and the State Department of Urban Affairs. This coordination will involve work on preventative measures, improvement of detection capabilities and development of technical assistance teams, assistance in the purchase of equipment for local areas and a review of present disorder plans and development of mutual aid programs.

—\$40,000 to the Connecticut State Police to establish a Civil Disorders Technical Assistance Unit that will aid local and regional agencies.

—\$40,000 to the Kentucky Crime Commission to establish a State Civil Disorders Unit.

—\$38,985 for the Indiana State Police to establish a Civil Disorder Technical Assistance Unit.

—\$38,758 to the Florida Inter-Agency Law Enforcement Planning Council for its Civil Disorder Technical Assistance Project.

—\$25,000 to the Idaho Law Enforcement Planning Commission to establish a unit that will advise on prevention and control of civil disorders.

—\$24,000 to the South Carolina Law Enforcement Assistance Program for a Civil Disorder Coordinator Staff.

Court programs

The almost \$1.4 million spent to finance grants in the area of court programs included three court improvement projects. A total of \$274,405 went to fund five grants for prosecutor training courses. A total of \$226,356 funded five grants for prosecutive technical assistance and coordination units. A total of \$544,032 financed four individual court management study grants. In addition there were two miscellaneous grants totaling \$82,210. Finally in the area of the large city special grants program there was one grant in the area of court operation totaling \$150,000. The large city grant went to Baltimore, Maryland. The Maryland grant was to enable the State Attorney's Office at Baltimore to assign two assistant state attorneys to each of the nine municipal court districts to reduce court delays and backlogs.

Court management study. The largest grant in this area was for \$357,000, to finance an integrated court management study of 10 metropolitan courts. Colorado will administer the grant for the study, to be conducted by the Institute for Court Management at the University of Denver Law School and the National College of State Trial Judges, of Reno, Nevada. The two organizations will study 10 court systems—nine metropolitan criminal courts and an entire state court system. LEAA expects the study will provide a workable methodology for court management studies. The entire science of court management is one of the most promising areas for progress in improving the court system. LEAA's experience in exploring this area in its first year of operation was that it was a little known area and that there were not nearly enough professionals with training or experience in the science of court management.

Other grants. Another important grant was for \$75,258 to Arizona. It will be administered by the State Attorney General as a two year project to provide technical assistance training and coordination among county attorneys. A prosecutors' technical assistance unit will be established within the Office of the Attorney General. This unit will provide research and drafting assistance as well as actual help in the processing of significant cases. The unit will conduct on an annual basis a series of four training seminars, create a special prosecutors' manual, issue a periodical dealing with current decisions and provide a special clearing house for prosecutor problems and coordination. This comprehensive project is proposed as a permanent program and has statewide support from the various interested professional groups in Arizona.

Pennsylvania received a \$250,000 grant to provide a computerized criminal justice system over an 18-month period. The funds will be administered by the City of Philadelphia to expand the present computer services of the police department and courts and to provide continuous cross tabulation and assessment of information stored in the system.

Minnesota received \$182,590 as the grant administrator for training programs to be conducted by the National District Attorneys Association, of Chicago. The Association will conduct regional training seminars for new prosecutors in the next two years. The seminars will be at different locations throughout the

nation. The grant will finance scholarships for participants and other seminar costs.

Ohio received a grant of \$82,840 to support a management study of Cuyahoga County's 15 courts by the Criminal Justice Coordinating Council of Cuyahoga County and the Cleveland Bar Association. The purpose is to bring felony and misdemeanor cases to trial more quickly and to improve the exchange of information among the courts and their auxiliary agencies.

Alabama received a grant of \$51,295 for the University of Alabama's program of continuing legal education. This project will provide for supervision of a training program on the campus for 75 criminal court judges. The program will be conducted by the American Academy of Judicial Education, an organization formed by the North American Judges Association and the American Judicature Society.

Examples. Some other LEAA discretionary grants in the court programs area include:

—\$143,377 to Missouri for the St. Louis Circuit Court to offer services to juveniles, including special treatment for the mildly disturbed or retarded.

—\$140,625 to Arizona for the Pima County Juvenile Court Center, Tucson, to develop a model management system for juvenile court operations.

—\$75,000 to Massachusetts for the Superior Court, Boston, to improve its disposition of criminal cases. The Court will study its management and administration, building upon a 1968 study.

—\$32,186 to South Carolina for the Office of the Attorney General to provide training and technical assistance for prosecutors.

—\$30,915 to Georgia, as grant administrator for the National Council of Juvenile Court Judges, of Reno, Nevada, which conducted seminars for juvenile court judges, July 5-9, in Atlanta, during the National Council's annual conference.

—\$28,342 to the Utah Second District Juvenile Court, serving Salt Lake City, to decentralize its services and establish neighborhood probation teams which will include probation officers, aides, vocational rehabilitation counselors, mental health workers, and volunteers.

Research

In fiscal 1970 LEAA's National Institute of Law Enforcement and Criminal Justice supported more

than 100 research and development projects in the areas of crime prevention, police operations, courts, prosecution, and prisoner rehabilitation. The Institute's total budget in fiscal 1970 was \$7.5 million—more than twice that of fiscal 1969.

Research in the field of law enforcement and criminal justice is a relatively new phenomenon. It will take time to build up a competent cadre of researchers oriented toward the overall objectives of LEAA. The Institute has tried to expand the research community through the awarding of graduate fellowships and through pilot grants to new researchers in the field of criminal justice.

Police projects. Research efforts on operational systems, equipment and methods to improve police performance are an important part of the Institute's program. Efforts in the police area include a study of air mobility; a detailed study of police weapons being conducted for the Institute by the International Association of Chiefs of Police; research on communications systems and electronics; research on alarm systems; an effort to develop a standard effective transceiver to allow patrolmen to stay in touch with headquarters at all times; the use of a common emergency number to summon police; the use of an automatic vehicle locator to aid policemen in assigning the nearest car to an emergency; improved methods of detection, such as voiceprint identification (electronic identification of the human voice which is as individual as a fingerprint); dried blood analysis and finally various methods of police personnel improvement, including pensions, physical standards and accident prevention.

Fellowships. The Institute also sponsored a number of other research and development efforts during fiscal 1970. Fellowships totaling \$300,000 were awarded to 42 graduate students conducting criminal justice research in fiscal 1970. Twenty-six fellowships went to first-year graduate students and 16 were renewals of fellowships from last year. Recipients were selected on the basis of research designs which showed promise of making a contribution to the improvement of the nation's criminal justice system and which indicated a career interest in teaching or in research in the fields. The fellowship winners were earning advance degrees in such fields as criminal justice, criminology, political science, sociology, psychology, law and police administration.

During fiscal 1970 five visiting fellows were in residence at the Institute, pursuing research projects

of their own design. One, a sergeant from the New York City Police Department, spent much of the year visiting campuses across the country to study the feasibility of recruiting college seniors into the New York City and Washington, D.C. Police Departments.

National service functions. The Institute has undertaken such national service functions as planning a national reference service for dissemination of research findings and other pertinent information to the criminal justice and research community; planning a user standards service for law enforcement equipment; developing a program for comprehensive introduction of change in several medium-sized "pilot cities"; enlarging the quality and quantity of the criminal justice research communities, particularly through the small-scale pilot grants program and the fellowship program; supporting surveys of criminal justice curricula in colleges and law schools and sponsoring conferences and workshops such as the Third National Symposium on Law Enforcement Science and Technology which was held in Chicago in the Spring. Approximately 75 scientific and technical papers were presented at that symposium and in workshops in corrections research, communications technology, courts and prosecution research, planning and design of correctional institutions, police management and operations research, information system technology, investigative support technology, command and control technology, criminalistics technology, and crime deterrence and security.

Pilot cities. The Institute on May 8, 1970 announced the selection of the city of San Jose and Santa Clara County, California to jointly be the first "pilot city" in a program to test and demonstrate new methods to reduce crime. The award to San Jose was \$312,481. The intention over an 18-month period is to begin development of a model criminal justice system. July 2, 1970 the selection of the city of Dayton and Montgomery County, Ohio, to serve jointly as the second "pilot city" was announced. The six LEAA grants to the city and the county in Ohio totaled \$711,500. The results achieved in each pilot city will be disseminated to metropolitan areas throughout the country for possible adoption.

Drug Research. The scope of the research sponsored by the Institute may be indicated by such things as a grant to foster research using bioluminescent bacteria in an effort to discover a means of detecting hidden

heroin and an \$88,657 grant to the University of Texas to study the effects of chronic marijuana use on a nervous system and whether it causes genetic changes. The Institute is also fostering research on methadone, a substitute for heroin, and how it affects the behavior of people taking it.

Court projects. A research grant* of \$146,100 has been made to the Institute for Defense Analyses of Arlington, Virginia, to study the impact of court defense strategy and tactics on total criminal justice systems. Case Western Reserve Law School will conduct a comprehensive examination of the pre-trial litigation processing of felony cases in criminal justice systems in the Cleveland, Ohio, area. The study will scrutinize each pretrial stage to determine whether it is actually necessary. The University of California at Los Angeles Law School has received a \$28,754 grant to study comparative court calendaring practices in order to provide a basis for determining which calendaring systems would be most efficient and appropriate. The Institute also awarded a \$113,102 grant to the American Bar Foundation for the study of methods by which some cases, technically criminal in nature, might be diverted to non-criminal channels such as sending alcoholics to detoxification centers. That study is designed to find ways to cut down on the high volume of minor offenses which affect the ability of the criminal justice to deal properly and promptly with serious felonies.

Academic assistance

LEAA's Office of Academic Assistance administers its Law Enforcement Education Program (LEEP) which funds loan and grant programs to assist working professionals to further their education and also helps students preparing for careers in the criminal justice field. In fiscal 1970 the Office of Academic Assistance spent \$18 million compared to \$6.5 million in 1969. That supported academic assistance for some 50,000 students, an estimated 7,000 preparing for careers in criminal justice and 43,000 taking part in the on-campus, in-service education program. (That compared to 1969 totals of 1,248 preparing for careers and 19,354 participating in the in-service program.) These funds were distributed among 735 colleges and universities.

*Designee subsequently declined the grant.

National conference. One of the major efforts of the Office of Academic Assistance during the year was to hold a national conference on law enforcement education in February at Jacksonville, Fla. Each state was asked to send its chief education officer to the conference and also representatives of police officers standards and training commissions, and SPAs. The conference provided an opportunity for many of these people to meet for the first time and discuss common problems. The hope was that the SPAs would receive enough information and suggestions to fill the gaps that were all too apparent in the education area in many state plans. If the state plans provided LEAA with more information, LEAA would be better able to perform its functions of coordination and technical assistance in refining the state of law enforcement education on a national scale.

Among the discussion leaders at the conference were Inspector William Mooney of the Federal Bureau of Investigation, who discussed the important distinctions between training and education. Another speaker was Charles Tenney, a consultant to the Massachusetts Committee on Law Enforcement and the Administration of Justice, who spoke on how to develop a criminal justice college program and the role of the state planning agency in such development. Dr. Morris Collins, Jr., Director of the Institute of Government at the University of Georgia, spoke on developing a coordinated statewide system of law enforcement education. Robert E. McCann, Director of Training for the Chicago Police Department, discussed the 1969 extension of the recruit training program in Chicago from 16 weeks to seven months. Salvatore Rotella, Dean of the Public Service Institute of the Loop Branch of Chicago City College, spoke on the same subject, describing his institution's participation in that recruit training program. Charles Rinkevich, Executive Director of the Pennsylvania Criminal Justice Planning Board, discussed the role of state planning directors in the development of law enforcement educational programs. Ralph Gutekunst, Acting Director of the Maryland Governor's Commission on Law Enforcement and Administration of Justice, described what Maryland was doing to put into practice its various plans in regard to education and training. Gene S. Muehleisen, Executive Director of the Commission on Peace Officers' Standards and Training of the California Department of Justice, spoke on the subject of identifying and meeting training needs. LEAA officials

discussed the role of the state planning agencies in the LEEP program and in the interaction between the agency and academic community. State planning agencies were urged to take a much more active role than most of them had up to that time. Dr. Donald Riddle, President of the John Jay College of Criminal Justice of the City University of New York, spoke on the subject of the university role in criminal justice education.

Police. In both years the vast majority of individuals receiving financial aid from LEAA were police officers. About 12 percent of LEAA funds for fiscal 1970 were used for corrections personnel. That is a substantial improvement over 1969 when very little of the funds available went to corrections because the college financial aid officers did not usually regard corrections as a law enforcement activity. Efforts were made to correct this misconception during 1970.

Statistics

During fiscal 1970, LEAA established the National Criminal Justice Information and Statistics Service. The funding during this first year of the Service was for \$1 million.

Probably the most significant project undertaken by the Service was Project SEARCH—a System for Electronic Analysis and Retrieval of Criminal Histories.

SEARCH. During fiscal 1970 LEAA awarded \$829,460 to 10 states to develop a computerized information system on records of offenders. The states are Arizona, California, Connecticut, Florida, Maryland, Michigan, Minnesota, New York, Texas and Washington. The information would include

data on arrests, results of trials, whether probation was granted, prison sentences, time served, release data and subsequent arrests or violations of parole. A state holding a suspect could query a central point and be advised what other states had information on the individual. These states could then be queried immediately and the information made available at once. The project's total cost thus far is \$2,516,828. That includes \$600,000 from LEAA in fiscal 1969, \$400,000 from the six states which were participating in SEARCH at the beginning and \$687,368 in matching funds contributed by the ten SEARCH states this year.

Other projects. The Service also undertook a number of other projects and grants during the year including:

—The preparation of a directory of all the criminal justice agencies in the United States. (One did not exist before this effort.)

—A jail census to find out how many jails there are in the United States, what kind they are, and how many people are in them.

—A study of victimization to explore what methodology would be most effective in carrying out a nationwide study on this subject, which would find out more about the victims of crime, and find a way to estimate the amount and the types of crime that go unreported. Among other things, this study would be useful in mapping needs of crime prevention and in estimating accurately the economic cost of crime.

—A grant for \$198,508 to California for the City of Long Beach to develop the public safety part of a model municipal information system. The automated public safety sub-system will serve police, fire, civil defense, license inspection and code enforcement agencies.

CHAPTER 2

Office of Law Enforcement Programs

The Office of Law Enforcement Programs (OLEP) administers LEAA grants to states to improve their criminal justice systems.

OLEP grants funds in three categories, "planning," "action" and "discretionary."

The authority for making those grants is contained in three sections of the Omnibus Crime Control and Safe Streets Act of 1968.

Section 202 refers to planning grants, or those made to states to pay for the preparation of comprehensive law enforcement plans.

Section 301 refers to action grants, or those designed to implement the comprehensive law enforcement plans.

Finally, Section 306 refers to discretionary grants, or those made to units of state and local government at the discretion of LEAA.

In FY 1970, OLEP made grants to each of the 55 eligible governments, i.e., the 50 states, the District of Columbia, Puerto Rico, American Samoa, Guam and the Virgin Islands.

OLEP distributed \$20.9 million in planning grants, \$182.75 million in action grants and \$32 million in discretionary grants, for a total of \$235.6 million. In addition, OLEP provided technical assistance on a wide variety of matters to government units across the nation.

Comparable figures from FY 1969 make clear the sharp increase in the size of the OLEP grant program,

especially action grants. In FY 1969, OLEP distributed \$18.8 million in planning grants, \$24.64 million in action grants and \$4.15 million in discretionary grants for a total of \$48 million.

Organization

As the responsibilities placed on OLEP increased in FY 1970, several organizational changes were made in the Office, the most important of which was the establishment of regional offices.

Regional offices. To provide better service to the states, the OLEP field teams were deployed to seven regional offices established in Boston, Philadelphia, Atlanta, Chicago, Dallas, Denver and San Francisco. These offices are the initial contact point with the states, and they provide to their clients assistance in many matters relating to program development including fiscal guidance and counseling. State plans and discretionary grant applications receive initial review and analysis by regional offices which work with the states for the improvement of general criminal justice programming. Multi-state, inter-regional and inter-disciplinary activities are encouraged by regional offices.

Program divisions. All of OLEP's five program divisions became operative this year with activation of

the Courts Program Division. The other divisions (Corrections, Civil Disorders Control, Organized Crime and Police) continued or expanded their efforts this year, making modifications as necessary to accommodate developments in program growth during this second year. The program divisions are mainly responsible for supervising OLEP's technical assistance and for providing specialized review and analysis of relevant components in state plans and discretionary fund applications. Each division also developed discretionary grant programs consistent with LEAA's overall aims and goals. The Special Programs Division was eliminated and its functions were absorbed by other divisions.

Financial affairs. In FY 1970, a Financial Affairs Section was established within the Central Support Unit. The Central Support Unit is charged with processing and packaging the various grants administered by OLEP. The Financial Affairs Section was established to design and to review financial reports and to assist states in the difficult matters of fiscal control. The Section addressed itself to the problems of allowable costs under federal procedures, proper administration of grants and monitoring the adequacy of matching funds.

Publications. To guide the states in full utilization of the Omnibus Crime Control and Safe Streets Act provisions, OLEP issued the following publications through its Central Support Unit:

- (1) *1970 Guide for Comprehensive Law Enforcement Planning and Action Grants*;
- (2) *1970 Guide for Discretionary Grant Programs*;
- (3) *OLEP Financial Guide*;
- (4) *SPA Memorandum Series* (Official OLEP or LEAA policy guides or regulations); and
- (5) *SPA Bulletin Series* (Significant items of interest or instructional materials).

Consultation. To promote better understanding and liaison with the states and to improve its own program development, OLEP frequently counsels with committees of State Planning Agency (SPA) staff directors on matters of mutual concern. Typical items for consultation with SPAs were the various grant and financial guides, data and information questionnaires and schedules and agenda for regional and national SPA/LEAA meetings. OLEP also provides advisory opinions to state and local government regarding the general matters of program development pursuant to the Omnibus Crime Control and Safe Streets Act.

Planning grants

The planning funds available under Section 202 of the Act are for the purpose of operating the State Planning Agencies (SPAs) established by the 55 eligible governments. In FY 1970 a total of \$21 million for planning was allocated by a formula that provided to each of the 55 SPAs a base of \$100,000 (a total of \$5.5 million) plus a share of the remaining planning funds (\$15.5 million) based upon the population of the state.

In addition, the states had close to \$6.3 million in planning fund carry-over from FY 1969, because of decreased expenditures during that first year's start-up period.

Planning grants legally cannot exceed 90 percent of the cost of operating the SPAs; consequently, state and local governments provided at least an additional \$2.4 million in FY 1970, and \$0.7 million as against FY 1969 carry-over, for the operation of planning programs.

Of the planning funds awarded in a block to the states, a minimum of 40 percent was required by law to be made available to units of local government (or combinations of units) to permit them to take part in the preparation of comprehensive plans. Most states enhanced the benefits of local planning funds by using combinations of local government in regional planning schemes, thus marshalling the available funds.

SPA activities. The responsibilities of SPAs include:

- (1) Preparation and updating of long-range comprehensive plans for the improvement of criminal justice systems;
- (2) Coordination of planning efforts among the various units of state and local government;
- (3) Administration and monitoring of subgrants both for planning and implementation of plans;
- (4) Evaluation of planning and of the effectiveness of projects and programs funded under the Act; and
- (5) Provision of technical assistance to state agencies and units of local government in preparing plans and in carrying out programs for the improvement of the criminal justice system.

SPA membership. The State Planning Agency is designated by the Governor, and is supervised by a board that must be "representative of law enforcement agencies of the state and of the units of general local government within the state." As mentioned

earlier, the chief devices for local involvement in developing the state comprehensive plan are regional planning units. Some of these units being utilized for law enforcement planning were already in existence for other general purposes within the states, although the majority of the more than 450 local planning units were established specifically for the purpose of implementing the Act.

A number of the states have special planning units for metropolitan areas to assure sensitivity and responsiveness to urban needs. The regional planning units are generally supervised by administrative boards whose membership is selected, in large measure, by the same criteria applied to the SPA supervisory board. The objective is to achieve broad representation from professionals and from the general community concerned with the operation of the criminal justice system.

Action grants

It is the purpose of action grants made under Section 301 of the Act to "encourage states and units of general local government to carry out programs and projects to improve and strengthen law enforcement," in the words of the Act.

In FY 1970, a total of \$215 million was appropriated for implementing provisions of the Act relating to action grants; of that amount, the Act required that 85 percent (in this case, \$182.75 million) of those funds be allocated to the states on the basis of population. The remaining 15 percent is allocated as LEAA may determine.

Entitlement. The process by which states become entitled to action grants is:

- (1) The state submits its comprehensive plan;
- (2) LEAA determines whether the plan is suitably comprehensive and meets other statutory requirements and can be approved;
- (3) When its plan is approved, the state requests a block grant of its federal share to establish and operate the designated programs; and
- (4) LEAA completes the process by awarding the grant.

Purposes. Action grants are available for seven specific purposes described in the Act. They are:

public protection; recruitment and training of law enforcement personnel; public education; construction of law enforcement facilities; organized crime prevention and control; riot prevention and control; and recruitment and training of community service officers. Of course, the category of "public protection" encompasses a broad range of activities relating to the reduction of crime and delinquency.

Guidelines. LEAA guidelines suggest general functional categories for program activities. They are: upgrading law enforcement (including training, salary increases and career development); prevention of crime (including public education); prevention and control of juvenile delinquency; detection and apprehension of offenders; prosecution, court and law reform; corrections and rehabilitation (including probation and parole); organized crime; community relations; riots and civil disorders; construction; research and development; and crime statistics and information.

Federal share. The Act limits federal participation in total program cost to a maximum of 75 percent in organized crime and civil disorders control programs, to 50 percent in construction programs and to 60 percent in all other eligible programs. The Act further requires that at least 75 percent of a state's block grant must be made available to units of general local government (or to combinations of such units).

State share. By requiring the states to make up the difference in the cost of programs funded by the Act, Congress sought to encourage more spending on law enforcement at the local level. For the states to be eligible for the \$182.75 million in action grants in FY 1970, they had to provide funds of approximately \$100 million, bringing the total dollar amount generated by the action grant program to approximately \$280 million.

Money shortage. A number of states had difficulty meeting the matching requirement and a number of states and local governments expressed an inability to find new sources of income to enable them to take advantage of the federal aid. Although in-kind services and facilities may be counted as part of the match, in most instances substantial cash is necessary in order to meet the matching requirements.

errupted seven-day, around-the-clock operation. Most computer communication networks utilize ordinary landlines; several states however, are establishing microwave systems. These state systems usually have "terminals" which permit direct computer usage by local law enforcement agencies. This kind of equipment is also being rapidly upgraded. For example, manual terminals are being replaced by automatic equipment and there is an increasing use of terminals with TV-type display screens.

Shortage of personnel. Although there are now many people engaged in the design and implementation of computerized law enforcement and criminal justice information systems, there is still a shortage of highly qualified personnel. In some areas of criminal justice, such as the development of automated court systems, this shortage is especially critical. Manpower with a highly specialized knowledge in both computer sciences and some component of the criminal justice system was virtually non-existent a few years ago. Some systems have been entirely or partially developed by private consultants. Others have been designed and implemented by state personnel. A wide variety of consulting organizations has been involved.

1968 Act. The Omnibus Crime Control and Safe Streets Act of 1968 has given tremendous impetus to this development. One indication of this is that prior to 1968, fewer than 10 state law enforcement and criminal justice information systems were under development. Funds appropriated to LEAA under the Act have been utilized for systems design, file conversion, site preparation, specialized software, personnel costs, hardware purchases and rentals, and communications. The states and units of local government have substantially increased their contributions to these systems. The future promises an even greater rate of growth: most of the 1970 state plans contain requests for funds for computerized information systems. In addition, numerous discretionary fund proposals were received for information system development.

With the development of computerized information systems, the significance of state central criminal records has taken on new dimensions. Central records provide the basis for recording and exchanging data on offenders and properly identifying them. The variations among the states in this regard have been extreme; these range from a few states with no central records to those few with exhaustive systems.

However, in the past few years, several new central bureaus have been established and existing ones strengthened by the enactment of new legislation and expanded appropriations. One highly significant trend has been the increase in the number of states with mandatory reporting of arrests and dispositions by line agencies to state central bureaus. As more states adopt mandatory reporting statutes, the possibility of developing complete criminal histories will be realized.

Central bureaus. At the present time, 48 states and the District of Columbia have central bureaus. These organizations typically maintain three basic law enforcement files: fingerprint, name index and criminal history jackets. The most notable difference is in criminal history files. Some of these files are rather complete with FBI and state "RAP sheets," repeater fingerprints, "mug shots," correctional information, court dispositions, and correspondence. At the opposite extreme the files in other states contain only FBI "RAP sheets."

Records management. The magnitude of the existing files and the accompanying problems with searching, purging and updating has triggered an interest in automatic data processing, microforms and scanning devices for improved records management.

Wide disparity in state centralized correctional record systems exists. Although most states theoretically have such systems, many of these are inadequate.

Few have well-developed systems in this important area. Many of the problems center around organizational and jurisdictional considerations. This component of the criminal justice system, consisting of adult and juvenile offenders and parolees is highly confused and varies greatly from state to state. The division of responsibility between units of local government and the states in the corrections area is particularly hazy and often inefficient. Among the more mundane but important problems is the lack of a common identification numbering system as an individual passes through the correctional system.

Encouraging development. In spite of this rather dismal picture, there are many encouraging developments. New state legislation and executive orders and increased funding by both states and the federal government will have a substantial impact. Several states are looking at the computer and data processing as a major aid in alleviating some of their problems. A number of states are conducting feasibility

implementing, or operating computerized law enforcement and criminal justice information systems. All of these state systems are designed to interface with the FBI's National Crime Information Center (NCIC) and several systems will be linked to those in adjoining states.

Goals of survey. There were several major goals in conducting this survey. One of the prime objectives was to establish a base from which to measure future progress in information and statistical systems. Another was to collect data to aid in determining the level of funding and technical assistance required to establish nationwide systems for criminal justice information and statistics. A third objective was to gather data and establish contacts for a clearinghouse for information on law enforcement and criminal justice systems.

During the course of the survey, it became apparent that there would be several other benefits. These included the identification of potential research and development requirements, the opportunity to exchange information and ideas on LEAA programs with state and local criminal justice personnel and the knowledge gained by the LEAA staff conducting the survey.

Questionnaire. Field visits were made to virtually all of the states and most of the major cities. A questionnaire included major sections on computerized law enforcement and criminal justice systems, central criminal records, correctional and court records and information systems, police communications systems and criminal justice statistics.

The State Planning Agencies (SPA) provided assistance by arranging contacts with persons in the criminal justice community engaged in data processing, records systems, and communications. In several states the SPAs played key roles in either initiating or stimulating further development of information systems. In addition, many states have staff members who are themselves quite knowledgeable in this area. Current plans call for periodic updating of this data base by phone, correspondence and field visits.

Information systems. Final results indicate that more than 30 states and the District of Columbia are engaged in developing law enforcement and criminal justice information systems. These systems range in scope of design from a limited police information system with online access to a few state files, such as driver records and vehicle registration, and

an NCIC interface to those including all components of the criminal justice system and a variety of online and offline applications. There is also a wide disparity in the stage of systems development. As of June 30, 1970, about half of these systems were in the pre-design or design stage; the remainder are in various stages of implementation ranging from those in the initial phase to those with a substantial operational capability. All of the latter have additional design projects underway.

Police applications. In all states, the initial emphasis has been on police applications. This development focused on developing an NCIC interface, a message switching capability and online access to such key files as warrants and wanted persons, stolen vehicles, stolen property, stolen guns, driver records, vehicle registrations, criminal histories and statistics.

Coordination. There has been a marked increase in coordination between units of state and local government in developing information systems. This results not only in substantial savings in resources but also in far more effective systems. Many cities and counties are working jointly to establish systems such as the Washington Area Law Enforcement Systems (WALEs) which serves the District of Columbia and the surrounding Maryland and Virginia Counties.

Almost all city and regional systems are interfaced with their respective state system where they exist. A number of states with contiguous areas and a high volume of information exchange have linked or have plans to link their information systems.

The New England States are investigating a regional law enforcement information system. At the national level, in addition to the NCIC, Project SEARCH is an LEAA-sponsored project to explore the feasibility of establishing a central index to criminal history files created, maintained and controlled by the individual states.

Computers. More than half of the states with computerized information systems have computers dedicated to law enforcement; the other states with information systems have large centralized facilities serving both law enforcement and other state functions. Computers are on order either to upgrade or supplement existing equipment and thus provide additional capabilities in several states. Many state systems have back-up computers to allow an unin-

ferred by them occur during family disturbances. According to FBI figures, 22 percent of police deaths on duty are attributable to intervention in family and neighborhood quarrels. In 1968, the New York City Police Department estimated that 40 percent of the injuries to its men occurred during family crisis situations.

A policeman probably spends no more than 20 percent of his time on crime prevention and law enforcement. The bulk of his duties are service in nature—directing traffic, locating lost children, settling family quarrels, etc. Calls for police intervention in family crisis situations are one of the most frequent kind of police action. Yet, police officers usually are not trained to deal with these situations.

Training program. In New York City, the Psychological Center of the City College, City University of New York, has successfully conducted family-crisis training for police officers.

Public housing police. With LEAA support, the instruction has been extended to public housing police in the city. Moreover, the scope of the training has been enlarged to include resolution of conflicts of all kinds.

Under the project, 24 Housing Authority police recruits were trained in the skills of conflict resolution and family crisis intervention during their normal police academy training—as were six experienced officers. A second group of 30 recruits received behavioral science instruction as an adjunct to regular academy training. Each group received four hours of training in these areas each week during the 13 week academy program.

Prior to graduation, 14 men from the experimental group were selected for assignment to two housing units in West and Central Harlem. Five men from the second group joined the police complement at a third housing project. A fourth housing unit with no patrolman assignments from either group served as a control.

The policemen receiving training in family crisis intervention continue to go to the Psychological Center for a one-hour individual consultation and a two-hour group session each week. The consultations are provided by 11 graduate students in clinical psychology and three psychiatrists who are Columbia University fellows.

Survey. A community attitude survey of more than 500 tenants before the program began and one year

after it was launched will provide an evaluation of the effects of the training.

Other indicators of the program's success will be changes in various categories of crime. These include homicides occurring in families, suicides occurring after family fights and injuries suffered by the policemen.

Other cities. A number of other police departments across the nation have begun to adopt programs like the one in New York City. The Institute plans to extend this concept of specialized training to training in other crime and non-crime situations, such as epilepsy, drunkenness, drug addiction and mental illness.

Information systems

New study shows rapid growth of information systems.

A comprehensive field survey of the overall criminal justice information systems was undertaken by the National Criminal Justice Information and Statistics Service. It included an examination of statistical systems—the first time such a survey had been made since the 1957 McConnell Study.*

The explosive growth of computerized information systems has led to fragmentary, often erroneous and frequently obsolete information on such systems. Surveys have been conducted by equipment manufacturers, management and computer consultant organizations, and others. But these have been few in number and limited in scope.

Computerized systems. One of the most dynamic areas in law enforcement and criminal justice is in the development of computerized information systems. Every level of government and all components of the criminal justice system—police, corrections, courts, parole, probation, and prosecution—have become increasingly involved.

Many small police departments and sheriffs' offices now have or will have immediate access to vital information through terminals on state networks. A rapidly growing number of cities and urban counties are developing computer systems for law enforcement. Regional systems comprising several units and levels of local government are emerging.

A vast majority of the states are either planning,

**Judicial Criminal Statistics*, Edward B. McConnell, New Jersey Administrative Office of the Courts.

mixture of Puerto Ricans and Negroes. The ages of gang members are almost equally divided between those over 18 and those who are under the juvenile court age of 18.

Safe Streets Inc. One effort to alleviate the gang problems in Philadelphia is conducted under the auspices of Safe Streets, Inc., a private nonprofit organization supported partially by LEAA discretionary funds. The basic approach is one that involves operation of two juvenile service centers in the city, one being located in west Philadelphia and the other in north Philadelphia. The problem of homicides that result from gang wars is specifically a problem in north Philadelphia.

The juvenile service centers, which assume to some extent the "storefront" characteristic of many police-community relations programs, were set up in an effort to provide a facility which could promote activities that would be of enough interest to minimize the need of gang members to carry out gang wars and killings within their community.

Activities. Generally, the centers are equipped with a minimal amount of equipment. For example, a ping pong table and pool table have been made available to the gang members as part of the recreation effort. The Pocono Mountains, just outside Philadelphia, provide an opportunity for outings that otherwise would not have been available to the gangs.

The centers are staffed with a director and an assistant director and street workers who have as their major asset their past involvement as members of local fighting gangs. This past gang experience seemingly leads to an ability on the part of the staff to establish lines of communication with gang leaders which is critical when attempting to negotiate peace treaties or prevent a gang fight. The centers also utilize youth workers (who themselves are ex-gang members) who attempt to talk with gang members in schools, on the street and throughout the community in an attempt to divert energies of gang members to some type of constructive activity.

The basic center program was developed in the original application for LEAA funds and included tutoring, job counseling, group discussion sessions and recreation activities. By involving gang members in these center activities, project staff hopes to minimize the number of gang confrontations which have taken lives of young gang members.

Coordinated programs. There is no formal tie in with the Philadelphia Police Department even though the executive director of the project is a former city policeman who gained experience in the department on projects that involved contact with local gangs. In addition, a fruitful relationship with the school system has developed. The initial program effort involved a joint effort between Safe Streets, Inc., and other community agencies which share the same facility in west Philadelphia as well as north Philadelphia.

Parents involved. In line with the community focus of the project, Safe Streets, Inc., has made a major effort to involve the parents of gang members in the development and implementation of programs. This aspect of the program is of critical importance when considering the fact that the family living situations are deplorable. For example, the bulk of gangs and their activities are centered in North Philadelphia. There is one health district which lies entirely within this area of high gang activity. The area contains approximately 180,000 persons and had an infant mortality rate in 1967 of 43.7 per 1,000 live births—almost triple the rate of a Northeast Philadelphia district and almost 50 percent higher than that of the city as a whole. Another figure significant to the gang problem is that of 3,350 nonwhite births in 1967 in this area, 1,414 were illegitimate, giving North Philadelphia twice the illegitimacy rate of the rest of the city.

Conclusions. Many of the participants in the program are attracted to the centers by the fact that there is something new in the neighborhood. Word of mouth circulates the news within the community and among the gangs. While the project may not necessarily fall into a formally accepted model, it is of significance that both centers have a constant involvement with members of those gangs being reached by the Safe Streets, Inc., program.

Family crisis intervention

New York police are specially trained for domestic cases.

Police officers in New York City are receiving special instruction in one of the most sensitive jobs they have: intervention in family crisis situations.

Many of the deaths of policemen and injuries suf-

The viewpoints of the two types of agencies differ largely in a geographic sense. The CDAs concentrate on a particular model neighborhood, while SPAs devote their attention to the entire state. Effective liaison between the two was seen as eliminating duplication of effort and resulting in pooling of financial and human resources.

LEAA Region VI (headquartered in Denver, Colorado) undertook its liaison effort through participation in Regional Inter-Agency Coordinating Committees (RICCs), where CDA and SPA program plans and activities were reviewed, evaluated and disseminated among regional and local staffs and through a joint meeting of SPA and CDA directors with their regional and national federal agency counterparts.

Efforts to increase program compatibility, coordination and cooperation at the regional, state and local levels of LEAA and the Model Cities Administration have produced several program and planning changes.

Joint funding. In FY 1969, the Model Cities Administration funded \$12,500,000 for crime-related programs of interest to LEAA. Only \$78,000 of LEAA money, however, was used in the joint financing of these projects. During the same year in the 10 states of Region VI, with 12 model cities in eight states, no joint funding program was undertaken.

In FY 1970 the picture was quite different. For Region VI alone, in six states and 16 projects totaling \$1,811,670, the LEAA joint funding contribution amounted to \$816,062, or 45 percent. Model cities funds provided 31 percent of the cost, with other federal, state and local agencies accounting for the remaining 24 percent.

Program planning. Local SPAs and CDAs in Region VI are designing prototypes for joint program planning and administration in five states with six Model Cities. In Utah, the local SPA is seeking to coordinate comprehensive planning and program administration (including Model Cities) for a metropolitan area. In Kansas City, Missouri, the CDA structure will do the coordinating, since under the local law and situation, it has the authority of a local unit of government. In Wyoming, both SPA and CDA will share a single planning coordinator on a 50-50 basis.

All 12 local SPAs and CDAs are involved in activities to increase program coordination.

In Cheyenne, Wyoming, Kansas City, Missouri, and Butte, Montana, dual membership in SPA and

CDA arms at the local level exists, while in Utah, a member of the Citizen's Participation Council (Model Cities) is also a member of the SPA advisory committee. Voluntary reciprocal joint program endorsement is occurring between all 12 CDAs and local SPAs.

Crime control. Since Model Cities areas encompass the highest crime sections of the larger cities within Region VI, this substantial increase in crime control coordination and expenditures should have considerable significance in the implementation of the LEAA crime control mission.

Gang control

Gang members help to run their own centers.

The Emergency Juvenile Gang Control Project in Philadelphia has enlisted the aid of the gang members themselves to make the project work.

The project is aimed at reducing the rate of violent criminal activity among the gangs (which resulted in 30 homicides in 1968 and 43 in 1969) and turning the energies of those youth instead to constructive efforts.

The project operates out of storefront service centers staffed by workers who have previous experience as gang members. The executive director is a former police officer who is well know and respected by the youths.

Background. There are between 70 and 80 active or sporadically active juvenile gangs in Philadelphia. According to reports, these gangs are composed of a total of approximately 3,000 young men ranging in age from 12 to 23. The total population of males in this age group in Philadelphia is in the neighborhood of 200,000, of which over 40 percent, or close to 85,000 are Negro. Of the 3,000 gang members, approximately 90 percent are Negro.

If fully developed, each gang includes three age groups: the oldest, called old heads, range from 18 to 23; the intermediate, called young boys range from 14 to 17; and the youngest, called midjets, range from 12 to 14.

Of 75 known gangs presently in Philadelphia, 66 are all Negro; seven are all white; and two are a

appropriate methodological tool for obtaining estimates of the fraudulent use of credit cards and of the value loss due to bad checks.

The answer to these and many other questions of method and technique must be satisfactorily resolved before an efficient and valid full-scale, data-producing survey can be launched.

The culmination of these pilot tests is expected to result in one or more national surveys to develop base-line data on victimization rates and associated variables. These surveys will be repeated periodically to measure change in victimization experience over time. Ultimate plans call for a national series that will be expanded to obtain more detailed information and to provide statistics for states and large cities.

Police transceiver

Study seeks a small and light police transceiver.

One of the most important current projects of the National Institute of Law Enforcement and Criminal Justice is the development of a new personalized portable radio for police use.

The need for individual two-way communications with police officers while they are away from their vehicles has become particularly urgent. In the case of large civil disturbances, for example, police officers should be in constant communications with their commanding officers regardless of location.

Many patrolmen do not carry personal radios because units available today are not well designed to meet the unique requirements of policemen. Often, radios are heavy, bulky, expensive and breakable.

In general, individual policemen should be able to receive instructions and request assistance immediately without having to return to their vehicles to use connectional mobile radios. Employing individual personal radios will improve coordination of large-scale police actions. In addition, the safety of officers under attack will be greater due to their ability to summon aid quickly.

A two-way radio to meet these needs has been requested by police officials throughout the country. Such a radio must be designed to perform reliably under many environmental extremes.

Transceiver. The Institute is financing the design and manufacture of a new transceiver.

The Institute prepared specifications for the new transceiver largely on the basis of responses to a questionnaire sent to chiefs of police. Almost 500 police chiefs responded. The questionnaire was sent to 870 chiefs.

The Institute is working with the Air Force in the development of the new transceiver. The Air Force will award contracts for the design, development, fabrication and testing of six prototype transceivers. The Air Force project is financed by the Institute.

The Institute has assembled and documented the technical, operational and environmental requirements for a modern police radio and will release these requirements to industry. Because of the complexity and sophistication needed to meet the requirements, companies with military and aerospace capabilities are being asked to draw upon all their related experience when bidding.

The objective of the Institute-Air Force project is to provide local police forces with a new family of personal transceivers tailored to their specific needs and available from more than one supplier.

The radio that the Institute is looking for would be carried by a policeman as an integral part of his uniform and equipment. It would be light in weight, highly reliable, easily operated and resistant to damage.

Model cities liaison

Common goals shared by LEAA and Model Cities

LEAA has recognized that it shares common goals with the Model Cities program of the Department of Housing and Urban Development (HUD), a program designed to develop methods of upgrading the quality of life in urban areas.

One of the most important factors upgrading the quality of that life, of course, involves increasing public safety and reducing the incidence of crime and delinquency.

In pursuit of those common goals, LEAA developed liaison through the State Planning Agencies (SPA) with the Model Cities Administration of HUD, which was represented at the state level by its City Demonstration Agencies (CDA).

to the police have provided significant information about the measurement problem itself. These attempts have provided little, however, in the way of sound national statistics. The few studies undertaken thus far, though valuable, have suffered from such things as being localized in scope, limited in coverage, inadequate in sample design, lacking in sufficient advance pre-testing to determine feasibility, or imprecise in the measuring instrument—namely, the questionnaire.

Pilot studies. The Statistics Center of LEAA has launched a broad series of pilot studies to assess the feasibility of measuring the total incidence of crime. These projects are directed at surveying crime victims through the use of general probability samples of the population. The method is to estimate the total number of crimes occurring in the country from interviewing a sample of the victims of crime. This is done by questioning representative, cross-sectional samples of persons and institutions about their victimization experience.

Two areas. Two separate areas of victimization are being investigated for feasibility undercontract with the Bureau of Census. These are government and business and personal victimization.

Government and business. The initial step in the government and business sectors is to learn about the availability and quality of written records. Such records would hopefully show the number of crimes occurring and whether reliable information exists on value loss due to crime.

A secondary objective is to explore related topics, such as insurance coverage against crime, whether events were reported to the police and preventive steps taken by the establishment for future protection. Victimization experience being surveyed in the commercial and governmental sectors includes that arising from crimes of robbery, burglary, larceny, fraud, arson, riot, auto theft and vandalism.

Personal victimization. In the area of personal victimization, one feasibility test has already been completed. This test was designed to determine the ability of known victims to recall the time and type of crime committed against them. Crimes covered with robbery, assault, larceny and burglary. Significant time distortions were observed in the study. First, about 17 percent of the survey respondents failed to recall (or report) in the interview, crimes which they had previously reported to the police. An equally large number of respondents reported

crimes as occurring within the reference period covered by the survey, when in fact these crimes were known to have occurred in an earlier time period.

Classification. Another serious difficulty encountered in the first personal victimization test involved the classification of crimes by type—especially robbery. Valid comparisons of survey data with official police statistics cannot be made when dramatic differences result. This may be due only to the fact that police investigators may define a certain crime as robbery, whereas the survey technique may classify the same crime as larceny.

Many problems must be resolved in further testing, particularly in the personal victimization portion. The survey questionnaire must be so constructed that it is an effective device to trigger a respondent's memory, enabling him to recall accurately his victimization experience.

Ways are being explored to classify crimes through the survey in a fashion that will make them comparable to police classifications. This is especially difficult to achieve since victims experience events and police report offenses.

Remembering. Not all crimes are equally vivid in a victim's memory. Some, such as minor larcenies or assaults, are forgotten entirely, especially when the recall period extends more than just a few months into the past. Others may be remembered quite well by the victim but he may purposely choose not to report the event in a survey situation. For example, an assault where the offender was a relative or close friend, may show up in the police statistics as a crime, since the anger of the moment may have led the victim to file a complaint with the police. Weeks or months later, when the survey interviewer seeks information, the victim may fail to recall or to report the crime that was committed against him.

The precision of measurement techniques is being tried out on related issues in the personal victimization area. Studies are being made on the feasibility of determining the extent of economic losses, the nature of injuries, characteristics of offenders, among other things.

Larceny. In the commercial sector, research efforts are being made on whether two important kinds of larceny can be accurately differentiated in terms of economic loss, that is, shoplifting versus employee theft. The research is expected to demonstrate whether an interview survey approach is an

chiefly corrections. Trainees have also come from agencies and institutions outside the criminal justice field, including the University of Washington Schools of Medicine and Social Work, and the Governor's Office of Program Planning and Fiscal Management.

Setting. For participants in the project, the classroom is Seattle's Skid Row. During the week-long sessions, trainees sleep in a bug-infested flophouse. Their neighbors include winos, hustlers and derelicts. Orientation sessions are held in the basement of the hotel.

Instructors. Along with professionals from the social and behavioral sciences, the project uses "basic instructors" drawn from the community, such as drug addicts, prostitutes and hustlers. Their "instruction" provides new insights for the trainees and some helpful hints for the role-playing that follows the orientation.

On the street. The program format is designed to expose trainees to situations that may be foreign or threatening to them. Participants assume a handicap similar to most people on Skid Row. Like many parolees, for example, they hit the street with a prison record and little else—no money, no job skills. Or they may ride all night in a police car or remain in the emergency room of a hospital.

Project payoff. What do they learn from the experience? That society's responses can become rigid, its thinking stereotyped. Most people believe, for example, that work is available for those who want it and look for it. But participants in the Seattle project found the pickings slim. Employment agencies have jobs primarily for the skilled; the unskilled must make their own way. "Shock therapy" like that used in Seattle can help to loosen up institutionalized responses to open up new avenues to get through to people who need help.

The final assessment of the project cannot be made immediately. The trainees' behavior and job performance must be evaluated over a period of time to discover the program's impact.

Training film. The grantee has also developed a training film based on project experiences which will be made available to LEAA in the near future. This should be a valuable training tool, not only as far as content is concerned but also in demonstrating the effective use of often untapped community resources—including people regarded as outcasts.

Crime statistics

Statistics center seeks to measure amount of crime.

The LEAA Statistics Center is working on one of the most important questions facing the criminal justice community: How much crime is there in the United States?

This is information vital to a nation committed to curbing crime.

Without adequate information on the cost of crime to its victims, as well as the cost of prevention and control, there would be no economic yardstick to measure whether a particular level of anti-crime expenditure is justified or not.

Without adequate information to evaluate the effectiveness of new crime prevention and control programs, there would be no basis to evaluate whether they should be continued or abolished or modified.

Without adequate information on unreported crime, there is no way of evaluating how accurate existing statistics on reported crime are, or how much of the total crime picture they reflect.

Without adequate information on the incidence of various types of crimes, on whether the victims of particular crimes have characteristics in common, on what crimes are increasing and which ones are decreasing, the entire crime effort is seriously hampered.

Surprisingly, a satisfactory estimate of the amount of crime in this country has never been made. But this and other basic facts about crime must be uncovered if effective anti-crime legislation is to be drafted and policy decisions taken.

Incidence of crime. Available official statistics only show crimes which have been reported to the police and which the police, in turn, have reported in their statistics. These numbers fail in two ways to provide a meaningful measure of the total incidence of crime. First, evidence indicates that a significant number of crimes against citizens are not reported to the police. Second, police policies and practices in recording crimes and subsequently reporting them for the official statistics vary considerably from one department to another.

Earlier counts. Earlier attempts to measure the amount of crime over and above that which is known

two or more times with at least one disposition. Each state will prepare a full criminal history as well as a summary history containing identification information and a summary of the offender's arrest records. The full criminal history consists of public record data concerning all of the offender's felony arrests, dispositions of those arrests and sentences given and served. No information will be included which is not a part of the offender's official record. The summary and identification record will be included in a national index operated by the Michigan State Police.

Any participating state can contact the index directly by computer. The state making the inquiry transmits the name and other identifying characteristics of the possible offender. The national index returns the summary record of anyone fitting that description, the name of the state holding the full record, plus an identification number for the full criminal history. Requests for full criminal histories are also handled by the central index which serves as a central message switching point. All transmissions are performed automatically.

Project accomplishments. A demonstration of the exchange of histories took place in July and August 1970. Even before the first computer switch was thrown, however, the project had made important contributions to the criminal justice community.

Cooperation. The essentially independent nature of the various criminal justice components has resulted in a fragmented, uncoordinated system. Project SEARCH has fostered cooperation among police, courts and corrections agencies within participating states, and among the states themselves. Monthly project group meetings and the various committee meetings provide regular forums for the exchange of ideas.

Standardization. The Standardization Task Force developed a list of standardized offense categories and other "descriptors" (descriptive items). The Statistics Committee has made an excellent start in developing uniform judicial procedural classifications.

Statistics. The Statistics Committee has also examined the current status of state criminal justice systems and is developing a series of recommendations and alternatives. The goal is to encourage the development of independent state statistical centers. The committee is also developing standardization procedures to make possible a system of statistics

based on the offender's progress through the entire criminal justice process. This approach will shed light on police practices, court backlogs, various correctional techniques and many other phases in the criminal justice system. The offender-based system will also provide the behavioral scientist with insights into problems such as the roots of criminality and the causes of recidivism.

Privacy and security. The philosophical, legal and electronic privacy problems as well as those of physical security inherent in creation of an automated data bank have been studied by the Privacy and Security Committee. The committee's first report outlines a thorough investigation of these sensitive problems.

Evaluation. Separate formal evaluation projects have been set up by SEARCH states and by LEAA. These projects will study problems ranging from the ideal geographic location of a central index computer to minimize line cost, to a quantitative assessment of the utility of the entire program. In addition, each state will evaluate the program in light of its own needs.

Seattle project

Trainees live life of ex-convicts in skid row school.

An LEAA-financed project which involves a fresh and unconventional approach to training criminal justice personnel was carried out in Seattle, Washington.

With the help of \$61,396 in LEAA funds, the Washington Department of Institutions devised a training approach that gives corrections, court and police personnel a real taste of how the "other half"—society's losers—live.

The traditional approach to rehabilitating the convict, to motivating the down-and-out, has been to make them see society as the rest of society sees itself. The Seattle project reverses that approach. It tries to make the people who man society's institutions aware of the day-to-day life of the people who need their help.

Trainees. Some 197 trainees have participated in the project since it began in August 1969. Most of them are workers in the criminal justice system—

Information needs. These scenes are part of a world that does not yet exist. Today a policeman on the street often has no way of checking the criminal record of a suspect, although he can find out from the FBI's National Crime Information Center (NCIC) if there is an outstanding warrant for his arrest. The prosecutor frequently must handle cases in which he can gather no information on the offender's criminal history. Judges often must sentence without adequate background information.

To bridge these information gaps, LEAA a year ago began to explore the possibility of creating an interstate system for the electronic exchange of criminal histories.

Existing systems. Information systems exist, of course. But the problem is getting the information to a criminal justice agency at the time it is needed. The FBI, for example, maintains offender histories of persons arrested more than once. While those histories are available to law enforcement agencies, there is a considerable time delay in getting them. Moreover, they are not available to other elements of the criminal justice system, such as the prosecutor's office, the court or the defense attorney.

Moreover, the FBI's NCIC provides computerized information on arrest warrants, stolen automobiles, guns, etc. Like the identification function, this information is of interest only to police agencies.

Initially, reactions to the idea of a nationwide computerized information system were largely negative. First, there was a general feeling that the technological problems were so great that an automatic or real-time interchange could not be accomplished for several years. Perhaps more importantly, since this system was to be operated by the states themselves, the barriers to cooperation between participating states would make the project extremely difficult. The urgency of the need, however, demanded that every effort be made to develop such a system.

Selection of participants. The first step was to select several states with reasonably advanced information and computer systems. If a few such states could cooperate, it might be possible to demonstrate the feasibility and utility of a system of criminal history exchange. If a workable combination of states could be found, the systems design could be developed by the states themselves rather than being dictated by a federal agency.

To that end, LEAA evaluated the technological

capability of several states. Six were asked to participate: Arizona, California, Maryland, Michigan, Minnesota and New York. Four other states—Connecticut, Florida, Texas and Washington—were invited to observe the activities. Within several months, those four joined the original six as full participants in the project. Only Florida, however, became a member of the computer criminal history exchange network; the other three states are developing special programs to enhance the utility of the project.

The project was officially entitled Project SEARCH—System for Electronic Analysis and Retrieval of Criminal Histories.

Five states added. Early in 1970, five additional states—New Jersey, Pennsylvania, Ohio, Colorado and Illinois—were invited to become observers.

The 15 SEARCH states contain within their borders approximately 75 percent of the criminal activity in the United States.

Federal participation. Other government agencies were asked to participate in the project. In addition to LEAA, representatives of the FBI and the Federal Bureau of Prisons meet regularly with the states to help in the development of system design.

Costs. Costs of the project are borne by the individual states, by LEAA, and to a lesser extent by the California Crime Technological Research Foundation. To date, \$2,516,828 has been committed to the project: \$1,429,460 from LEAA funds; \$1,037,368 from state matching funds; and \$50,000 from the California Crime Technological Research Foundation.

Organization. Each working state in Project SEARCH has an equal voice. Each has a voting representative on the overall governing group and a technical director of the project within the state. The states created a number of task forces staffed by criminal justice experts to study some of the technical problems involved in the project. They include a statistical task force, a standardization task force and a privacy and security committee. In addition, technical working groups consider the problem of computer-to-computer interface, telecommunications requirements, standardization of records and related matters.

SEARCH system. To create the basic system, each state is converting 10,000 criminal histories to an electronically accessible form. These histories will be of offenders who have been arrested for felonies

grant funds to "large cities" in FY 1970. This total is one-third of all funds available to LEAA for discretionary allocation.

Discretionary grants enable LEAA to channel federal money to points of special interest, such as large cities, or into specific areas of innovation and demonstration, which might not otherwise receive such aid.

The Large City Special Grants program was announced February 2, 1970, concurrently with the other discretionary funds programs operative for FY 1970. The 125 cities declared eligible to apply for grants of up to \$150,000 (\$250,000 for any city of more than 1,000,000 people) included:

(1) Sixty-nine cities with a population of at least 200,000, of which 44 received a total of 49 grants. New York City, for example, received \$207,597 to develop a youth and adult services bureau to refer selected offenders outside the criminal court system.

(2) Thirty-four Model Cities with current approved plans and action fund eligibility. Nineteen grants were awarded to 18 cities in this category, including Smithville, Tennessee (population 3,000), a not-so-large city whose willingness to organize and plan led to a grant of \$9,300 for a juvenile pre-trial referral program similar to New York's.

(3) Ten cities with from 75,000 to 200,000 in population which have current crime indices materially higher than national averages, of which five cities received discretionary grant funds.

(4) Twelve cities which are the largest in a state without an otherwise eligible city. Eight cities took advantage of this provision and were awarded 12 grants.

Project areas. Seven major project areas stipulated by LEAA provided the guidelines within which the applicant city was free to submit programs encompassing any phase of law enforcement or crime control activity.

(1) A total of 39 grants (\$5,471,064) went for special efforts to reduce street and violent crime or concerted programs against particular crimes such as burglary, robbery, auto theft, etc.

(2) Sixteen programs for improvement of police/community cooperation and understanding received \$1,728,694.

(3) One grant for \$150,000 was awarded to Baltimore, Maryland, under the category of improvement of misdemeanor court operation via reduction of

delay, court management improvement and better sentencing and disposition techniques.

(4) New or expanded referral, court processing, community treatment, or correctional supervision programs for juvenile offenders received 14 grants worth \$1,082,819.

(5) Special narcotics and dangerous drug enforcement, education and prevention programs received 10 discretionary grant awards totaling \$1,459,031.

(6) One grant of \$150,000 went for special enforcement efforts against center city organized crime operations in Miami.

(7) Special city-wide law enforcement coordinating or planning councils or commissions accounted for four grants worth \$624,682. Recipients were Akron, Ohio, and Philadelphia and Reading, Pennsylvania. The District of Columbia also received such a grant.

Although the eligible city had to be the applicant, projects could be conducted in county or district court or correctional agencies when desired by the applicant.

While \$10 million was allocated for grants under this program, requests were almost double the amount available as virtually every eligible community filed an application. As a result, and because the discretionary funds program was oversubscribed generally, not all applications could be funded by June 30, 1970. At year end, LEAA decided to continue to make awards in early FY 1971 to applicants whose funding had to be delayed.

SEARCH

States will swap standard information on criminal offenders.

A policeman apprehends a suspect. He doesn't know whether or not the suspect is a dangerous criminal. He calls headquarters and learns that the person has a long record of violent offenses and is currently on parole from another state.

A judge is ready to pass sentence on a young man convicted of larceny. He asks the court recorder to ask the computer terminal to determine if the person is an habitual offender. The response discloses no record. The judge puts the young man on probation and returns him to his family and community.

Corruption control. Extensive gambling activities cannot exist without the corruption of public officials. Therefore, the first step in reducing organized crime is to eliminate corruption.

Each state would organize an internal affairs unit with statewide jurisdiction to investigate charges of corruption on both the state and local level.

Academy for prosecutors. As the criminal law has become more intricate, the need for formal training of prosecutors has become more acute.

A National Academy for Prosecutors would be established with LEAA support for the purpose of training state and local prosecutors in the techniques necessary for the successful investigation and prosecution of organized crime cases.

LEAA activities. LEAA has developed activities in several areas to improve the administration of criminal justice in the field of organized crime. Descriptions of those activities follow:

(1) Technical assistance has been provided in the writing or revision of organized crime programs in state comprehensive plans;

(2) Discretionary funds have been awarded for programs to coordinate law enforcement activities within a state or region, to intensify law enforcement efforts at regional, state and local levels to prevent control organized crime, to implement or improve organized crime law enforcement training courses, to sponsor and conduct organized crime law enforcement training conferences and to coordinate law enforcement training exchange programs.

(3) Technical assistance has been provided to State Planning Agencies in the planning of programs and projects to prosecutors in improving prosecution capability, to police in improving or organizing investigation or intelligence units and to state and local police agencies in the design of organized crime law enforcement training courses.

Outstanding awards. The most significant discretionary award for an organized crime program in 1970 was a grant for \$598,430 to the combined New England states to help finance an interstate, interagency, interdisciplinary intelligence system.

The State Police and Attorneys General, with local assistance, will establish a data collection network, which includes an Analysis and Dissemination Center. Intelligence on organized crime in the six states will be collected, stored, analyzed and disseminated in accordance with tactics and strategies devised by a Strategy Coordination Board. Policy will be set by

a Joint Steering Committee of the heads of the respective state agencies and will be promulgated through a Policy Board.

The project, as approved by LEAA, has been designed for a three-year lifetime. Each participating agency—state or local—will be represented on the Intelligence System Review Board, the mechanism by which project working relationships may be approved, common problems examined and future improvements planned.

Thirty intelligence agents will be deployed through the six states and dedicated full-time to the project. They will gather intelligence data and submit it to the Analysis and Dissemination Center where it will be classified and analyzed. A finished intelligence product will be synthesized. The completed intelligence product might include an updated description of the organized crime personnel structure in New England, how it operates, what criminal activities are being committed and forecasts as to what, when, how or where suspected criminal acts might occur.

The project will be evaluated in terms of its success in:

(1) Obtaining substantive information on activities, organization systems and operating procedures of organized crime;

(2) Developing techniques of information evaluation and analysis;

(3) Developing techniques of generating and updating intelligence estimates;

(4) Designing strategies and evaluating competing alternatives; and

(5) Finding more effective ways of coordinating enforcement.

Another discretionary grant program underwrote the cost of sending local law enforcement officers to attend the Internal Revenue Service Special Agents Basic Training School in Washington, D.C. Forty officers have graduated from the seven-week intensive training in the investigation of complex commercial transactions.

Large city grants

More than one third of discretionary grants went to large cities.

The Office of Law Enforcement Programs (OLEP), which administers the discretionary grants program for LEAA, awarded \$10,666,470 in discretionary

It is LEAA's aim to support those programs that reduce the influence and effect organized crime has on the community. It attempts to accomplish this by developing programs that will improve the capabilities of law enforcement in general.

Interstate centers. Organized crime does not honor jurisdictional boundary lines. The fragmentation of police forces—whether large or small—often serves as a hindrance to effective organized crime enforcement. Coordinated efforts of literally hundreds of cities and towns with independent police forces, and of several states with separate legal systems are essential to combat organized crime successfully. Support will be given to the formation of multi-state organized crime intelligence systems, which would include a comprehensive data gathering network and an information analysis and dissemination center to coordinate strategy and enforcement.

Such interstate intelligence units would combine the efforts of state and local prosecutors and police in several states. Other staff specialists would include accountants, statisticians, tax experts, systems analysts, intelligence analysts and business administrators.

Intelligence systems. Each state should have its own centralized statewide strategic and technical organized crime intelligence unit. The statewide network would coordinate the intelligence functions of all local agencies. It would also represent the state in a multi-state regional system. Varied professions would be represented on the staff of a state intelligence unit. Without a central intelligence system no state could have an effective organized crime program.

Statewide investigator. States with a significant organized crime problem would establish a statewide investigator and prosecutor unit.

This special unit or "rackets squad" would be composed of prosecutors, investigators, intelligence collectors and analysts, accountants, tax and labor specialists and other specialists and technicians. It would be the nucleus of the state's organized crime enforcement, and its responsibilities would include coordinating the efforts of police, prosecutors, regulatory agencies and citizen action groups throughout the state. State training programs for police and prosecutors to fight organized crime would be generated out of this office. For those states where the State Attorney General does not have statutory or common law criminal jurisdiction, a special unit would be created through legislation.

Interstate pools. Successful organized crime investigation and prosecution is expensive. Specialized manpower requirements and equipment usage prevents many jurisdictions from initiating a course of action. Police departments seldom can afford the high initial outlay for sophisticated equipment and the specialized training for the persons using the equipment.

To offset the cost of both equipment and specialized technicians, equipment pools would be formed. Central locations with a region would be selected. The manpower and equipment "bank" would provide assistance whenever a particular jurisdiction would need it.

Analysis. The average heroin addict requires an estimated \$25,000 a year to satisfy his addiction. The heroin that he uses is a direct result of the importation of contraband narcotics into this country by organized crime. Extensive "street crime" results.

A substantial number of jurisdictions spend considerably less than \$25,000 a year on research into the causes and effects of crime, and practically no money at all in the development of effective organized crime enforcement programs.

Extensive research and analysis would be supported to determine what programs could be effective in the reduction of organized crime.

Each state would devise a program to measure the effectiveness of its organized crime programs. Heretofore, the effectiveness of a program has been measured by counting the number of indictments or the number of criminals in jail. However, "headhunting" does not really address the problem of organized crime. In short, the effect of a particular enforcement activity must be considered. Such analysis goes far beyond a count of the number of arrests.

Public education. If the law enforcement community does not know what the overall effects of organized crime are, the general public cannot be expected to know either. Almost all organized crime activities are based on the sale of illegal goods and services to a consumer. Although some activities, such as loansharking and narcotics distribution, are restricted to a specific class of individuals, others such as bookmaking and the sale of bootleg cigarettes, are available to and used by a wide segment of the public.

Education programs could dissuade the general public from dealing with organized crime.

(3) Plan, develop and operate an information center for the collection, analysis and dissemination of data relating to incidents, techniques, materials and targets.

All of the tasks are of such an urgent character that final work products are called for beginning in the fall of calendar 1970. The pamphlets will begin to become available before the end of 1970. The Information Center will be operational by the end of the third quarter of 1970.

Additional LEAA programs are being planned to fill other local agency needs. For example, through the National Institute certain bomb disposal equipment will be subjected to rigorous tests for safety and suitability. In addition, a joint effort with the Department of Defense is planned as a means of providing technical training in explosives ordinance disposal.

Background. The bomb, regarded by many as the ultimate weapon of terrorism, has been employed sporadically in the United States over the past 100 or so years by groups and individuals in violent conflict with each other and with society at large. Psychotics, white racists, political exiles, anarchists, left-wing and right-wing militants, labor organizers and criminals have all employed the bomb with varying degrees of destruction in support of their particular case. It is clear that the contemporary rash of "new left" and "right wing" bombings represent not so much new and alien tactic as a revival of a traditional form of violence.

The distinguishing features of the present situation, from the police viewpoint, are twofold. First, information in the hands of dissident groups makes possible the construction of sophisticated explosive devices that are difficult to detect and dangerous to disarm. Secondly, the wave of bombing and bomb threats is widely diversified geographically and significant in volume.

Whether the trend towards the use of explosives to express personal or political feelings will continue, peak or decline will depend on many factors. While speculation on trends continues, it is apparent that official response is urgently needed. Thus, President Nixon, on March 25, 1970, directed LEAA to undertake to develop and support programs designed to improve markedly this nation's public safety agencies' capability to deal with bomb incidents.

Organized crime

Organized crime programs move on broad front.

Organized crime has been a growing problem for the United States since Prohibition days. Underworld racketeers, after Repeal, searched for new ways of capitalizing on the desires of the public for illegal goods and services.

They shifted their emphasis from bootlegging and rumrunning to bookmaking, loan-sharking, policy operations, narcotics importation and distribution, prostitution and numerous other illegal activities.

They also infiltrated legitimate businesses and made a substantial impact on trade unions and business management through various forms of labor racketeering.

The success of organized crime can be attributed chiefly to its ability to exploit the desires of a willing clientele to gamble, to borrow money, or to enter into illicit liaisons for the purpose of some immediate, but often illusory, gain. Its phenomenal success has caused the President to report that "Today, organized crime has deeply penetrated broad segments of American life."

Despite efforts to prevent and control its growth, organized crime continues to prosper through the use of fear and threat of violence against its victims—real or intended—and through its readiness and ability to corrupt public officials.

No one really knows the extent of the impact of organized crime on the economy, the social order and the stability of public and private institutions.

With the enacting of the Omnibus Crime Control and Safe Streets Act in 1968, Congress intended that, in making grants for law enforcement purposes, special emphasis be given to programs and projects dealing with the prevention, detection and control of organized crime.

Administration move. In June 1970, the President established "a National Council on Organized Crime, under the chairmanship of the Attorney General, to formulate an effective, coordinated national strategy for the elimination of organized crime." The National Council consists of representatives of all federal departments and agencies having major responsibilities concerning organized crime. The Administrator of LEAA has been appointed to serve on the Council.

designed to provide information on and training in civil disturbance operations, planning and control.

Begun in February 1968 by the Army Chief of Staff, the course was originally open only to senior officers in the Army, the National Guard, the Army Reserve and civilian police. In February 1969, it was opened to officers in all military services and to key civilian officials. It was terminated in April 1969, but it was re-established on May 10, 1970.

Purpose. The main purpose of SEADOC is to provide a basic vocabulary and a unified, common sense of planning for all types of forces likely to be involved in restoring law and order in a civil disturbance situation, and to delineate the respective roles of municipal, state and federal agencies during such a situation. The program, in offering a common perspective to military and civilian officials, simultaneously increases the level of interagency cooperation and improves their operating strategies.

Effective civil disorders control requires the development and testing of contingency plans which take into consideration the full range of disturbances which may occur. By preparing a flexible, skeletal plan, various alternatives and methods of dealing with disorders can be developed before a crisis situation occurs. By discussion and training at the SEADOC program, participants gain practical experience in developing a control plan and receive the benefit of having this plan critiqued by experts.

The importance of such instruction for police and civilian officials led LEAA's Office of Law Enforcement Programs to award a \$153,470 discretionary grant for police officers and other civilians while they attend this Army training course. This program is being coordinated by the Maryland State Planning Agency.

Extending over a total period of 18 months, the sessions will be attended by approximately 840 men. The participants will be drawn from various geographic areas but must be members of, or civilians sponsored by, a law enforcement agency, and must have a major responsibility in the civil disorders area.

Course of study. Conducted at the U.S. Army Military Police School at Fort Gordon, Georgia, the SEADOC course consists of 14 hours of training in civil disturbance planning and 22 hours in civil disturbance operations.

Courses in the planning area, for instance, include: Contemporary Social Unrest; Manifestations of Dis- sent; Interagency Authority and Responsibility; Legal

Aspects of Controlling Civil Disorder; Police Information Activities; Concepts and Programs for Managing Civil Disorder; and Coordinated Preparation for Civil Disturbance Operations.

Graduates. As of May 15, 1970, SEADOC had provided training for 4,186 students, including 1,317 personnel drawn from civilian police departments or from the Federal Bureau of Investigation. The Army sends field grade officers and a number of general officers; it imposes no specific limitation on LEAA as to the rank of personnel receiving LEAA support to attend SEADOC, except that it must be satisfied that the person has a position of significance. As a rule, civilian personnel receiving LEAA support are chiefs of police, inspectors, fire chiefs, and so forth. LEAA is urging that mayors and city managers attend SEADOC as well.

Bomb project

Urgent bomb project undertaken on President's order.

Responding to a Presidential order of March 25, 1970, LEAA commissioned an urgent project to design and develop methods of markedly improving the ability of public safety agencies to deal with bomb incidents.

The emergency nature of the program, which will begin to produce results early in FY 1971, was the result of a rash of bombing incidents in major cities in the nation in FY 1970.

The initial LEAA analysis of the problem disclosed several needs which had to be met in order quickly and adequately to enhance police response to bomb incidents.

To meet those needs, LEAA contracted with the International Association of Chiefs of Police to undertake the following tasks:

- (1) Develop a series of public safety officers' pamphlets on the subjects of bomb threat procedures, scene safety, target security, explosive device recognition, etc.;

- (2) Develop sets of standardized instructional lessons and materials for use in basic, in-service and specialist training programs; and

CHAPTER 7

Special Reports

In order to give some idea of the range of significant programs and projects which are supported with LEAA funds, a series of 28 Special Reports was prepared for this volume.

The Special Reports are not intended in any way or manner to be comprehensive in terms of describing all major programs and projects funded by LEAA through action grants to State Planning Agencies or through discretionary grants.

Rather, the Special Report subjects were chosen to present concrete examples of the kinds of activities in the field that are receiving LEAA funds.

The Special Reports discuss a number of programs and projects that are attempting to meet, head-on, some of the most pressing problems in police operations in particular and in law enforcement and in criminal justice in general.

Foremost among those programs are the ones designated by Congress as priority programs, namely, in the fields of organized crime and civil disorders.

Other projects have to do with the development of new technologies for police, such as a lightweight transceiver, heroin detection methods, airborne television, short takeoff and landing (STOL) aircraft, of new methods of coping with bombs and standards for police equipment.

Other projects have to do with communications systems, new methods of training, new approaches

to the problems of juvenile gangs and family crisis and new studies of the rights of prisoners and of Indians.

Two important Special Reports dealing with administrative matters are Intragovernmental Cooperation, which describes the work LEAA is doing with other agencies of the federal government, and Matching Contributions, which describes the difficulties states are having in raising the matching funds required of them to qualify for LEAA grants.

Civil disorders

Army provides special training in civil disorders

LEAA is assisting police and civilian officials who are attending the U.S. Army's special training course in handling civil disturbances.

As of May 15, 1970, a total of 1,317 personnel drawn from police departments and from the Federal Bureau of Investigation had attended the course. LEAA is sponsoring more, and is encouraging officials such as mayors, fire chiefs and civil defense directors to attend as well.

The course is called the Senior Officers Civil Disturbance Orientation Course (SEADOC) and it is

and local levels. From those two pilot projects, basic audit policies and procedures will be developed and disseminated. They will be used as a yardstick for measuring the adequacy of SPA financial management functions as they relate to funds expended at the state and local levels. Certain audit functions will then be delegated to those audit agencies which meet the criteria established for fiscal control and protection of the federal interest.

LEEP audits. An Audit Guide for use in auditing the Law Enforcement Education Program (LEEP) at colleges and universities has been published and disseminated to the audit staffs of the Departments of the Interior and of Health, Education and Welfare, the National Science Foundation, the Defense Contract Audit Agency and the Atomic Energy Commission. The audit staffs of those agencies, under Bureau of the Budget regulations, perform field audits of the LEEP as well as audits of other federal grant programs at the schools where audit responsibility has been assigned to them. This work is done on a reimbursable cost basis.

In addition, the Defense Contract Audit Agency, under similar agreements, performs audits of LEAA contracts at field locations where they have resident auditors, using the Audit Guides supplied by the LEAA Audit and Inspection Division. These agencies forward their reports of findings and recommendations to the Audit and Inspection Division for transmittal to the responsible LEAA program elements. Contracts being performed in the Washington, D. C., area are audited by the Audit and Inspection Division staff.

Cost allocation. In addition, the Audit and Inspection Division has the responsibility for auditing the cost allocation plans of nine states and two territories, in coordination with a Bureau of the Budget committee on the establishment of indirect cost rates.

Personnel. At the beginning of FY 1970, there were 121 personnel in LEAA. An active recruitment and placement effort resulted in an increase of 170 additional professional and administrative personnel, for a total of 291 assigned to the staff at the end of the year.

The following list shows the number of LEAA personnel on board by offices as of June 30, 1970: Office of the Administration, 18; General Counsel, 9; Office of Administrative Management, 60; Office of Law Enforcement Programs, 113; National Institute of Law Enforcement and Criminal Justice, 54; National Criminal Justice Statistics and Information Service, 16; Office of Academic Assistance, 21; for a total of 291.

Specialists. The list below indicates the variety of specialists who have been recruited for LEAA: accountants, administrative officers, architects, attorneys, auditors, budget analysts, consultants, contract specialists, correctional specialists and criminologists.

Also: educational specialists, electronic engineers, grants management specialists, inspectors, inventory management specialists, juvenile corrections specialists and loans collection specialists.

Also: management analysts, operations research analysts, personnel management specialists, physical scientists, program analysts, public information specialists, research psychologists, social scientists, sociologists, statisticians and systems analysts.

Administrative services. The Administrative Services Division now serves as the central point for preparing, reviewing and coordinating LEAA contracts and agreements. A newly-activated Contracts and Procurement Branch, during the last six months of FY 1970, awarded contracts totaling approximately \$2 million. The Administrative Services Division also performs functions relating to records management, publications services and property management.

CHAPTER 6

Office of Administrative Management

A significant reorganization of LEAA administrative offices was carried out in FY 1970. The need for reorganization arose from the rapid increase in programs in substantive areas.

At the beginning of the year, administrative management functions and the Academic Assistance programs were under the direction of one executive, while attempts were being made to recruit an administrative officer to head the Administrative Management area.

Upon the selection of a director, a new Office of Administrative Management was established, and under it five separate divisions: (1) Audit and Inspection Division; (2) Management Planning and Review Division; (3) Financial Management Division; (4) Personnel Division; and (5) Administrative Services Division.

Major administrative efforts were concentrated on clarifying and establishing policies, plans and procedures for the five major functional areas.

Working agreements. The Omnibus Crime Control and Safe Streets Act did not specify how the responsibility for administrative support should be divided between the Department of Justice and LEAA. To meet that problem, the Director of LEAA's Office of Administrative Management and the Assistant Attorney General for Administration worked out agreements describing in detail what

each office would do as to accounting, auditing, budgeting, contracting and providing personnel services.

Regional offices. To provide more responsive liaison with the states, the Office of Administrative Management worked closely with the Office of Law Enforcement Programs in establishing seven regional offices. This involved arranging logistical support, such as office space, equipment and services, at each of the seven locations. The offices are expected to assist in shortening the length of time necessary to act on grants, in providing closer guidance to State Planning Agencies, and in decreasing travel time and costs.

Audit and inspection. Since it was established in October 1969, the Audit and Inspection Division has completed more than 100 audits, reviews, pre-award surveys of contracts and grants, and inquiries into the nationwide operations of LEAA. Audit emphasis is on grants and contracts awarded to the 50 states and five territories.

SPA audits. Audit assistance was requested and provided to seven State Planning Agencies (SPA) in FY 1970. In cooperation with the state audit staffs of Maryland and Florida, audits are being conducted in an effort to design and test an Audit Guide for the use of other federal audit staffs, state auditors and CPA's in auditing LEAA operations at the state

evaluate the project progress and results in meeting the goals of this major research and development effort. The Systems Analysis Center will use the information gained from this endeavor to provide advice to other municipalities seeking to develop similar systems.

Grants management. Another system currently in the developmental stage is a prototype Grants Management Information System to demonstrate to the states the feasibility and advisability of an automated management system to handle grants and sub-grants. Also, the Systems Analysis Center, in coordination with the Office of Administrative Management and the SPAs, is developing a Management Information System designed to increase the efficiency of all programs within LEAA.

This computerized system will provide the capability to monitor financially, as well as by objective, all

LEAA grants and contracts to prevent duplication and misallocation of funds. Further, the system will provide information about the potential of each grant, proposed or active. It will also serve as an historical repository of completed and inactive grants.

SEARCH. One of the projects of the Service is Project SEARCH. The acronym derives from System for Electronic Analysis and Retrieval of Criminal Histories. This project is being put together through the cooperative effort of 10 states on a pilot basis. It consists of filing criminal identifications and records in a computer in each participating state. If police want to determine whether a suspect has a record in another state, they can query a master computer which will indicate which states should be queried, and the query can then be made directly to those states through the same computer.

developing, by assuming the responsibility for some existing projects and by initiating others, a national correctional statistics series. Ultimately this system should combine National Prisoner Statistics (NPS), the Uniform Parole Reports, a new system of probation statistics and a jail statistics program.

The long-range plans of the Service call for merging these programs into an overall system of offender statistics. Statistics describing the operation of the various parts of the criminal justice system have until now been complicated by the fact that different approaches have made it impossible to relate the summary data drawn from one agency to those from another. To correct that situation, most experts have suggested a system which would use the offender as the basic unit of measure. That approach, now in its developmental stage, requires that offenders be followed through the entire criminal justice system with data being recorded for every transaction at each stage.

If that is done, it should be possible to provide data on such areas as arrest procedures, pre-trial activities, court backlogs, plea bargaining, the effects of the correctional activities and other institutional aspects of the criminal justice system.

4. State statistical systems. In the final analysis, no system based on administrative statistics can be adequately operated by a central agency. Therefore, the Service has as one of its primary activities, the encouragement of the development of independent statistics centers in the states. Such a state agency would be close enough to local and county level agencies to insure consistent reporting practices. The Service is also encouraging the passage of mandatory criminal justice reporting statutes in the states.

In FY 1970, the LEAA Discretionary Grant Guide carried a statistical grant provision calling for 10 to 20 grants ranging from \$20,000 to \$30,000 up to a total of \$500,000 to improve the offender-based statistical systems in states having a mandatory reporting requirement.

In addition to those discretionary grants, the Service made a grant to the state of Minnesota to develop a prototype statistical system which would include all criminal justice agencies in the state. That grant will be monitored closely to observe the utilization of the latest techniques so that the lessons learned may be passed on to other states.

If the data developed by state statistics centers as part of a national system are to be used, a high

level of comparability is required. All activities involving various states and jurisdictions will be grossly inefficient unless there is an overall standardization of classifications and terms. The Service is presently working with a number of outstanding professional groups toward the development of a classification system and glossary of terms.

In order to develop this statistical capacity at the state level, the Service is working on the development of workshops and training sessions to encourage the states to develop their systems in harmony with the national goals while simultaneously developing and maintaining a high level of knowledge of statistical methods, information systems and related matters. These regional workshops have participants from both state and local governments. The Service expects to hold approximately four conference series per year to cover new developments in both statistics and information systems. Each conference series consists of several separate meetings to encourage the participation of working-level people responsible for criminal justice information systems and statistics. These workshops present contributions from outside professionals, as well as from LEAA staff members.

5. Information systems. LEAA is encouraging the development of systems which will serve the states' operational needs while providing the required statistics as a by-product. An assessment of the present status of these systems was made through a survey in each of the 50 states. The data from that survey will provide the information needed to enable the Service to supply advice and assistance to the states in the development of information systems.

To develop further the ability of LEAA to provide valuable information to the states, a number of prototype systems are being developed. First among these is an inter-agency program in which the Director of the Systems Analysis Center is acting as the federal coordinator of a Public Safety Information sub-system of the Department of Housing and Urban Development's Municipal Information Systems Project. LEAA discretionary money was used to fund this system in Long Beach, California, and it includes police, fire, civil defense, licensing and code enforcement. The intent of this project is to develop a fully integrated information system which can easily be adapted to the particular needs of other municipal agencies. The system is designed to relate to California and regional systems.

The Systems Analysis Center will monitor and

Organization

The Service is located at LEAA headquarters in Washington, D.C., and is organized into two Centers. They are the National Criminal Justice Statistics Center and the National Criminal Justice Systems Analysis Center.

Statistics Center. The National Criminal Justice Statistics Center is a focal point for the collection and dissemination of statistics. The mission of the Statistics Center is to provide:

- (1) National leadership in the development of new statistical research methods in the field of criminal justice;
- (2) Expert assistance to states and local communities in their development of statistical systems;
- (3) Mathematical statistical support to the administration of LEAA; and
- (4) Dissemination of technical and substantive statistical data to the criminal justice community.

In order to develop a well-balanced program of statistical research and development, the Center has authority to award grants to states, units of local government and other organizations which work to improve criminal justice statistical systems and which aid in the coordination of criminal justice efforts at all levels.

The Center is engaged in criminal justice program analysis and evaluation. That is channeled through the Center's Program Division and its State Advice and Assistance Division, which have staffs made up of experts in various fields. In the development of its research programs, the Center works with the research community and the people who use its data to identify and solve critical problems.

Systems Analysis Center. The National Criminal Justice Systems Analysis Center is the entity within LEAA which provides technical guidance and assistance to states in the use of computers and information systems for the criminal justice process. In addition, this Center provides the in-house LEAA programming and data processing systems support. This support involves computer programming, systems analysis and design and computer operation.

This Center is engaged in the development of a program to meet the information system needs of LEAA and to direct the research necessary to identify problems which can be solved through application of operations analysis techniques and development of information systems.

Service programs

Brief reports follow on the five programs undertaken by the Service during FY 1970:

1. **Victimization.** Development work already has begun on a series of three surveys of victims of crime. This series will examine the individual as a victim, businesses as victims and various levels of governments as victims of crime. The victim surveys will provide such estimates as: the number of crimes being committed; the characteristics of victims; geographic distribution of crime; the effect of the environment on crime; and information concerning the effect of crime on the behavior of the general population.

The Service hopes to provide such data for geographic regions, large states and major standard metropolitan statistical areas. In addition to their general usefulness, these data can be compared to the data on crimes already available to the police, to provide a basis for estimating the amount of unreported crime. This series will also provide more reliable estimates of the cost of crime than are now available. The Service is also funding a project with the District of Columbia to examine victimization, public reaction to crime, the extent of fear of crime and methods of protection being developed by the public.

2. **Institutional statistics.** For generations the criminal justice system has been an enigma even to sophisticated administrators. For example, the number and kinds of agencies which comprise the system in a given state are generally unknown. Although Congress has provided funds to improve the system, no one knows the aggregate expenditures for criminal justice activities. Few state law enforcement officials can even say how many jails exist in their state.

To correct that situation, the Service has begun a number of projects. Currently, a survey of jails which hold convicted offenders is underway. A directory of all criminal justice agencies is also being developed by the Census Bureau under contract to the Service. During FY 1970, LEAA asked the Census Bureau to expand its statistics on expenditures and employment in criminal justice to provide estimates of expenditures for each state. Information on expenditures can be useful in many areas of criminal justice, particularly in determining the relative burden on federal, state and local governments.

3. **Offender-based systems.** The Service is also

CHAPTER 5

National Criminal Justice Information and Statistics Service

In response to the need for an improved national criminal statistics program, the National Criminal Justice Information and Statistics Service (NCJISS) was established within LEAA.

For all practical purposes, the Service came into being with the passage of FY 1970 appropriations in December 1969.

The first few months thereafter were devoted to staffing and to developing comprehensive plans for future activities. The Service had a budget of \$1 million in FY 1970 and was allocated 30 staff positions. Efforts also were made to coordinate the Service's plans with the needs of the criminal justice community at all levels.

The Service was started under Section 515 of the Omnibus Crime Control and Safe Streets Act of 1968, which authorized LEAA "to collect, evaluate, publish, and disseminate statistics and other information on the condition and progress of law enforcement in the several states. . . ."

Need for reliable data

The need for more reliable and complete criminal justice statistics has long been evident.

Better statistical information, on both offenders and victims, is needed for many purposes:

(1) To measure the effects of prevention and deterrence programs to focus them more sharply, and to make them more effective;

(2) To measure the workload and effectiveness of police, prosecutors, courts, correctional institutions and other parts of the criminal justice system;

(3) To analyze factors which may contribute to the success or failure of probation, parole and other correctional alternatives for various kinds of offenders;

(4) To assess the performance of various criminal justice agencies;

(5) To compute the costs of crime in terms of economic injury inflicted upon communities and individuals as well as direct public expenditures by criminal justice agencies;

(6) To project expected crime rates and their consequences into the future to provide a base for more enlightened government planning;

(7) To test theories of criminal behavior;

(8) To identify the causes and contributing factors to crime; and

(9) To develop criminal justice information systems and apply systems analysis techniques to the crime problem.

The most extensive liaison has been with the regional offices of the U.S. Office of Education.

OAA branches. LEEP is administered within the Office of Academic Assistance by a Program Operations Branch, Program Management Branch and an Educational Development Branch, with a professional staff totalling nine, supplemented by 10 clerical personnel. In addition, a director and deputy director supervise the three components.

Responsibilities. The Office's responsibilities are grouped into five categories:

(1) *The processing, supervision and administering of loans and grants under Section 406 of the Act.* OAA not only sees that participating schools comply with eligibility requirements, but stimulates participation in, and understanding of, the program by institutions, in-service law enforcement personnel and potential personnel. As would be expected, most staff time is devoted to this area of responsibility.

(2) *Assisting in the development of criminal justice education on a nationwide basis, recommending areas for research and action programs relating to education and training.* As discussed above, the Office has assisted in research funded by the National Institute of Law Enforcement and Criminal Justice and has, upon request of colleges, provided limited technical assistance.

(3) *Providing for follow-up on student obligations and for the recovery of federal funds when obligations are not met.* Action was initiated to develop a computer billing system.

(4) *Encouraging careers in law enforcement as a supplement to state and local efforts and stimulating the attainment of higher education by in-service and pre-service personnel.* The Office's informational activities for the year have been discussed above.

(5) *Administering for the Office of Law Enforcement Programs a graduate fellowship program for command and middle-management police and correctional personnel.* The Office developed application materials for this discretionary grant program and made them available to 3,280 criminal justice agencies, degree programs and professional organizations. In cooperation with OLEP and the State Planning Agencies, 76 fellowships were awarded.

Program growth

Participation in the Law Enforcement Education Program grew significantly during this, the first full year of operation, building on the high level of interest generated by the program's implementation in the second half of FY 1969.

In FY 1970, \$18 million was awarded to 735 colleges and universities which made student loans and grants available to eligible student applicants. All 50 states, Puerto Rico, the Virgin Islands, Guam and the District of Columbia had institutions participating in LEEP, ranging from one college in the island territories to 87 in California.

Participating institutions report that as of May 31, 1970, approximately 50,000 individuals received \$14,700,000 in assistance during the fall and spring terms of the 1969-70 academic year. The reports do not indicate awards for the entire fiscal year because figures were not available for 1970 summer sessions.

1969 compared. This year's participation statistics, although necessarily incomplete, can be compared with the 485 institutions and 20,602 students participating in LEEP during the second half of FY 1969, when LEEP assistance first became available. Those students received a total of \$3,201,592. The schools had been awarded \$6.5 million and were expected to carry unutilized funds over into the 1970 fiscal year for the summer and fall terms.

FY 1970 details. Fiscal operations reports from the colleges, covering the period of July 1, 1969, through May 31, 1970, reveal that of the 50,000 students who benefited from LEEP assistance, 9,400 received loans and 41,000, grants; 2,200 received loans and grants concurrently. The program continued to be utilized mostly by in-service police and correctional personnel who attended school part-time during their off-duty hours. This focus on in-service needs coincided with the priorities set by the legislation and by LEEP guidelines.

Of in-service persons who received assistance, 35,000 were police personnel, 5,200 were employed in corrections, and 1,000 in courts; 34,000 police received grants, 3,400, loans, and 1,800 received concurrently both a loan and grant. For corrections, grants went to 5,000 persons, loans to 450 and a combination thereof to 300; and 690 courts employees benefited from grants, 170 from loans and 95 from both.

correctional curriculum in a community college. Minnesota planned to award several curriculum development grants of \$10,000 to \$15,000 each.

Harris study. In 1968, Louis Harris and Associates interviewed a national sample of 1,870 correctional personnel for the Joint Commission on Correctional Manpower and Training. The survey indicated that only seven percent of correctional line workers had a baccalaureate degree or higher and that 68 percent had no post-secondary school education. Those persons include non-supervisory staff, cottage parent-counselors, group supervisors, child care staff, etc. Most dealt directly with offenders.

Excluding line workers, more than three-quarters of correctional employees—functional specialists, supervisors and administrators—were college graduates. As the Commission pointed out, however, the percentages with graduate degrees were small: 13 percent in adult institutions, 21 percent in adult probation and parole, 27 percent in juvenile institutions and 30 percent in juvenile probation and parole.

IACP study. In 1969, the International Association of Chiefs of Police surveyed a sample of 4,672 experienced police officers from throughout the nation and found that 396 held a college degree. Of 165 recruits surveyed, 10 had graduated from a college degree program. While those figures are not encouraging, there is more encouraging evidence of potential graduates: 53 percent of the experienced officers and 55 percent of the recruits reported having taken some college courses.

Sample statistics. It appears that the SPAs will provide thorough information about the educational level and needs of criminal justice personnel—information which is needed to help chart the future role of OAA.

New Jersey. For example, in its 1970 comprehensive plan, New Jersey's State Law Enforcement Planning Agency reports 1,200 law enforcement personnel are enrolled in police administration courses offered by 21 colleges and universities in the state. Although there are almost 600 law enforcement agencies in New Jersey, only about 60 policemen were to graduate this year from associate degree programs in law enforcement.

Florida. In Florida, 36 percent of the 138 police departments indicated to the Inter-Agency Law Enforcement Planning Council that they had some personnel enrolled in colleges. The Council con-

cluded that "the great majority have no college trained personnel at any level."

Texas. The 1970 plan of the Texas Criminal Justice Council identified 380 police employees who were working, as of mid-year, toward their baccalaureate degrees and 14 toward their master's degrees. No figures on junior college enrollment were available.

Administration

Unlike many of the funding activities under the Act, LEEP is administered directly by LEAA and not by the State Planning Agencies (SPAs). LEAA is authorized to make awards to institutions of higher education for student loans and tuition grants.

Cooperation with states. Although LEEP is not incorporated in the state block funding aspects of LEAA, the Office has sought the involvement and coordination of the SPAs and of the regional offices of the Office of Law Enforcement Programs (OLEP). Schools were asked to contact the SPA prior to submitting their 1970 application so that communication would be initiated between the academic community and the agencies. Before convening a review panel to help determine institutional awards, OAA furnished each SPA with information about the requests of colleges in that state. Funding recommendations were requested on the basis of the agency's knowledge of law enforcement education needs in the state and its evaluation of the programs offered by the various schools.

SPA role. Furthermore, the SPAs were asked to assume a leadership role in: (1) promoting an awareness among law enforcement agencies of programs available at local educational institutions and an awareness among colleges of their responsibility in promoting participation; (2) reviewing the type of course offerings and their level of quality and, where required programs do not exist, incorporating in the state's comprehensive plan assistance to schools; and (3) gaining cooperation between the two-year and four-year institutions in resolving problems of transferability of credits.

Each of LEAA's regional offices assigned to a staff member the responsibility for liaison with OAA and with agencies on matters regarding LEEP.

Liaison. The Office's interest in coordinating LEEP with programs of other federal agencies continues.

tions in institutions." Because of the critical manpower shortages, the Commission recommended that corrections focus on the associate and baccalaureate degree rather than on graduate education. It felt that the field unrealistically emphasized the last and that graduate programs cannot possibly meet corrections manpower needs in the foreseeable future.

Inadequate information. Although there is widespread acceptance of the importance of education to criminal justice functions, there is inadequate information about the educational attainment of persons currently manning the criminal justice system.

Program operations

Sound program planning depends on feedback from participating institutions and from individual recipients. To obtain this information and to assess the program's effectiveness at institutions, OAA Program Management staff undertook "program review" visits. Beginning in February 1970, visits were made to a sample of 40 community and junior colleges and four-year institutions with a variety of criminal justice programs.

Typically, the program manager spent several hours at each school, meeting with the student financial aid officer, the law enforcement officials and students. Information was gathered about the administration of LEEP, the financial aid office's procedure and priorities in determining awards, the nature of the law enforcement courses, liaison efforts with local law enforcement agencies and student comments about LEEP.

LEEP appears to be encouraging the development and expansion of degree programs in criminal justice. In a 1970 directory, the International Association of Chiefs of Police listed 292 institutions which offered degree programs in law enforcement, police science or police administration. More recently, however, an analysis of 1971 LEEP applications showed that 608 of the applying institutions now offer degree programs in such areas.

Information. In February 1970, the Office brought together representatives from State Planning Agencies (SPA), state boards of higher education and state police officers' standards and training commissions for a three-day National Conference on Law Enforcement Education. The Conference was held in Jacksonville, Florida.

The goal of the Conference was to foster communication and coordination among those elements which are mutually, although often independently, involved in law enforcement education and training. A brochure describing LEEP was mailed to students, law enforcement officers, high school counselors and criminal justice agencies, and in quantity to the State Planning Agencies for their distribution. In addition, a flier and poster were made available primarily for bulletin boards of law enforcement agencies.

Technical assistance. Although the Office could provide no financial assistance other than LEEP awards and grants, technical assistance was offered to the extent possible given the shortage of staff. Interested schools were referred to possible consultants and to available information on law enforcement curricula.

With future technical assistance in mind, the Office cooperated with the National Institute of Law Enforcement and Criminal Justice and the Massachusetts State Planning Agency in conducting grant NI-033, "Law Enforcement and Criminal Justice Education Survey." Project activities included: questionnaires to determine educational needs and problems; two meetings of criminal justice practitioners and educators for the same purpose; and an analysis of curriculum development grants funded by the Department of Justice under the Law Enforcement Assistance Act of 1965.

Curricula development. Many schools contacted OAA for technical and financial assistance to develop and implement curricula. Because the Office had no authority to make grants for that purpose, institutions were referred to their SPA which could use block-grant funds for programs and projects in education. Some states awarded 1970 funds for that purpose.

For example, the Illinois Law Enforcement Commission awarded a grant to the State Board of Higher Education to create a comprehensive statewide Master Plan for Higher Education Programs in Criminal Justice. Furthermore, several two- and four-year colleges were to receive funds, on the recommendation of the State Board, for curriculum development, revision and expansion. Another grant was available for development of a curriculum in criminalistics, a need identified by the Commission. Massachusetts awarded a \$20,000 demonstration grant to the Board of Regional Community Colleges for development and implementation of a model law enforcement or

Because of that legislative wording, students are more restricted in choosing a program of study for which they plan to receive a LEEP loan. Undergraduate students must plan to complete a minimum of 15 semester credit hours in courses directly related to law enforcement, such as Administration of Justice, Police Administration and Organization, Deviant Behavior, Correctional Administration, Correctional Treatment and Custody, Criminology, Courts Administration, etc. By administrative decision during the fiscal year, the 15-hour requirement was removed for graduate students.

In-service personnel may receive a LEEP grant to study any subjects which their agency supervisor certifies as job related. That is, the subjects must be ones which will help them improve their performance of current functions or future responsibilities.

A police officer in LEEP can study any subject certified by his police chief as relevant to his duties. A large police department with a sophisticated communications center, for example, might assign an officer to study computer science. Most officers take courses in the area of police science.

Impact on public. The benefit of LEEP to the interests of law enforcement, that is, to the interests of the public, are clear. Officers with college level education can be expected to be more understanding of the environment in which police work today; they can be expected to be more sensitive to conflicting social pressures and to the interests and concerns of minority groups; and they can be expected to be more creative in finding workable methods for police departments to meet the changing demands made on them.

Impact on police. The benefits to the police department and to officers themselves are equally clear. It is becoming critically important to larger police departments to have expert staff in the areas of management, finance, budget, personnel and so forth. Those specialities are best mastered at the college level. LEEP is expected to add to the general improvement in the efficiency of operation of police departments.

For the officers themselves, the opportunity to study at the college level offers a new career challenge and the probability of advancement in rank. As more and more officers obtain college level training, it is expected that pressures will develop to upgrade educational requirements for officers and,

appropriately, their salary levels. Better educated officers will be in demand.

The upgrading of educational and salary levels could, in turn, open the option to differentiate between types of police work. Not all police work necessarily requires college level training. Studies are now under way to determine both the level and type of formal education needed for criminal justice work. In any event, LEEP is expected to contribute to the further professionalization of police work.

Policy changes. During the fiscal year, the program was administered in accordance with the *Law Enforcement Education Program Manual: 1969* and four administrative memoranda which announced policy changes effected as the year progressed. Important changes included: extending LEEP eligibility to campus police; allowing loan cancellation privileges for employment as a full-time teacher within an organized program of law enforcement education at any publicly funded institution participating in LEEP; and removing by legislation the prohibition against receiving, concurrently, veterans assistance and LEEP grants.

Background of LEEP

In enacting the Omnibus Crime Control and Safe Streets Act, Congress felt that increasing the educational level of police, courts and correctional personnel would do much to improve the effectiveness of the nation's criminal justice system. Therefore, in addition to authorizing the State Planning Agencies to fund projects and programs in training and education, the Act established the Law Enforcement Education Program.

LEEP provides financial assistance, in the form of student loans and grants, to enable in-service personnel to continue their education at the college and university level. Furthermore, student loans are made available to encourage young men and women to pursue a college education and subsequently criminal justice careers.

Need for education. The Joint Commission on Correctional Manpower and Training described educational needs in its final report, *A Time to Act*, published in October 1969: "The undergraduate degree should become the standard educational requirement for entry-level work in probation and parole agencies and for comparable counselor and classification posi-

CHAPTER 4

Office of Academic Assistance

The Office of Academic Assistance (OAA) focused its attention during FY 1970 on important areas such as program review, information and technical assistance.

Almost all of its appropriation was spent on its program—Law Enforcement Education Program (LEEP).

How LEEP works

LEEP provides two types of financial aid to students enrolled in colleges and universities:

- (1) A maximum loan of \$1,800 per academic year for full-time study towards a certificate or degree in areas directly related to law enforcement; and
- (2) Grants in maximum amounts of \$300 per semester or \$200 per quarter for part-time or full-time study of courses related to law enforcement.

Grants are limited to police, corrections and court personnel. Loans are available to these personnel and to pre-service students preparing for criminal justice careers.

LEAA has stressed that LEEP is an incentive program, in contrast to a financial aid program which would be available only to the most needy students

based on a detailed needs analysis procedure. Institutions have been instructed that, with one exception, no needs analysis test is to be used in determining the amounts of student awards. If applied uniformly, a test may be used to determine loan amount above that needed for the student's direct educational expenses.

Forgiveness. By offering adequate student assistance with attractive forgiveness features, LEEP can encourage in-service personnel to further their education. At the same time, it can encourage high school students to enter college and subsequently to pursue criminal justice careers. The loan obligation is cancelled at the rate of 25 percent for each year of full-time service in public law enforcement. After four years of employment, the borrower can fully erase his obligation. A student who has received a grant has no repayment obligation if he continues to work in his employing agency for two years after completing courses paid for by the grant.

Courses. The loan and grant aspects vary not only in the type of financial assistance available, but also in the courses of study which are fundable. The Act specifies that loan assistance is limited to programs of study "directly related" to law enforcement. Grant funds are available for courses "related" to law enforcement.

ants on pretrial release in the District of Columbia. It was found that 25 percent of the defendants charged with such dangerous crimes as rape, robbery and burglary were rearrested while on release, while 17 percent of the defendants charged with violent crimes of murder or assault were rearrested. (Rearrests were not always for serious offenses.) An evaluation of the feasibility of such data collection and statistical analysis was a primary purpose behind the commissioning of the study.

Court personnel. The Institute sponsored two projects having to do with the training of court personnel:

(1) *Court administration training.* The University of Denver Law School's Institute for Court Management has begun a program to develop court executive officers for State and federal courts. The Institute (LEAA) has granted the law school almost \$45,000.

(2) *Prosecutor training.* In order to assist in the training of local prosecutors, the Institute granted \$290,000 to the Council on Legal Education for Professional Responsibility to enable it to set up programs of special education in law schools and local prosecutors' offices.

Corrections

In its corrections and rehabilitation program, the Institute has attempted to conduct a fundamental examination of existing programs and to search for new approaches to the goal of prisoner rehabilitation. Projects have focused on such areas as prison architecture, correctional laws, work-release, alternatives to incarceration and the legal rights of prisoners. Among the corrections projects are the following:

Correctional architecture. The Institute is participating in a four-phase LEAA program on correctional architecture. It is providing advice and consultation on three of the phases: evaluation of recent correctional construction; assistance to states which will be building facilities prior to the issuance of LEAA guidelines in this area; and preparation of design principles. In the fourth phase, the Institute is funding a project which will conduct research on the use of personal space by prisoners.

Work-release. A predictive system is currently being tested to identify adult offenders who could most benefit from the work-release program of the Washington, D.C., Department of Corrections.

radio (a combined transmitter and receiver) that he typically carries should not only lighten this piece of equipment but also improve its handling and performance characteristics and lower its cost. This is a major two-phase project. During the first 12-month phase, contracts will be let for the design, development, fabrication and testing of six prototype transceivers; in the six-month second phase, design, testing and initial production of final versions of the transceiver will be completed.

Crime prevention

The Institute's initial programs in crime prevention and deterrence sought a better understanding of the causes and nature of criminal activity. The Institute also investigated methods for making a crime more difficult to commit and funded some projects which related to community mobilization for crime control. A description of the major efforts in crime prevention follows:

Robbery. Robbery is the single most frequent street crime of a threatening nature, and it has been increasing at an alarming rate. The University of California at Davis is using a \$148,121 grant to develop effective methods for preventing and controlling robbery, muggings and other forms of theft involving attacks on the person, by developing practical information. The principal base for this study is the Oakland Police Department.

Burglary. Human Sciences Research, Inc., of McLean, Virginia, a private organization, has received a grant of more than \$90,000 to investigate the phenomenon of burglary in its entirety: patterns of burglary; the lives of burglars; and the response of police, the courts and probation officers in coping with burglary.

Delinquency. Temple University has received a \$122,578 grant to study the careers of adolescent boys from 600 Negro families in Philadelphia, Pennsylvania. The project will analyze the reasons why some young Negro males enter into, maintain and abandon a variety of forms of delinquent behavior, while others do not.

"Defensible Space." One way to make a crime more difficult to commit is to increase the defensibility of residences and commercial establishments against burglary, robbery and vandalism. One way of pro-

tecting the target of crime is to incorporate, in the architectural design of a building, psychological and physical barriers to criminal intrusion. A paper on "defensible space" is being prepared based on an Institute-sponsored conference at Columbia University.

Constructing defensive barriers for protection is an ancient practice. Modern technology offers many possibilities for the improvement of residential security: increasing visual surveillance capability through modification of windows and other openings; clarifying building plans to simplify surveillance and reduce the ease with which criminals can evade pursuit; and controlling the penetrability of building interiors through buzzer reply systems, auditory monitoring, electronic identity cards and television devices.

Courts and prosecution

The Institute is supporting a number of projects which are designed to increase the efficiency, effectiveness and fairness of the legal system. Reducing court delay, which many experts view as the chief impediment to fulfillment of the deterrent function of the criminal law, is a primary aim of several projects. Protecting the rights of defendants and improving prosecution and court operations are emphasized in other projects.

Court needs. For a court system to function effectively, it must not only protect the rights of defendants but also be capable of determining guilt or innocence promptly and administering punishment where appropriate. Court delay denies justice to the accused and protection to the community, and escalates the costs of the administration of justice. The courts must redesign their basic processes in order to reduce delay without departing from the constitutional mandate of due process. A number of Institute projects focus on this issue, as follows:

(1) *Court and prosecution study.* In an effort to unite the resources of the legal and engineering disciplines to bear upon the problems of court delay, the law and engineering schools of Notre Dame University will utilize a grant of approximately \$200,000 for an operations research study of courts in Illinois and Indiana.

(2) *Pretrial release.* The National Bureau of Standards has completed a study of the amount and nature of crime committed by 426 criminal defend-

heroin in the air, and so locate hidden heroin caches.

Organized crime. The Institute is gathering information which hopefully will result in a clearer and more sophisticated understanding of organized crime.

To date, most published materials on organized crime have been in the nature of case histories. There is almost no hard information on the extent or characteristics of organized crime. For example, estimates of the money bet illegally each year range from \$7 billion to \$50 billion, about one-third of which goes to syndicate members.

The Institute has concentrated its initial efforts on the measurement and collection of data, on the extent of involvement of citizens in bookmaking activities, on the economic impact of organized crime on the inner-city community and on an evaluation of criminal justice enforcement strategies.

Police operations

A primary Institute goal is increased police effectiveness, with emphasis on the apprehension of offenders.

The Institute has sponsored or undertaken research into a number of programs in police operations.

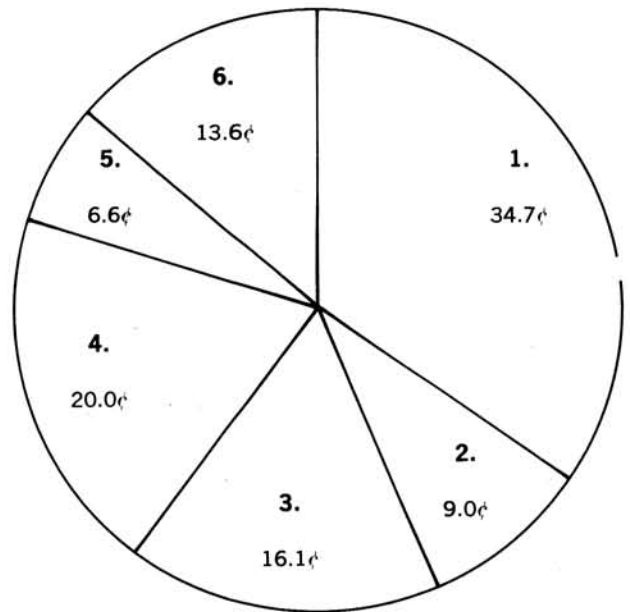
Operational systems. This program is concerned with the improvement of law enforcement equipment and systems. Among projects begun in FY 1970 were the following:

(1) *Air mobility.* Urban law enforcement use of fixed-wing STOL (short takeoff and landing) aircraft is being studied in Dade County, Florida, and the use of helicopters is being studied in Washington, D.C. Results should yield information on the effectiveness of air mobility systems in patrol, investigation, surveillance and search tasks.

(2) *Police weapons.* Improvements in weapons systems have long been requested by many police officials. With Institute support the International Association of Chiefs of Police is establishing a Police Weapons System Program to: (a) evaluate current policies and practices in the acquisition and use of offensive and defensive weapons by law enforcement agencies; (b) survey current weapons systems research and development; and (c) establish a central source of police weapons data collection and dissemination.

THE NATIONAL INSTITUTE DOLLAR

FY 1970
\$7,500,000



1. Police Equipment, Techniques and Systems
2. Police Personnel Selection, Training and Supervision
3. Crime Prevention
4. Courts and Prosecution
5. Corrections
6. National Service Functions of the Institute

Communication systems. Advances in police communications capability can greatly increase apprehension opportunities. Communications between the citizen and the police and between police commanders at police headquarters and the individual patrolman require sophisticated electronic systems to reduce the time of response. The Institute is sponsoring the following programs in this field:

(1) *Alarm systems.* Robbery and burglary alarm systems linked directly to police communications centers may prove to be an effective crime control mechanism. One such project in Cedar Rapids, Iowa, will evaluate, in terms of crime reduction and apprehension rates, the impact of 350 alarms installed on commercial premises and connected to indicators at police headquarters.

(2) *Transceivers.* A foot patrolman is normally weighed down with about 14 pounds of equipment. The current effort to improve the portable transceiver

ent point of view. The five centers are described briefly below.

The *Center for Crime Prevention and Rehabilitation* conducts and sponsors research and development in identifying conditions underlying criminal behavior and in programs for crime prevention, corrections and the rehabilitation of criminal offenders.

The *Center for Criminal Justice Operations and Management* sponsors and conducts research to identify ways in which the efficiency of the various types of law enforcement agencies can be improved and how police ability to apprehend suspected offenders can be increased.

The *Center for Demonstrations and Professional Services* addresses itself to the difficult problems of technology transfer and of acceptance of research findings by criminal justice agencies at the various levels of government and by the community at large. A National Criminal Justice Reference Service and demonstration programs in several pilot cities are the two major activities of this center.

The *Center for Law and Justice* is concerned with the appropriateness, fairness and effectiveness of criminal law and procedure.

The *Center for Special Projects* administers three primary programs: graduate research fellowship awards, small grants competition (awards of up to \$10,000) and a visiting fellows program within the Institute.

Priority programs

The Institute has undertaken three programs which are of comparatively high priority. They are projects in collective violence, in narcotics and dangerous drugs and in organized crime.

Collective violence. Research and development on collective violence is a high priority program because of the increasing frequency of such violence.

During FY 1970 the Institute supported research in the following areas:

(1) Social conflict and collective violence in educational institutions;

(2) The periodic review and evaluation of the role of law enforcement and criminal justice agencies in the prevention and control of collective violence; and

(3) Law enforcement command and control problems related to crowds and demonstrations.

Narcotics and dangerous drugs. The Institute has coordinated research in narcotics and dangerous drugs with the Bureau of Narcotics and Dangerous Drugs in the Department of Justice and with the National Institute of Mental Health in the Department of Health, Education and Welfare.

Several projects in this area were undertaken by the Institute in FY 1970:

(1) *Methadone.* During the past year, the Vera Institute of Justice in New York City has been engaged in an evaluation of the impact on crime and on heroin addicts of an experimental methadone treatment program. The project is assessing the value of methadone treatment in reducing the incidence of crime in areas with a heavy concentration of heroin addiction and evaluating the change in individual behavior resulting from protracted administration of methadone to addicted persons.

(2) *Marijuana.* Two marijuana studies are currently underway. The first is assessing the effects of its chronic use on the brain and on behavior. Preliminary findings indicate that the habitual use of marijuana may have harmful effects on brain functioning. If this finding is upheld by further research, it will have important implications.

The second study is examining the social and cultural basis of youthful drug use, particularly marijuana, by investigating in a systematic fashion the cultural environment and social organizations characteristic of various groups of youthful drug users among the student population at the University of California, Santa Barbara, and among the non-student community of nearby Isla Vista.

(3) *Heroin Detector.* Many crimes in large cities are committed by heroin addicts. A device to detect the presence of traces of heroin in the atmosphere to indicate the location of hidden quantities of heroin could be a major breakthrough in the apprehension of traffickers. Two simultaneous and coordinated efforts are underway in this area. The U.S. Army is evaluating the comparative capability of various technologies to detect chemical evidence of heroin in air samples. The New York City Police Department is testing a variety of bioluminescent bacteria for their sensitivity to heroin. The objective of both efforts is to find a means to detect minute traces of

CHAPTER 3

National Institute of Law Enforcement and Criminal Justice

The National Institute of Law Enforcement and Criminal Justice, the research and development arm of LEAA, had an FY 1970 budget of \$7.5 million. This amount was more than two and a half times the size of the FY 1969 budget of \$2.9 million.

Institute funds were allocated for a wide range of research grants, contracts, fellowships, demonstration programs and national service functions of the Institute. The majority of funds went to support outside research and development on specific problems of crime, law enforcement and criminal justice. The Institute staff carried out additional research as well.

The Institute funded more than 100 projects relating to police operations, court procedures and correctional practices. Generally speaking, the Institute tried to develop relatively large and comprehensive projects rather than small or dissociated projects. The Institute also worked closely with related federal agencies on research programs.

Background

LEAA is charged under Section 402 of the Omnibus Crime Control and Safe Streets Act with establishing a National Institute of Law Enforcement and Criminal Justice. The purpose of the Institute is, in the words of the Act, "to encourage research and

development to improve and strengthen law enforcement."

The Institute conducts a limited amount of research itself. Its principal function, however, is awarding research grants and contracts to individuals, to public agencies, to institutions of higher learning, to industry and to private organizations, both profit and nonprofit.

The Institute staff includes experts in corrections, criminology, electronics, law, management sciences, operations research, police science, political science, psychology, prosecution, public administration and sociology.

Kinds of crime. The following kinds of criminal activity are of particular concern to the Institute:

- (1) Stranger-to-stranger street crime, particularly robbery, assault and vandalism in the cities;
- (2) Burglary, particularly in the home and small business establishments;
- (3) Crimes committed by narcotics addicts and the traffic in narcotics;
- (4) Violent disorder hindering the orderly functioning of communities; and
- (5) Organized crime.

Research centers. The Institute is located at LEAA headquarters in Washington, D.C. In the same building, the Institute operates five research centers, each approaching the problem of crime from a differ-

ernmental units with at least a reasonable minimum in action funds. Special discretionary programs also related to narcotics control, Indian Reservation law enforcement programs and law enforcement information and statistics systems.

Technical assistance

In addition to administering planning, action and discretionary grants, OLEP provides technical assistance in a number of areas.

The objectives of the OLEP technical assistance program are:

(1) To assist the states in developing general planning capability;

(2) To provide expert advice and guidance in development of specific programs for the improvement of the criminal justice system;

(3) To develop manuals and other written material to assist State Planning Agencies and state and local criminal justice agencies better to accomplish their goals; and

(4) To provide training programs and disseminate information to professional and lay personnel on the administration and operation of the criminal justice system.

Those objectives are met by activities of the OLEP staff and by the use of outside resources purchased with technical assistance funds.

Staff work. The OLEP staff, both in regional offices and at headquarters, provides direct assistance to State Planning Agencies (SPAs) and to state agencies and local units of government. They assist in the development of plans and in the design of programs.

They participate in conferences and seminars at the national, regional and state level. They address meetings of professional organizations and they assist in training programs for SPA staff.

OLEP has initiated some programs using outside resources to provide technical assistance for state and local governments in their planning and operational activities.

Program division assistance. Examples of technical assistance provided by each of OLEP's five Program Divisions follow:

1. The *Civil Disorders Program Division* is preparing a technical assistance program for college and university administrators to improve their ability to cope with campus disorders. The program will in-

clude workshop discussion on such subjects as: advance detection of student discontent; campus issues; mechanisms of peaceful settlement; and effective ways to prevent or control confrontations and disturbances on campus.

2. The *Corrections Program Division* provides technical assistance through professional organizations and academic institutions which are under contract with OLEP. These experts provide assistance in response to inquiries from units of state and local government. An architect experienced in correctional institutional planning is available full time to assist states in assessing their needs for new institutions and in helping them develop plans for renovation and construction.

Close to 300 requests for assistance from state and local units have been met by these consultants. The list of subjects ranges from correctional personnel task analysis to the development of new programs for the correction and rehabilitation of offenders.

In addition, a series of handbooks is in preparation for the purpose of providing guidance for program development with special emphasis on the expansion of community-based treatment programs. Technical assistance is made available to the states for the purpose of encouraging and utilizing community support for treatment programs and efforts to help offenders achieve productive roles in society.

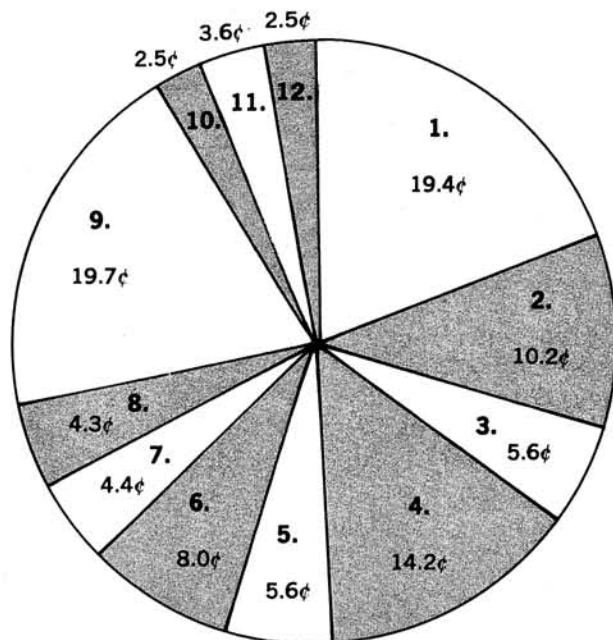
3. The *Courts Program Division* supports a series of seminars for prosecutors on the administration and operation of their offices. The Division supports the establishment of the Institute for Court Management to provide not only comparative studies of court management, but also the training of professional court administrators.

4. The *Organized Crime Program Division* sponsored three national training conferences, in the Midwest, in the South and in the West. More than 700 police administrators, prosecutors, judges and representatives of the private sector, heard discussion of the methods and dangers of organized crime and of methods to combat it. A series of manuals on organized crime for both the professional and non-expert is in preparation.

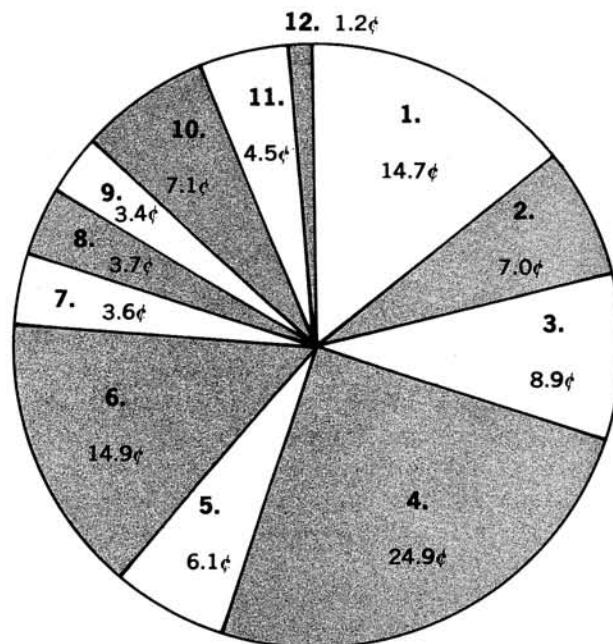
5. The *Police Program Division* commissioned manuals and handbooks on the improvement of police response to bomb situations. Technical assistance from this division provided a series of conferences for sheriffs and police officers throughout the country on problems of police administration.

THE ACTION GRANT DOLLAR

FY 1969



FY 1970



1. Upgrading Law Enforcement
2. Prevention of Crime
3. Prevention and Control of Juvenile Delinquency
4. Detection and Apprehension

5. Prosecution, Courts and Law Reform
6. Correction and Rehabilitation
7. Organized Crime
8. Community Relations

9. Riots and Civil Disorders
10. Construction
11. Research and Development
12. Miscellaneous

Police Programs.

(1) Science in Law Enforcement—Expanded Laboratory Services: The objective of this program is to increase the extent to which scientific laboratory services are available to police and other criminal justice agencies. While it is anticipated that most states will identify and give priority to this program area through their regular planning and action grant processes, additional effort must be made to hasten the establishment of adequate laboratory services at the state, regional and local levels.

(2) Vertical Policing Services—Multi-Story Housing: This program is designed to provide special resources and emphasis to the growing problem of establishing a full and effective range of police services in high-rise housing.

(3) Command and Executive Development—Fellowships and Exchange Programs: This program is designed to provide opportunities for command and

supervisory level personnel to broaden their managerial skills through exposure to graduate training and personnel exchange programs.

(4) Professional Aides for Police: This program is designed to encourage police agencies to utilize the professional services of legal advisors and psychiatric consultants.

(5) Statewide Police or Criminal Justice Standards and Training Systems: The purpose of this program is to encourage the establishment of new and to expand existing statewide peace officer or criminal justice standards and training councils, commissions or boards.

Special program grants. In addition to the grants for those programs, discretionary grants were made to the 76 largest cities and urban areas for special programs and projects to deal with crime in metropolitan areas. Also, a special small state discretionary supplement provided each of the 19 smallest gov-

develops into an outbreak of violence and to control small incidents of violence before they expand to major proportions.

Corrections Programs.

(1) **Community Based Correctional Programs:** This program is intended to assist in strengthening probation and parole services and to encourage the development of community-based alternatives to institutionalization of offenders.

(2) **Correctional Centers—Jail and Juvenile Detention Improvement:** This program is aimed at encouraging the development of more adequate local facilities for juvenile and youthful offenders and the establishment of regional or community correctional centers as an alternative to present county and local jail systems.

(3) **Multi-State Facilities for Special Offender Types:** The objective of this program is to facilitate and encourage the development, where appropriate, of regionalized (multi-state) facilities for such special types of offenders as females, the mentally deviant or retarded and the violence-prone. This regional cooperative approach recognizes the burdens facing many states in developing adequate specialized facilities for the limited classes of offenders in these categories.

(4) **Correctional Training—Manager and Training Personnel Development:** The objective of this program is to encourage and accelerate the process of change in correctional agencies through the training of management and administrator personnel and training personnel. Of particular importance is the

long-range development of regionally supported training centers.

(5) **Executive Development—Fellowship and Exchange Programs:** This program is designed to provide opportunities for command-level personnel to broaden their managerial skills through exposure to graduate training and personnel exchange programs.

Courts Programs.

(1) **Prosecutor Training Courses:** The objective of this program is to encourage needed and regular training programs for personnel serving in state and local prosecution capacities, particularly for new or recently appointed prosecutors.

(2) **Prosecutive Technical Assistance and Coordination Units:** This program is aimed at supporting the establishment of central units offering needed statewide technical and coordinative assistance to local prosecutive offices.

(3) **Individual Court Management Studies:** The objective of this program is to support well-planned management studies of major criminal courts designed to assist in the reduction of processing time, in maximum utilization of judicial and other staff resources and in general improvement of operating efficiency.

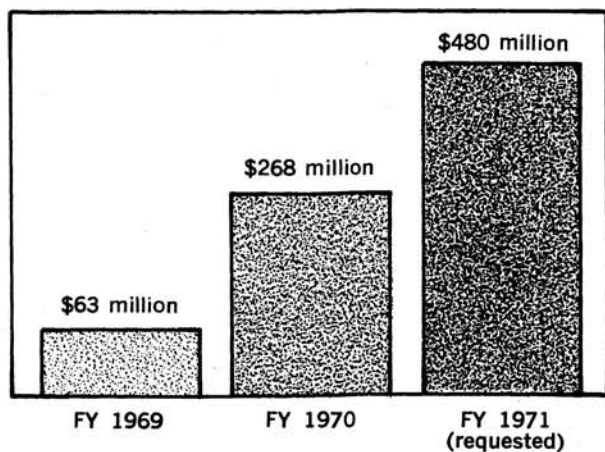
Organized Crime Programs.

(1) **Interstate Intelligence, Analysis and Dissemination Centers:** This program is intended to stimulate and encourage the formation of multi-state, regional organized crime intelligence systems incorporating comprehensive data-gathering networks and information analysis and dissemination centers to coordinate organized crime strategy and enforcement.

(2) **Statewide Organized Crime Intelligence Units:** The objective of this program is to assist in the organization and development of statewide strategic and tactical organized crime intelligence units. These units could coordinate local intelligence gathering efforts and could also be facets of regional systems discussed in the preceding Program 1.

(3) **Statewide Investigating and Prosecutorial Units:** This program seeks to encourage the development of statewide interdisciplinary prosecutorial units consisting of prosecutors, police, accountants, statisticians, labor management specialists and intelligence coordinators and strategists. These units would be small, cohesive "strike forces" which could effectively investigate and prosecute organized crime cases throughout the state.

LEAA APPROPRIATIONS



Discretionary funds

The Act provides that 15 percent of action funds are to be treated as discretionary funds, that is, to be allocated as LEAA "may determine." In FY 1970, those discretionary funds amounted to \$32.25 million.

LEAA policy for the use of discretionary funds is set out in the LEAA Guide for Discretionary Grant Programs:

"Discretionary funds are viewed as the means by which the Law Enforcement Assistance Administration can advance national priorities, draw attention to programs not emphasized in state plans, and provide special impetus for reform and experimentation within the total law enforcement improvement structure created by the Act. . . . The 1970 discretionary programs respond to needs which have been identified in major crime studies and analyses by law enforcement groups, and in prevailing professional goals and standards. The program areas also address, to the extent possible at this stage of the LEAA program, issues and gaps suggested in the course of first year program implementation and by analyses of the 1969 state plans."

Discretionary fund programs. Each of the five Program Divisions within OLEP developed discretionary fund programs. The Program Divisions are: Civil Disorders, Corrections, Courts, Organized Crime and Police.

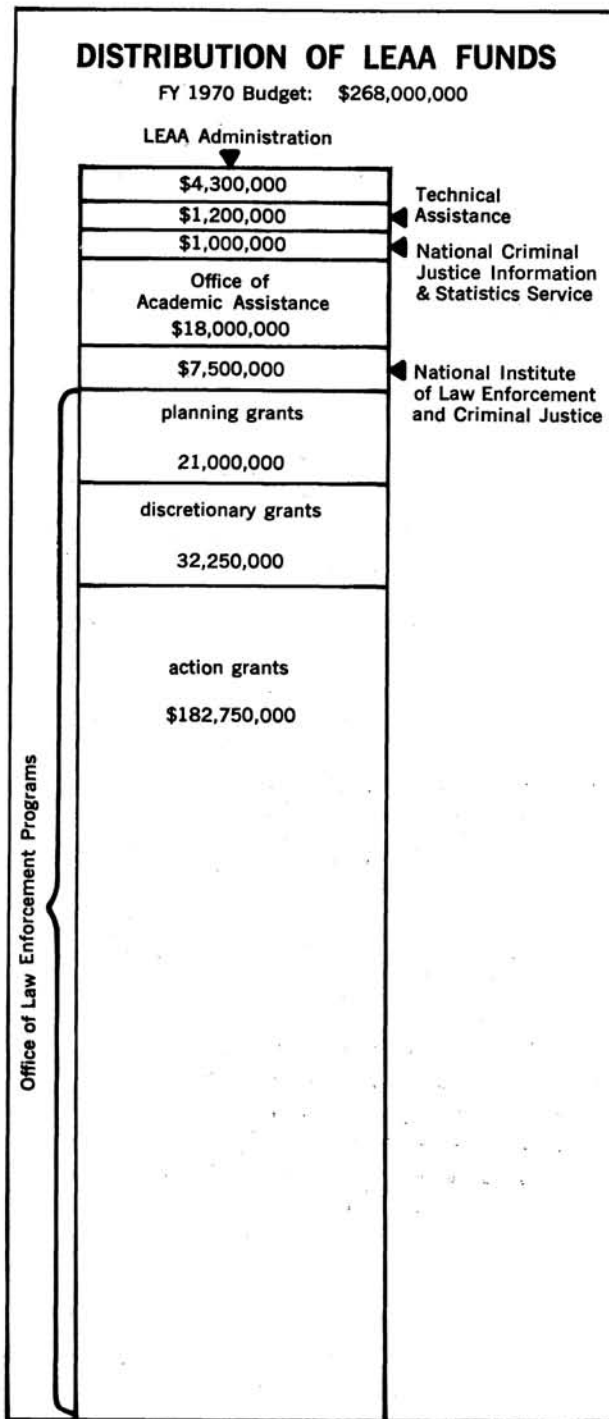
The discretionary fund programs developed by the Program Divisions of OLEP are as follows:

Civil Disorders Programs.

(1) Civil Disorders Technical Assistance Units at State level: The objective of this program is to assist each State Planning Agency (SPA) to develop special competence in the field of civil disorder prevention, detection and control. This is primarily an assistance program to help build capability for response and for prevention.

(2) Mutual Aid Compact and Program Development: This program aims at the development of mutual aid compacts for civil disorder prevention, detection or control among blocks of communities or jurisdictions and at enabling states to assist local jurisdictions in the development of mutual aid compacts through planning legislation and technical assistance.

(3) Civil Disorder Prevention Units and Coordi-



nation Programs: The objective of this program is to develop special capabilities in law enforcement agencies to anticipate and evaluate disorder potential and to devise means to reduce that potential before it

and applications studies to develop improved correctional information and records systems. Finally, corrections departments, including juvenile and parole agencies, are actively participating in the development of criminal justice information systems, to improve both their offender accounting and statistical capability.

Court records. Court record systems may be generally characterized by extreme decentralization along with antiquated methods and procedures. However, as in the case of corrections, considerable improvement can be expected from new legislation, increased funding and the fact that court administrators and clerks are actively participating in the development of criminal justice information systems.

Conclusion. In conclusion, a preliminary analysis of the results of this survey indicate that although there has been much progress made during the past few years, an awesome task remains in developing and improving law enforcement and criminal justice information systems, state central criminal records, correctional and court record systems and criminal justice statistics. This growth must be accomplished through coordinated planning efforts involving units of local, state and federal government.

Intragovernmental cooperation

Cooperation with other agencies found beneficial.

Since its inception, LEAA has found it beneficial to work with other agencies of the federal government to accomplish the mission of improving the nation's criminal justice system.

Congress anticipated the need for coordination and in various provisions of the Omnibus Crime Control and Safe Streets Act of 1968 authorized LEAA to cooperate with and utilize the services and facilities of the other agencies and of the federal government.

To that end, the Office of Law Enforcement Programs (OLEP), the National Criminal Justice Information and Statistics Service and the National Institute of Law Enforcement and Criminal Justice (Institute) during FY 1970 participated in joint efforts with agencies such as the Departments of Commerce, Defense, Health, Education and Welfare

(HEW), Housing and Urban Development (HUD), Labor and Transportation.

The Statistics Service was particularly active in this area and entered into a variety of agreements with the Census Bureau in the Commerce Department to provide statistical data in the criminal justice field. These agreements were designed to take advantage of the unique capabilities of the Census Bureau for gathering socio-economic and demographic information. These agreements covered such areas as victimization studies, population estimation and the development of a master list of all units which are in the criminal system in the United States.

Municipal project. One of LEAA's major intra-governmental efforts was the participation in the Municipal Information System Research Project. This project was initiated with the approval of the Director of the Bureau of the Budget pursuant to Executive Order No. 11466, and is sponsored by the Urban Information System Interagency Committee (USAC). The USAC committee is composed of representatives from nine government agencies including LEAA, the Bureau of the Budget, the Departments of Labor, HUD, Transportation, HEW, Commerce and Army and the Office of Economic Opportunity (OEO). The primary objective of the Municipal Project is to develop a computer-based integrated municipal information system to improve the information and decision-making capabilities of participating municipalities throughout the nation.

Long Beach study. The participating agencies have agreed to make up to \$8 million available for the project and this will be matched with \$6 million by the participating municipalities. Contracts have been let by HUD to six cities on behalf of the USAC committee. One contract was awarded to Long Beach, California, to develop the public safety segment of the municipal information system and OLEP has given Long Beach a discretionary grant of \$200,000 to assist it in performing the contract. The USAC committee will pay Long Beach \$300,000 under its contract and Long Beach has agreed to commit \$500,000 of its own funds. The grant is being administered by the National Criminal Justice Information and Statistics Service.

The Public Safety segment being developed by Long Beach will include information on all phases of police operations including stolen vehicle and property listings, crime detection and reporting, arrest recording and reporting, traffic ticket processing,

officer shift and special duty schedules, as well as vehicle availability and personnel records. This system will in turn be able to assist the police in a variety of ways by performing crime and arrest analyses, by making traffic flow studies, by coordinating emergency services and by developing personnel deployment patterns.

Drug abuse. OLEP has participated in a number of intragovernmental efforts in drug abuse control. In one such project OLEP and the Office of Education have jointly funded a drug education program in Texas to train teachers for the seventh through 12th grades. The teachers will attend workshops in the summer of 1970 in which leaders in the fields of education, medicine, law, social work and the behavioral sciences will discuss the problems of drug abuse. These teachers will then return to their schools in the fall and present the facts about drugs and abuse to their students. In addition LEAA has worked with the Departments of Defense, Labor, and HEW as well as OEO in the preparation of a book entitled: *Federal Source Book: Answers to the Most Frequently Asked Questions About Drug Abuse*. This book presents in a clear and concise manner the latest factual information about drug abuse.

OLEP established a discretionary grant program in which it made available \$10 million to large cities in the United States for programs including drug education and control. All applications for this program involving drug education and control were forwarded by OLEP to the Bureau of Narcotics and Dangerous Drugs for review and comment. In addition, virtually every state included a drug education or control program in its action grant application and these were also reviewed by the Bureau of Narcotics and Dangerous Drugs for comment on the drug program.

Public service careers. Another of LEAA's major intragovernmental efforts involved the Public Service Careers Program of the Department of Labor's Manpower Administration. The Department of Labor transferred approximately \$600,000 to LEAA and this money was in turn granted to 10 major metropolitan law enforcement agencies. The grants were granted primarily to police departments to assist them in training subprofessional personnel. They will be monitored by LEAA in cooperation with the Community Relations Service of the Department of Justice.

The Public Service Career Program is directed toward obtaining greater minority group involvement in responsible public (federal, state and local government) roles. The program is the public counterpart to the National Alliance of Businessmen's JOBS program. LEAA was the 12th federal agency to participate with the Department of Labor in the Public Service Careers Program. Other agencies include the Departments of Agriculture, Commerce, HEW, HUD and Interior as well as the Civil Service Commission, the National Institutes of Health and OEO.

Users standard laboratory. The Institute has undertaken two major intragovernmental efforts with the National Bureau of Standards (NBS). In the first program, the Institute has utilized the Bureau's expertise to assist in the development of a Users Standard Laboratory for law enforcement equipment. The Laboratory will be an organizational part of the Institute and will develop model equipment standards and specifications which can be used by law enforcement agencies across the country.

In the second program, NBS utilized its operations research and system analysis techniques in an effort to determine the amount and nature of crime committed by criminal defendants on pretrial release.

Court systems study guide. The Institute is also working with the Bureau of Standard's Technical Analysis Division to assist in developing a standardized format for the collection, analysis and presentation of research data relating to court systems. This format will be useful in collecting data on arrests, arraignment, bail, sentencing, appeal, parole and the like. It is anticipated that this project will provide a uniform baseline for future court studies and considerably reduce the cost involved in conducting them.

Automatic vehicle locator. The Institute has also undertaken a joint effort with the Department of Housing and Urban Development for the development of an automatic vehicle locator. The locator will reduce police response time by automatically determining which police vehicles are nearest the location where emergency assistance is needed. HUD has contributed over \$300,000 to the program and the Institute has contributed \$25,000.

Property crimes. The Institute also was involved in a special cooperative effort with the Department of HUD. Under this effort, HUD transferred \$300,000 to LEAA to be used to determine the characteristics

and patterns of crime committed on residential property in urban and suburban areas by unlawful intruders and to ascertain the present state-of-the-art relative to dwelling security systems and materials with an effort towards improving these systems and materials. The Institute, in accomplishing this effort, will work with the Office of Research and Technology in HUD.

Indian courts. In yet another joint effort, the Institute in cooperation with the Bureau of Indian Affairs of the Department of Interior is directing a program relating to American Indian Courts. The purpose of the program is to develop a comprehensive manual of procedural and substantive law for use by Indian court judges. The program is funded by LEAA and will be directed by the Bureau of Indian Affairs.

Audits and inspections. Another area of intragovernmental cooperation involves the audit and inspection function of LEAA, performed on a cooperative basis with other government agencies under the terms of Bureau of the Budget Circulars A-73, A-87 and A-88. LEAA has been assigned primary responsibility for audit and inspection of the cost allocation plans of 13 State Planning Agencies and audits many of the federal programs that provide funds for these agencies. Similarly the Department of HEW audits LEAA's academic assistance programs in most of the major colleges and universities.

Policy committees. LEAA is a member of a number of intragovernmental policy committees including: The Urban Affairs Council, Rural Affairs Council, Committee of the Whole; the Federal Assistance Review Committee for Government Grant Programs; the Federal Council on Science and Technology, Government Patent Committee; the President's Ad Hoc Committee on Drug Abuse; and the Washington Interagency Coordinating Committee for Model Cities. In addition, the directors of our regional offices are members of the Federal Executive Boards in the metropolitan areas in which they are located.

Matching contributions

Many states have difficulty raising funds.

A matter of increasing concern to LEAA is the growing difficulty experienced by many participating

states in raising the funds required by law to qualify for LEAA grants.

The Omnibus Crime Control and Safe Streets Act of 1968 stipulates that planning and action grants awarded under Title I may be used to finance only a portion of any program or project being undertaken; the remainder of the funding must be derived from other sources. The matching contribution is in most instances provided by the unit of state or local government undertaking the program or project and is furnished in the form of cash, or an in-kind contribution of goods or services from existing resources.

Planning projects. Section 204 of the Act provides that a federal grant authorized for purposes set forth in Part B of the Act may not exceed 90 percent of the expenses of establishment and operation of the State Planning Agency (SPA) or the expenses of local planning. As provided in Section 203(c) of the Act, 40 percent of all planning funds granted to a state must be made available to units of general local government, or combinations of such units to enable them to participate in the formulation of the comprehensive state plan.

On the basis of the \$20.9 million of planning grants awarded to the 55 SPAs from the FY 1970 appropriation, the states will be required to furnish about \$2.3 million in matching contribution. Although some state legislatures have appropriated funds, most matching contributions, both at the state and local level, are in the form of services furnished by state or local employees and departments to the planning effort.

Action projects. Section 301(c) of the Act provides that action grants to implement law enforcement and criminal justice improvement made under Part C of the Act may not exceed: (1) 75 percent of the cost of programs or projects relating to organized crime, or riots and civil disorders; (2) 50 percent of the cost of programs or projects relating to construction; and (3) 60 percent of all other programs or projects. Most grants made under Part C are of the nature that require a 40 percent contribution to the program or project by the grantee.

On the basis of the \$215 million granted for action projects—block grants and discretionary grants both—from the FY 1970 appropriation, the state and local units of governments will be required to furnish about \$140 million in matching contribution to the programs or projects being funded under Part C of the Act.

Some state legislatures have appropriated funds for specific projects, and a few have appropriated funds for general use in matching the federal investment in the cost of programs or projects. Notable among the latter are Delaware, which has appropriated \$1 million, and Illinois and Kentucky, each of which has appropriated \$2 million for matching contributions.

Growing difficulties. Although some effort to furnish appropriated matching funds has been demonstrated by a handful of states, the bulk of the match is contributed in the form of existing goods and services from state law enforcement and criminal justice systems. With increasing federal contributions to the program, however, it will be increasingly difficult for the states to continue to divert resources from other efforts to apply as LEAA grant funds.

The states will be forced to furnish new sources of appropriated funds as their contribution to the LEAA program to be able to utilize the available federal grant funds under Part C of the Act.

But many states and local government units have experienced difficulty in providing matching contributions because of the unavailability of funds and the increasing demands on government at all levels. Often, a reluctance to develop programs is attributed to lack of local funding, though LEAA does not have many clearly documented instances of proposals being dropped for lack of funds.

It can be surmised, however, that a substantial contributing factor to the delay in initiating local programs is the difficulty in marshalling the required local match.

Pilot cities

Cities are chosen to test new programs across-the-board.

Innovations that prove to be effective in law enforcement and criminal justice are not necessarily readily adopted in large numbers of jurisdictions across the nation.

Indeed, it is often difficult to get even highly successful innovations adopted on a large scale.

Then, too, it is difficult to convince one city to adopt several innovative programs at the same time.

It is to those problems that a special project established by the National Institute of Law Enforcement and Criminal Justice is addressed.

A typical example of this problem is as follows:

City A has just adopted a new career path system for its police department. City B is streamlining the processing of criminal cases. City C has initiated a community-based treatment program for convicted offenders. All of these research and demonstration programs hold promise for improving the criminal justice system. Yet the results of these projects, if successful, must be widely disseminated if other cities are to undertake similar efforts.

New project. The Pilot Cities Program will draw together such diverse program efforts in a few selected cities to form a broad-based test and implementation program designed to improve law enforcement and criminal justice and carefully to assess the impact of these improvements on the rate of crime. The pilot cities will serve as centers to demonstrate and stimulate the adoption of such programs in other cities throughout the country.

San Jose, California, and Dayton, Ohio, are the first LEAA pilot cities to attempt an across-the-board adoption of innovative programs by their police, courts and correctional systems.

An Institute grant of more than \$300,000 for the San Jose (and Santa Clara County) pilot city project has been awarded to the Institute for the Study of Crime and Delinquency. This private, nonprofit organization will be assisted by Public Systems, Inc., a consulting firm in San Jose.

Community Research, Inc., a private research organization, has received almost \$240,000 for the establishment of the Dayton pilot city program.

Plans call for the eventual establishment of additional pilot cities programs in the other LEAA regions.

Purpose. Pilot cities are being established by the LEAA's National Institute of Law Enforcement and Criminal Justice to apply the most advanced technology in the field of law enforcement and criminal justice in order to demonstrate to other cities the validity of the technology.

It is expected that these demonstrations will serve both to measure the impact of new programs on crime problems and to identify obstacles to technology transfer.

System-wide approach. The emphasis of the pilot cities program is on system-wide improvement in the criminal justice operations of a number of medium-sized cities. Past improvements in law enforcement

and criminal justice operations have generally been piecemeal in nature. One city might improve its police communications capability while another might conduct a successful work-release program for misdemeanants.

While such simultaneous system-wide changes will pose great problems in identifying the impact of each individual change, they make possible an assessment of the performance of the best criminal justice systems that current technology can produce.

The pilot cities originally chosen have been selected on the basis of the following factors: city of medium size with a substantial minority population (10 to 20 percent); an average or worse-than-average crime problem; law enforcement-criminal justice agency leadership with a proved receptivity to innovation; good support from elected officials; compatible relationships with law enforcement and criminal justice leaders in nearby jurisdictions; and geographical separation from other major urban areas. Medium-sized cities have been selected since they are large enough to face typical urban problems of street crime, drug addiction, drunkenness, delinquency, etc., yet small enough that a limited investment of LEAA funds might produce a measurable improvement in the quality of law enforcement efforts.

Operation. The Pilot Cities Program operates in the following ways: An Institute grant is made to a research or academic organization to cover basic personnel and support costs of a small, expert research and demonstration team. The research team, consisting of three or four people experienced in the police, court and correctional fields, works closely with the leadership of the law enforcement and criminal justice agencies in the pilot city. Initially, the staff systematically collects, analyzes, refines and standardizes the basic data on crime rates and trends and on the operations of local police, court and correctional agencies. The team then, with policy guidance from local leadership and with some technical assistance from the Institute and LEAA, identifies problems and potential areas of improvement in the operations of these agencies and supporting public and private agencies.

In a collaborative effort by all concerned parties, a comprehensive group of action programs aimed at basic system-wide improvement is then designed and carried out.

The research team continuously and carefully

measures and evaluates the effectiveness of these demonstration programs. Wherever possible, the local research staff will encourage the participation of local universities and research organizations in pilot city activities.

Dissemination. As the programs develop and are tested, an active dissemination program to "spread the word" as widely as possible to other local law enforcement and criminal justice agencies throughout the region will be carried out.

The services of the research and demonstration team are paid for with Institute funds. The action programs are to be funded from a variety of sources, including Office of Law Enforcement Programs discretionary funds, other federal programs such as Model Cities and the Office of Juvenile Delinquency and Youth Development, as well as customary city, county and state sources.

Collaboration. Within the Institute, the Center for Demonstrations and Professional Services will monitor the activities of the local research staff and the agencies conducting the demonstrations. This Center will generate and solicit recommendations for promising demonstration projects and aid the local research staff in implementing these recommendations. Close collaboration with LEAA regional offices and state and regional criminal justice planning agencies will be maintained throughout the program.

Alternatives to incarceration

Community-based programs for convicted criminals are being widely tested.

LEAA allocated substantial portions of funds in FY 1970 to the field of corrections, especially to exploring alternatives to traditional methods of incarceration.

The most popular alternative to incarceration is the so-called halfway house, or community-based treatment center. Such programs have proliferated across the nation in the past few years.

A typical community-based treatment center enables the convicted criminal to return to his community and his job and yet to be retained under the jurisdiction of the corrections agency and to be subject to whatever degree of control appears necessary.

Reasons. There are several reasons why community-based treatment programs are preferable to standards jail or prison sentences. Evaluation has indicated that the former are usually at least as effective in reducing recidivism as are the latter, and in some cases they may be more so. A full evaluation of alternatives to incarceration, however, is still needed.

Action grants. In FY 1970, the Office of Law Enforcement Programs (OLEP) of LEAA allocated more than \$58 million in action funds, including both block and discretionary grants, to corrections, out of a total of \$215 million for all such grants.

The general thrust of the action programs undertaken by states with those grants was predominately to support community-based programs.

Background. The state comprehensive law enforcement plans submitted for 1970 reflected a widespread dissatisfaction with the traditional institutions—jails, prisons and reform schools—used for the confinement and supposedly the correctional treatment of offenders.

Repeated studies over the years have shown that the former inmates of those facilities experience rates of recidivism as high as 75 percent. Also, many of these facilities, particularly the jails, because of deficiencies in programs, personnel standards and even physical plants, may actually brutalize offenders and may be an important factor in contributing to the increasing crime rate.

The common practice of holding juveniles in these facilities along with hardened adult criminals, and in some instances sending juveniles to state penitentiaries for lack of other facilities, is of particular concern to corrections officers.

Presidential directive. The problem was pointed up on November 13, 1969, when President Richard M. Nixon issued to the Attorney-General a 13-point directive that all possible efforts be made to improve federal, state and local corrections programs, and that particular emphasis be given to the use of alternatives to traditional institutionalization.

State efforts. To minimize the jailing of children, the states and LEAA committed heavy funding to the establishment of halfway houses, group homes and foster homes. They also committed substantial funds to the training of probation officers and to the augmentation of other probation resources. In an effort to avoid bringing children and youth to court for formal processing, a number of diversionary

projects were funded. Those would accept referrals directly from the police, from juvenile and family court aides and from schools and other public agencies, and would arrange for guidance, education, training and employment.

Juvenile delinquency. Approximately \$20,000,000 in additional block grant funds were committed to the support of community programs to prevent juvenile delinquency. The emphasis was on the establishment of youth service bureaus, sometimes under the auspices of other private or public agencies. The intent of those programs is to identify delinquency-prone children early enough so that counselling and family services can be provided. A number of states also funded educational programs in the public schools in an effort to develop respect for law and to encourage lawful conduct.

Specialized programs. LEAA emphasized community-based programs in its discretionary grant announcement for the improvement of corrections. Of \$4.6 million set aside for corrections, \$2 million was earmarked for projects establishing specialized community programs for offenders diverted from court, on probation or parole, or in an ex-prisoner status.

Particular emphasis was placed on programs marshalling the resources of the private sector in the training, employment placement, employment and guidance of offenders, and on programs which include the use of volunteers, subprofessionals or para-professionals.

Also eligible for such grants were projects which would: develop new probation and parole methods; contract for services with agencies outside the criminal justice system; and provide innovative and intensive training for probation, parole and other community correctional personnel, including the preparation of appropriate training materials.

Projects funded. This program was oversubscribed several times, and an additional \$4 million was allocated from discretionary funds. Among the projects funded were:

- (1) A new model for a juvenile justice system in Arizona.
- (2) A model parole workload system in California.
- (3) A service purchase fund for the juvenile halfway house in Denver.
- (4) A comprehensive system of community correctional residential centers for youths in Connecticut.

(5) A residential treatment center for juveniles in Florida.

(6) A statewide volunteer program for youthful probationers and parolees in Kentucky.

(7) A delinquency prevention and control program for the public schools of Jefferson Parish, Louisiana.

(8) A youth development center at the YMCA in Baltimore.

(9) A statewide system of group foster homes in Montana.

(10) A community treatment center for 14-16 year olds in New Jersey.

(11) A youth services center in Kansas City, Missouri.

(12) Group treatment homes for pre-delinquent and delinquent teenagers in Wyoming.

Institute projects. The National Institute of Law Enforcement and Criminal Justice also provided funds for programs which explored the potential of community-based treatment centers.

Seattle project. As part of a proposed four-stage program, the Puget Sound Governmental Conference received a grant to plan for a comparative study of community treatment programs in Seattle, Washington.

The first stage called for information to be collected on the possibilities for alternatives to incarceration. Information is also being gathered on the halfway houses in the Seattle metropolitan area.

The second stage involves examination of the Seattle treatment programs and the development of means to assess the effects of the various community treatment programs on offenders.

Stage three involves monitoring treatment programs and collecting data on offenders. Stage four would involve a follow-up on the offenders studied in stage three.

Santa Clara project. The Public Defender's Office of Santa Clara, County, California, received a grant this year to continue work begun under a FY 1969 grant. This project involves the use of social workers in the Public Defender's Office to prepare reports on behalf of convicted clients—reports suggesting dispositional alternatives to a jail sentence. Information was first compiled on 52 social service facilities in the county that could be used for the rehabilitation of convicted persons. This information serves as the basis for developing and presenting recommenda-

tions to the court on appropriate dispositional alternatives for 80-100 convicted clients.

The project staff has access to probation reports which contain recommendations to the court on dispositions. Comparison can thus be made between the recommendation submitted by the Public Defender's Office and by the probation department. The comparison will enable them to evaluate how effectively the probation department is using the rehabilitative facilities available to it. It will also permit a determination as to whether such services in a public defender's office merely duplicate those of the probation department or provide valuable additional information and to what degree public defender recommendations are adopted by the court.

Project staff hope that a follow-up program would assess whether defendants receiving community-based sentences as a result of the project's recommendations are able to succeed in the community.

Fellowship program

Fellowship program helps improve managerial skills.

A fellowship program has been established by LEAA to help middle-management and command level police and corrections personnel to improve their managerial skills.

A need exists to improve the quality of prospective top-level executives in the criminal justice system. Because lateral entry into middle and command level management is virtually non-existent, a method must be devised to develop top-level management on an in-service basis. To this end, LEAA implemented the Police and Corrections Executive Development Fellowship Program.

Not only will this program help satisfy the needs for well educated executives, but it also will quicken the rate of development because it allows for full-time studies as opposed to the more familiar part-time night school method.

The Office of Academic Assistance administers the fellowships in cooperation with the Office of Law Enforcement Program's discretionary grant program. The fellowships are called the LEAA Police and Corrections Executive Development Fellowships.

Advanced education. A Police Fellowship is for advanced undergraduate and graduate education. Individual fellowships of up to \$8,000 have been awarded, covering payment of tuition, fees and other educational costs, and a stipend of not more than \$5,500 to cover travel, housing, dependents and other living expenses. Police and corrections agencies must agree to continue a recipient's salary, either in full or in substantial amount, during the period of the fellowship.

Police fellowship. A Police Fellowship will support either one academic year of full-time study at the graduate level in the fields of business administration, public administration, or criminal justice administration, or a senior year of study required for completion of a bachelor's degree in these same fields.

Corrections fellowship. A Corrections Fellowship is for graduate study only, and will support one academic year of full-time study in social service administration, public administration, or criminal justice administration.

Eligibility. To be eligible, a fellowship candidate must:

(1) Be currently employed in a staff, supervisory, or command capacity by a state or local police agency serving a population of 25,000 or more, or by a state or local corrections agency (including probation and parole) as a middle-management or command-level administrator;

(2) Have at least five years of experience in police or corrections;

(3) Be not more than 45 years of age;

(4) Certify his intent to remain with his police or corrections agency for a minimum of three years following completion of fellowship study; and

(5) Be accepted by, enrolled in, or be an applicant for admission to a regionally accredited institution of higher education.

Also, the applications for the fellowships must be submitted by state, county and city governments, or their combinations, on behalf of interested individuals.

Awards. A total of 107 applications were submitted; 46 for police graduate study, 15 for police undergraduate study and 46 for corrections graduate study. The applications indicated an emphasis in course selection for police graduate study in Public

and Criminal Justice Administration. The police undergraduate course emphasis was in law enforcement and police administration.

In corrections, the applications indicated a major emphasis in social service and public administration. Of the applications submitted for Police Fellowships, 56 percent were submitted by state police departments, 40 percent by city police departments and four percent by county police agencies. In corrections, 85 percent were submitted by state agencies, five percent by city agencies and 10 percent by county agencies.

In all, 76 fellowships were awarded, 34 for police graduate study, 13 for police undergraduate study and 29 for corrections graduate study.

Indian justice

Four states seek improvements on 39 reservations.

Arizona, Colorado, New Mexico and Utah have joined forces in order to attack the many problems of criminal justice on Indian reservations within their borders.

Working through the state of New Mexico, LEAA granted \$80,000 for the establishment of the Indian Justice Planning Project and each one of the states contributed \$5,000 for a total first year allocation of \$100,000.

Sixty-one percent of all American Indians qualified under the Act are inhabitants of the 39 reservations in these states and will therefore benefit from this program.

Except for the director, all project personnel are Indian, and they are the ones conducting the surveys on the reservations in the four-state area and establishing the priorities with which the program will ultimately deal.

Although most of the problems are clearly evident to the interested observer, no definite information was available for verification. It was impossible to describe statistically such important problems as: (1) an almost total dearth of educated and trained judges in tribal courts; (2) extremely few defense or prosecution lawyers; (3) the absence of constitutional safeguards; (4) with some notable exceptions (e.g. Navajos), little training of tribal police; (5) non-existent or over-crowded, filthy tribal jails; (6) few or no rehabilitation programs for those convicted of

crime; and (7) more than 12 times the national average of persons convicted of offenses related to the drinking of alcoholic beverages.

First phase. The first phase were therefore to speak with tribal leaders and their people in order to determine not only what they feel is the best approach to these problems, but also what priorities should be observed in solving them.

The four states are seeking funds to continue the project beyond its current September 1970 expiration date. In the next phase, action projects, both single and multi-tribal in nature, will be developed and encouraged, and the Indian Justice Planning Project will become more of a technical assistance operation than before.

The pure planning functions will become more sophisticated and better able to isolate, identify and suggest remedies to Indian justice problems. There will be no attempt to make over the Indian in the white man's mold. But a deliberate attempt will be made to examine all elements of both cultures for their adaptability to modern criminal justice theory and practice.

Reference service

New service will catalogue crime material.

The rate of development of new techniques, new methods of doing things and new theories in law enforcement and criminal justice is rising sharply.

Consequently, a need has arisen for a service to keep track of those developments and to package information about them in a way that becomes accessible to the law enforcement and criminal justice community.

Typical questions that are arising at this time are:

"What cities are instituting alcohol detoxification programs?"

"Where can I find reports about the experience of other cities in police patrol allocation?"

"How effective are community-based treatment programs in cities now experimenting with them?"

"What reports are available on the use of helicopters for routine and emergency police and rescue operations?"

Inadequate services. At the present time, available information services are characterized by a high de-

gree of fragmentation, wide gaps in coverage and a range in the quality of products and services. These include services provided by the government and by non-profit and commercial organizations.

The Omnibus Crime Control and Safe Streets Act of 1968 authorized LEAA to carry out a program of collection and dissemination of information obtained by it and by other federal agencies, public agencies, institutions of higher education and private organizations. Included was information relating to new or improved approaches, techniques, systems, equipment and devices to improve and strengthen law enforcement.

New service. The National Institute of Law Enforcement and Criminal Justice will establish an active, service-oriented information system designed to fill the reference needs of the entire law enforcement and criminal justice community—police, courts, corrections, prosecution, probation and parole. It will be called the National Criminal Justice Reference Service.

The Reference Service will focus on research and development reports and documentation on action projects. It will include books, periodical and journal articles and films pertaining to law enforcement and criminal justice.

In the current fiscal year, the Institute awarded a grant of \$32,000 to George Washington University to assist in collecting information on potential user groups and their information needs, delineating information dissemination systems appropriate to satisfying these needs and otherwise aiding in making plans for the structure and functions of the Service.

A contract for the design and implementation of the Reference Service should be awarded in early FY 1971.

User groups. The groups to be served consist of LEAA, including the Regional Offices, the State Planning Agencies (SPA) and local law enforcement planning agencies, state and local police, Congress and state and local legislative bodies, other government agencies with law enforcement responsibilities, professional associations and private non-profit crime prevention and control groups. Other major users should include the courts and corrections, the educational and research communities, the general public and the press.

The specific subject areas, activity areas and categories which will be emphasized initially include:

criminal justice planning; various Institute and LEAA funded projects; selected LEAA/SPA funded projects; police management and operations; police manpower (recruiting, training, utilization and development); law enforcement equipment; police-community relations; criminal justice statistical and information systems; computer applications in law enforcement and criminal justice; and organized crime.

Services provided. Among the specific services to be provided will be a mechanism to apprise users of the most up-to-date development in specific fields based on the development of group profiles. An example of a group profile is that of the directors of planning and research in the larger police departments. A retrospective search capability will also be provided. For example, a director of research in a state department of corrections may want to know about various computer applications in the field of corrections, and the Reference Service could provide him with that information.

State-of-the-art reviews will be produced in selected fields of interest within law enforcement and criminal justice. The publication of a journal of abstracts on research and development findings, selected action project results, journal articles and other activities is envisioned.

Illinois defender project

Lack of defense for indigents spurs new organization

The Illinois Defender Project was established to help to meet an urgent need for public defender services for indigent defendants in that state.

The need came to light following a survey of Illinois courts in 1969. The survey was supported by a grant of \$10,000 from the Illinois Law Enforcement Commission, using funds from LEAA.

The survey showed a complete lack of organized public defender services in 62 of the state's 102 counties. In the 40 counties which made some provision for a public defender, only a few maintained attorneys on full-time status as public defenders.

The Commission therefore awarded a grant of \$2.2 million over a three-year period to establish a statewide public defender project to provide services of counsel to each of the 102 counties.

Since the Illinois Defender Project came into being on January 1, 1970, it has provided counsel to 180 indigent defendants at the appellate level. As of May 1, 1970, it had supplied counsel to 80 indigent appellants and in the following two months, that figure rose by another 100.

Single organization. The Illinois Defender Project marks the first time that a single defender organization has represented the indigent defendant at the trial level on a multi-county basis. Operating in seven of the nine counties of the 1st Judicial Circuit in the 5th District of Illinois (extreme southern part), it is hoped that this innovative concept will be the forerunner for other multi-county programs to upgrade the entire system, both in defense and prosecution, of criminal justice.

Effective counsel. Counsel provided for an indigent, whether at trial or on appeal, adds little if he is not effective. In Illinois, the problem has been one of spreading talent too thin and of providing lawyers for criminal cases whose practice and experience lie elsewhere.

The 1970 Comprehensive Law Enforcement Plan, prepared by the Illinois Law Enforcement Commission, pointed out that even in Cook County, with its well-established Public Defender Office, counsel provided for indigents was spread far too thin to be effective.

In addition, lawyers who have considerable experience in civil practice may not be sufficiently familiar with current criminal law and procedure, and may therefore render less than adequate representation in criminal cases.

Upgrading standards. In an effort to upgrade practice in the criminal justice system, the Project held a Law Day Seminar attended by more than 150 judges, defenders and appointed counsel who handle indigent criminal cases in those 62 counties in Illinois that are currently without organized public defender systems. The Project has scheduled seminars biennially to aid in the development of public defender programs.

Another of the goals of the Illinois Defender Project is to encourage defender officers to utilize the services of senior law students in criminal cases to varying extents at the appellate level. This particular program is designed to give the students practical experience in the forum of criminal justice. To that end, 18 law students have been selected to participate in a summer 1970 intern program.

To aid in the dissemination of pertinent knowledge valuable to lawyers representing indigent defendants, a criminal law newsletter will be distributed monthly to all public defenders and court-appointed counsel throughout Illinois. The newsletter will focus on controlling decisions in criminal law in addition to a regular discussion on trial and appellate technique. A comprehensive manual has been prepared for statewide distribution to participants. It is designed to give technical advice on terms in the law and in the practice of law in courts.

STOL

STOL aircraft are tested for police use.

The helicopter is proving to be a popular and versatile aircraft for police use, but it has a major drawback: it is expensive.

An LEAA-sponsored experiment is looking into the feasibility of using less expensive aircraft in police work.

The aim of this project is to test the usefulness of aircraft possessing short takeoff and landing (STOL) capabilities. The test is being conducted by the Metro-Dade County, Florida, Public Safety Department.

An award of \$129,612 was made to the Florida State Planning Agency and to the Department to carry out tests of STOL aircraft on regular police assignment, such as investigation, surveillance and search.

An evaluation of STOL aircraft capabilities in this regard will be made by the Cornell Aeronautical Laboratories, Inc., of Buffalo, New York, pursuant to a grant from the National Institute of Law Enforcement and Criminal Justice.

Comparison with helicopter. One of the main objects of this project will be to compare STOL aircraft with the helicopter. If STOL proves more versatile and effective in police functions, then it should be considered either as an alternative or addition to the helicopter and its value should then be weighed against what functions need to be performed and the cost of the vehicles. The STOL being tested has a base price of \$41,950, and equipped with police radio, etc., cost \$68,250.

Large area. Aircraft can be of special value to police in covering geographically large jurisdictions. The Metro-Dade County Public Safety Department is Florida's largest law enforcement agency, with assigned personnel of 1,437 and jurisdictional authority over an area of approximately 2,350 square miles having a population in excess of 1.2 million people. Various law enforcement services are performed by the Department and are made available to the 26 municipalities in the county. The area provides a unique testing ground for STOL aircraft since within the geographical boundaries, a wide variety of political, social, environmental and ecological variables exists.

Assignments. The STOL aircraft will be assigned to routine patrol in coastal and inland waterways, and it will also be used on search and photographic missions and in rescue efforts.

The following list specifies some of the assignments for which STOL will be considered: (1) routine patrol over land and water; (2) special patrol; (3) civil disturbance; (4) surveillance night and day; (5) traffic control or law enforcement; (6) photographic missions; (7) civil defense; (8) assistance to other police units or departments; (9) assistance to non-police agencies; (10) airborne command post; (11) search and rescue; (12) special events (e.g., Orange Bowl, regattas); (13) special sensor details; and (14) narcotics oriented details.

Heroin detector

Two studies seek methods of detecting heroin

The National Institute of Law Enforcement and Criminal Justice has funded two projects, totalling nearly \$100,000, which are attempting to develop a detector to seek out hidden heroin.

If perfected, the detection device could be used at customs ports of entry or by police anywhere to detect and locate quantities of heroin, which otherwise could go undetected.

With the increased importation and increasingly widespread use of narcotics, greater and more efficient surveillance by police is needed.

An increasing number of crimes in large cities can be blamed on narcotics addicts. In some urban areas

where narcotics addiction is high, some experts estimate that up to 50 percent of crime is attributable to narcotics addicts seeking money to maintain their habits.

Secretary of the Treasury David Kennedy recently stated, "In 1969, in New York City, for example, more young people between the ages of 18 and 35 died from heroin than from auto accidents. . . . The physical problems of intercepting contraband when it enters the country are staggering. More than 225 million travelers pass through United States Customs each year, and any one of them could be concealing drugs on his person. . . . [The] entire U.S. border area . . . represents 20,000 miles of border and coast-line and 290 international ports of entry."

If research can develop a detection device to use against narcotics traffickers—particularly those dealing in heroin—it would be a major breakthrough. The development of a portable, rapid narcotics detector capable of indicating the presence of heroin in rooms, automobiles and packages and on humans would greatly assist police.

Two projects. The Institute projects are being carried out by the New York City Police Department and the U.S. Army. Both avenues of research are based on the fact that all substances, including solids, evaporate. In doing so, they leave minute traces in the air around them. The problem is to determine the existence of these tiny traces, which are often too small for even a powerful microscope to detect.

New York City project. One project will test a variety of bioluminescent bacteria for their sensitivity to heroin under various environmental conditions. The objective is to find strains which signal the presence of tiny amounts of heroin in the air by a change in the intensity of the glow such microorganisms constantly emit. Testing and development will be under the supervision of the New York City Police Department.

U.S. Army project. The U.S. Army will consult on the above project and perform a comparative analysis of three technologies which offer the highest promise of achieving the capability to sense minute quantities of heroin effluent in the atmosphere. The technologies which offer possibilities to achieve this goal are bioluminescence, mass spectrometry and plasma chromatography. The Army will do a comparative analysis of the results of these three technical approaches which will be the basis of deciding which

approach or approaches, if any, should receive major developmental funding support from the Institute.

The mass spectrometry and plasma chromatography techniques depend on identifying heroin through the unique mass or weight characteristics of its tiniest particles or molecules. These characteristics are measured by first ionizing an air sample (in effect putting an electrical charge on each molecule) and then passing the sample through a magnetic field.

The mass spectrometry technique identifies particular substances by measuring the charge on the molecules and where the molecules arrive after passing through a constant magnetic field—a measure of their mass. The plasma chromatography technique uses a pulsating magnetic field to separate out charged molecules, then identifies the substance sought by measuring its charge and time of arrival at the end of a measuring chamber. All initial field testing will be by the New York Police Department, with tests in other environments to follow when successes are obtained.

The Army research is being done at the Land Warfare Laboratory, Aberdeen Proving Grounds, Maryland.

Equipment standards

New laboratory to test products for police use.

The police officer as consumer is faced with a growing array of equipment special to his work.

As industry and technology more and more address themselves to the problems of law enforcement, the list of product lines grows longer. There are new communications systems, new weapons, new ground vehicles and new aircraft, to name only a few.

Yet there are no guidelines for law enforcement and criminal justice agencies to help them to find the best product for their needs or the best buy for their budget.

There are no generally accepted standards for police car sirens and emergency warning lights, for fingerprint kits, for silent burglar alarms, for locks on prison doors, or for a host of other equipment which is essential for effective operation of a law enforcement and criminal justice system.

New laboratory. The National Institute of Law Enforcement and Criminal Justice has taken the first

step towards filling this void by granting \$44,000 to the National Bureau of Standards to plan a new Users Standards Laboratory for law enforcement equipment.

The new laboratory will serve as the cornerstone of a "consumer testing service" for the nation's criminal justice agencies. It will: (1) define performance standards for equipment; (2) develop uniform procedures for measuring equipment quality; (3) inspect and certify commercial testing laboratories; and (4) develop standard design specifications so that equipment from different manufacturers can be used together easily and economically.

The Institute will, on the basis of the laboratory work, approve and promulgate technical specifications, measurements standards and design standards. The Institute will assure that operational tests, in addition to laboratory work, are performed and their results published. Quality standards will be proposed to industry for voluntary acceptance and compliance.

New center. The laboratory will be an important part of a Law Enforcement Standards Center, which will help criminal justice agencies make judgments on the quality of techniques and associated systems that they use in their work.

Due process for prisoners

Study will clarify rights of prisoners to challenge treatment.

Federal courts are flooded with complaints from incarcerated offenders who consider themselves victims of a lack of administrative due process.

LEAA has funded three projects dealing with this matter. Many of the complaints are unwarranted and frivolous. Yet a certain number of them attest to genuine unfairness in the prison system.

Justified prisoner complaints are finding a more receptive forum. Federal courts require that certain civil rights accompany a prisoner in prison, and they are becoming more willing to break away from a traditional hands-off doctrine where abuses prove to be real.

In one state, Mississippi, the court has ordered the prison administration to come forward with sweeping reforms in prison rules and regulations in order to assure administrative due process. That court has

threatened to close the entire prison system if the administration fails to comply with its order.

In another state, Rhode Island, the court has written detailed prison rules and regulations for the system and has retained continuing jurisdiction for 18 months to insure their implementation. These experiences point to the need for providing assistance in developing standards for required reforms.

Background. Legal challenges to incarceration derive from the ancient writ of habeas corpus, which is the basic guarantee of personal liberty embodied in the Constitutional concept of due process.

The use of habeas corpus actions and other legal devices to challenge incarceration or treatment during incarceration has increased substantially in recent years. This increase has resulted in a need for clarification of both the legal and administrative consequences of such challenges.

The legal consequences include delicate matters of federal-state relations, especially since more and more prisoners held in state institutions are turning to federal courts for relief. The administrative consequences include the practical problems of carrying out court orders on the treatment of prisoners.

Objectives. The National Institute of Law Enforcement and Criminal Justice has funded three research projects in this area. The objectives of the studies are:

(1) To make prisoners more amenable to treatment offered by penal institutions and thus increase rehabilitation and decrease recidivism;

(2) To reduce the number of frivolous and unwarranted prisoner complaints which now clog court calendars; and

(3) To reduce the necessity for judicial intervention into prison administration.

The three research projects are related, and the grantees are required to share each other's work in progress. The grantees also will convene in Washington, D. C., several times during the project period to coordinate and to evaluate their work.

Descriptions of the projects follow.

Fairness for prisoners. The South Carolina Department of Corrections is the grantee in this project, and has undertaken a study entitled: "The Formulation of Principles for Corrections from Court Decisions." The Department will catalogue several hundred court decisions on the responsibility of corrections administrators to adhere to the doctrines of fairness in dealing with prisoners.

A set of principles for the guidance of correctional administrators will be printed in a manual. The aim of this project is to give correctional administrators an insight into what the courts demand of them in terms of assuring their wards due process. Increased fairness and efficiency on the part of corrections personnel, structured so that it is apparent or readily discernible by our courts, should reduce the necessity for judicial intervention in correctional management matters.

Legal problems of inmates. The Boston University Center for Criminal Justice is the grantee in this project, which is entitled: "Prison Legal Aid Research Project."

The goals of this project are threefold: (1) to catalogue the types and severity of civil and criminal legal problems of prison inmates; (2) to devise appropriate systems for the delivery of legal services to inmates; and (3) to measure changes in attitudes among prisoners who have legal problems and who are given access to redress.

The project will provide legal services on an experimental basis in four prisons in three states in New England. The project will attempt to differentiate between frivolous and legitimate complaints by subjecting the complaints to scrutiny by competent lawyers. The lawyers will characterize the complaints in terms of the chances of the complainant prevailing in court.

A fundamental aim of the project is to make prisoners more amenable to treatment by giving them a feeling of being treated fairly, of being given a "fair shake" when they have a legitimate complaint.

Post-conviction relief. The Arizona University College of Law is the grantee in this project, which is entitled: "Preparation of a Casebook on Post-Conviction Legal Practices."

The project offers a course for credit on post-conviction legal assistance and it includes offering legal services to indigent inmates at the Arizona State Prison. The project has discouraged so-called "jail house lawyers," who not infrequently are involved in the filing of frivolous and unwarranted complaints.

The purpose of the project is to develop course study materials for law schools to stimulate them to develop courses in post-conviction legal practices. Many law schools are reluctant to conduct such a course on a credit basis because of the lack of adequate academic learning materials.

Airborne television

Camera will send picture to ground from helicopter.

An airborne closed-circuit live television capability could provide police commanders with an invaluable tool during civil disorders or major eruptions of violence at institutions.

The commander could use the television picture to help him decide how to deploy his men and equipment. He could use it for instant recall of incidents moments or hours after they occur. Videotapes of such pictures could be used, as well, for training purposes.

Helicopters have been used in civil disorder situations, but they have been limited to visual observations which are reported to the ground by radio.

An LEAA-sponsored program being undertaken in Los Angeles is aimed at demonstrating the feasibility of using airborne television to provide police commanders with a live picture of the event.

Hand-held camera. The program was first designed on the assumption that the helicopter provided a stable platform from which a permanently-mounted camera could broadcast a signal back to the ground. In later designs, however, the concept of the stable platform was abandoned in favor of one viewing the camera as a piece of movable equipment which could be used on any helicopter. This design resulted in use of a hand-held camera which can broadcast its signal to the ground. This equipment can be used on any available helicopter and is considerably cheaper than permanently-mounted cameras.

Los Angeles test. The Los Angeles Police Department has contracted with a private firm to install and evaluate a closed circuit television (CCTV) system in a helicopter. LEAA has awarded \$165,000 to Los Angeles for the project. The project should be completed by January 1971.

Assignments. The Tactical Operations and Planning Section of the Los Angeles Police Department will evaluate the operational capabilities of the airborne television system by performing the following tasks:

- (1) The filming of, and live transmission from, the scene of unusual occurrences;
- (2) The evaluation of this capability as it relates

to intelligence gathering and the formulation of strategy and tactics;

(3) The evaluation of this capability (in the area of unusual occurrences) as a training aid for field commanders;

(4) The filming of selected situations, during the course of routine patrol and surveillance activities;

(5) The evaluation of this capability (in the area of routine patrol and surveillance) as it relates to the training process and other benefits provided, such as documented visual evidence; and

(6) The evaluation of the effectiveness of these capabilities as an aid to learning.

Command training

Command level officers receive management training.

The Command Training Institute at Babson Institute of Business Administration in Babson Park, Massachusetts, is the first in the nation to undertake a comprehensive approach to the problems of police management.

The goal of the Institute is to give command level police officers necessary background and training in management, skill development, communications, supervision and allocation of human and physical resources.

The Institute has been particularly effective in reaching small community police departments which have limited funds and which cannot support extensive training programs of their own.

The curriculum covers current practices in police administration and takes into consideration changes occurring in society.

Some of the topics covered in classroom presentations area: The Changing Social Order; Civil Rights and Law Enforcement; Control of Assemblies; Court Decisions Affecting Law Enforcement Administration; Effective Communication; Factors in Decision Making; and Police-Community Relations.

The staff of the Institute is drawn from universities in the Boston area, from the Federal Bureau of Investigation and from the New England Association of Chiefs of Police.

LEAA support. The Institute is supported by LEAA through discretionary grant funds and through

subgrants from the six participating New England states.

LEAA has contributed \$286,820 to this program over a three-year period. In FY 1970, \$99,800 in LEAA funds were allocated for the Institute, of which \$59,800 were in the form of discretionary grant funds and \$40,000 were in the form of action grant funds to the participating states.

Program. The Institute training program runs for three weeks. Much of the program consists of seminars, workshops and panel forums, so that there is continuing opportunity to question faculty and to present practical considerations for discussion.

About 45 hours are set aside for each participant to do research on a team project. Each team documents its research and the results are presented to the entire group for open discussion.

About 840 students representing approximately 175 police departments have attended the Institute.

Courts programs

Projects aim at cutting delays in criminal trials.

Crowded dockets, lengthy pretrial delays and administrative practices sometimes dating from the last century plague the criminal justice systems in this nation.

LEAA has moved to bring to bear on this problem the newest in management thinking and practice.

The problem in many jurisdictions is massive. The problem was described to Congress late in 1969 in these terms:

(1) Almost 5,000 cases have been pending more than a year in the federal courts;

(2) More than 2,200 of those cases have been pending more than two years;

(3) There is an average delay of 22.1 months in personal injury suits in civil courts in metropolitan areas; and

(4) There are delays of 59.6 months in personal injury suits in the Circuit Court of Chicago, of 58.9 months in the Supreme Court of Bronx, New York, of 46.7 months in the Court of Common Pleas of Philadelphia and of 44 months in the Superior Court of Suffolk, Boston.

Many legal authorities have examined this problem in search of the cause of the delays, and they have been unanimous in their conclusion. Chief Justice Warren E. Burger, a leading exponent of reform in this area, has said:

"The courts of this country need management which busy and overcrowded judges, with vastly increased caseloads, cannot give. We need a corps of trained administrators or managers, just as hospitals found they needed many years ago, to manage and direct the machinery so that judges can concentrate on their primary professional duty of judging."

Training program. In response to this problem, LEAA gave a grant of \$357,000 to the Colorado Law Enforcement Assistance Administration to support the activities of the Institute for Court Management (ICM) and the National College of State Trial Judges. The grant was a discretionary grant made by the Courts Program Division of the Office of Law Enforcement Programs.

ICM, headquartered in Denver, Colorado, was formed in January 1970 with a \$750,000 grant from the Ford Foundation. It is the only institution in the country which provides systematic training in court management, and is the only nonprofit institution involved in that aspect of court management. The National College of State Trial Judges was formed in the early 1960s to provide a focus for continuing legal education for trial judges.

The grant will be used to conduct 10 to 15 management studies of criminal courts throughout the United States, to hold seminars and training sessions to support those studies and to help support an intensive six-month training program of 60 professional court administrators.

Program aims. The program is directly responsive to the problem which Chief Justice Burger posed—that judges are so overwhelmed by administrative matters that they do not have time to go about the business of judging cases. In addition, the funds are being channeled through a private, nonprofit institution (ICM) which will make a corps of professional court administrators available to state and federal court systems throughout the country.

The program thus safeguards against the possibility of federal infringement upon the authority of the states over their own court systems. Finally, the methodology and standards developed by ICM in the course of its courts studies and training program should make a lasting contribution to judicial man-

agement in all the nation's courts, civil as well as criminal.

National conference

Education needs were probed at national conference.

There is growing awareness of vast deficiencies in training and education programs in law enforcement and criminal justice.

A succinct description of the problem has been put forward by Robert E. McCann, director of training of the Chicago Police Department:

"We have come to the realization that what we do in training nationally has minimal relevancy to what the policeman does on the street. There are indications . . . that only about 20 percent of a policeman's time is spent in responding to criminal-type calls; the rest of his time is spent dealing generally with people. . . . The training programs that we have established teach a man how to behave for the 20 percent of the time that he has to operate . . . and 80 percent of his time we scarcely touch as far as training is concerned."

Questions. Many questions present themselves. Are training and education programs relevant to police officers' work? Has the content of existing programs been critically reviewed in the light of new knowledge? Are the proper resources being brought to bear on this problem? Who should be involved in the development of these training and education programs?

Conference. To answer these questions, the Office of Academic Assistance convened the 1970 National Conference on Law Enforcement Education. The Conference was held on February 1-3, 1970, in Jacksonville, Florida.

The Conference was attended by 132 people from State Planning Agencies (SPA), state boards of higher education and state police standards and training commissions, each of which had been asked to send one representative. At least one of those agencies was represented from 44 states, the District of Columbia and Puerto Rico.

Background. While SPAs, boards of higher education and police standards and training commissions share responsibility for law enforcement education,

there usually is little communication or coordination among them. For some states, the Conference brought about the first intrastate communication among the three groups. For other states, it sought to bring more significant coordination.

Format. The Conference format consisted of addresses by 14 criminal justice experts, by SPA directors, by LEAA staff and by persons from higher education. Discussions followed each presentation and a panel of several speakers responded to questions from participants. Presentations began with an attempt to define "education" and "training" and the distinctions between the two. For example, in his remarks, Inspector William Mooney, of the Federal Bureau of Investigation, pointed out:

"A police officer recruited generally in the area in which he will serve is, to a certain extent, a reflection (consciously or unconsciously) of local standards which reflect the attitudes, prejudices and values of the community he will serve. Through training, we can change his skills and perhaps furnish him with more knowledge, but can we change his attitudes? Higher education can make a major contribution in this area."

Addresses. The addresses which followed focused on utilizing the resources of colleges and universities for law enforcement training commissions with regard to law enforcement education and training and on promising projects and programs undertaken by some agencies and institutions of higher education.

Dr. Donald Riddle, President of John Jay College of Criminal Justice, City University of New York, identified various ways for meaningful university and college involvement. He stated that universities can

contribute assistance in developing a higher degree of specialization, a trend which has developed in other fields and which he sees law enforcement as no longer being able to resist.

Chicago experience. Representatives from the Chicago Police Department and the City College of Chicago described how cooperative efforts between the academic community and criminal justice agencies can result in improved education and training. As a result of a mandate from the mayor, the Police Department more than doubled its period of recruit training, from 14 to 31 weeks. Initially, the Department contacted the City College for assistance in designing the educational components of the expanded program.

Together, they worked out the curriculum. Changes were made in the proportionate content of subject areas. The Department had proven through its use of computers that 80 percent of a policeman's time is spent in general contacts with people. Yet, training traditionally concentrated on responding to criminal-type calls in which policemen spent only 20 percent of their time. With the assistance of the College, the program was re-oriented more in line with training needs as now seen by the Department. Most significantly, 26.4 percent of the program is devoted to social science instruction, as compared with 7.6 percent previously. By committing 12 full-time faculty to the Academy, the College demonstrated its willingness to cooperate extensively.

Report available. A report of selected Conference presentations is available from the Office of Academic Assistance.

CHAPTER 8

The State of the States

It would be impossible to describe what each of the states is doing in all of the program areas, such as police, organized crime, civil disorders, courts and corrections.

With the new availability of federal funds for planning, for innovation and experimentation and for action programs, the activities of the states are simply too diverse and far-ranging to describe in one volume.

The experience of planning anti-crime programs on a statewide basis is a new experience for most states.

Prior to the establishment of LEAA, few states had undertaken the difficult job of analyzing their own police, courts and corrections systems and of drawing up comprehensive plans to bring law enforcement and criminal justice systems abreast of the 20th Century.

It was to stimulate precisely such activity on the part of the states that Congress directed LEAA to require states to develop Comprehensive Law Enforcement Plans.

State programs. In this Chapter, information is provided on a state-by-state basis on how much money

each state received in FY 1970 funds and, in terms of programs, what the state plans to do with the money.

The state-by-state descriptions below provide the population (current Census Bureau estimates) of the state, the amount of FY 1970 LEAA funds granted for planning and for action programs and the breakdown by category of what the state plans to do with its action grant funds.

The allocation of state funds to categories was determined by LEAA from material contained in state Comprehensive Law Enforcement Plans.

There then follows a brief description of a state program or project. Those descriptions were selected and described by the State Planning Agency.

Action funds allocated during fiscal 1970 under the block grant program totaled \$184,522,420. This amount included: \$27,192,294 for upgrading personnel; \$12,884,479 for crime prevention; \$16,389,471 for juvenile delinquency; \$45,940,608 for detection and apprehension of criminals; \$11,289,489 for prosecution, court and law reform; \$27,483,802 for correction and rehabilitation; \$6,630,266 for organized crime; \$6,739,887 for community relations; \$6,262,119 for riots and civil disorders; \$12,996,027 for construction; \$8,440,764 for research and development; and \$2,273,214 for miscellaneous.

Alabama

Population: 3,522,000.
Planning grant: \$369,000.
Action grant: \$3,175,000.

Programs: upgrading personnel, \$850,000; prevention of crime, \$280,000; juvenile delinquency, \$300,000; detection and apprehension of criminals, \$820,000; prosecution, court and law reform, \$200,000; correction and rehabilitation, \$300,000; organized crime, \$75,000; community relations, \$25,000; riots and civil disorders, \$175,000; construction, \$100,000; research and development, \$50,000.

Pilot study made of computerized information system.

Alabama has begun an LEAA-supported program to design, implement and evaluate a pilot computerized criminal information system. The pilot could serve as a model for a statewide system. The study is expected to utilize almost \$400,000 in LEAA funds.

The initial phase of the program is a study of user needs and an analysis of applications of a computerized system, including study of such factors as response time, volume of data and equipment required.

The second phase will involve developing data files and establishing data organization and access. Data retrieval and file updating will be defined during this phase. The design will consider future requirements of the entire state, of LEAA and of the National Crime Information Center of the Federal Bureau of Investigation.

The third phase will cover data conversion, computer program design and testing, field testing and final systems transition to a fully operational status. Operating procedures will be developed and distributed to users within a designated region.

Finally, an evaluation study will be made of the pilot program.

Alaska

Population: 276,000.
Planning grant: \$121,000.
Action grant: \$500,000.

Programs: upgrading personnel, \$77,000; prevention of crime, \$24,200; detection and apprehension of criminals, \$248,520; prosecution, court and law reform, \$9,000; correction and rehabilitation, \$98,280; organized crime, \$40,000; and riots and civil disorders, \$3,000.

Biggest state builds computerized information system.

The enormous size of Alaska and the great distances between agencies of law enforcement and criminal justice make desirable the use of the particular capabilities of a computerized criminal justice information system.

The development of this system, supported by LEAA funds, is considered a major priority program in Alaska. The system will be developed to service law enforcement and criminal justice on a statewide basis.

All segments of law enforcement are to be provided with a common source of information which would be constantly available on a real-time basis.

The system will enable Alaska to take full advantage of the FBI's National Crime Information Center (NCIC) and of the Law Enforcement Teletype System (LETS).

Funds for the project consist of \$134,000 in FY 1970 LEAA funds and \$89,333 in state matching contributions.

American Samoa

Population: 30,800.
Planning grant: \$23,300.
Action grant: \$50,000.

Programs: upgrading personnel, \$12,000; detection and apprehension of criminals, \$13,000; prosecution, court and law reform, \$9,000; correction and rehabilitation, \$7,000; and construction, \$9,000.

Special courses help overcome language barrier.

The main problem hindering effective law enforcement in American Samoa is the language barrier.

To deal with the problem the Police Department was reorganized to allow 15 men at a time to attend English language instruction classes for a total of 160 hours.

As each group completes the course, it rotates back to the working portion of the department and a new group is selected.

A language specialist is the instructor in those classes and, in addition, teaches job-related English on police subjects.

As the men begin to understand English and police terms, they can be drawn into class involvement and discussion. That procedure increases the learning capability of the officers, which in the past was limited by their inability to understand English.

The English language instruction program has been supported by LEAA funds.

Arizona

Population: 1,667,000.

Planning grant: \$228,000.

Action grant: \$1,503,000.

Programs: upgrading personnel, \$285,000; prevention of crime, \$100,000; juvenile delinquency, \$95,000; detection and apprehension of criminals, \$380,000; prosecution, court and law reform, \$40,000; correction and rehabilitation, \$150,000; organized crime, \$35,000; community relations, \$48,000; riots and civil disorders, \$25,000; construction, \$335,000; and research and development, 10,000.

Implementation begins of statewide automated information system.

Arizona moved forward in 1970 with development of an automated criminal justice information system which ultimately will serve all law enforcement and criminal justice agencies in the state. The new system is supported by LEAA.

Arizona also is one of the six original participants in Project SEARCH, a special LEAA project which

is examining the potential of a nationwide automated criminal histories information system.

Developmental work for SEARCH was integrated into work on Arizona's internal information system to assure compatibility.

During the past year, progress on the Arizona project included developing a conceptual design and employing personnel to begin implementing the system. Grants are being made to continue development at the state level and to finance records and data processing studies in the two largest cities.

The system eventually will serve police, courts, prosecutors and corrections agencies through the state, operating through the Arizona Department of Public Safety microwave communications system.

Arkansas

Population: 1,983,000.

Planning grant: \$252,000.

Action grant: \$1,787,000.

Programs: upgrading personnel, \$162,000; prevention of crime, \$115,000; juvenile delinquency, \$99,050; detection and apprehension of criminals, \$598,600; prosecution, court and law reform, \$69,060; correction and rehabilitation, \$175,890; organized crime, \$5,000; community relations, \$125,000; riots and civil disorders, \$100,000; construction, \$230,000; and research and development, \$107,400.

Jury instructions to be standardized in criminal cases.

Faced with a high rate of reversal at the appellate level and with time-consuming argument by counsel at trial over proper criminal jury instructions, Arkansas has embarked on a program to develop mandatory model jury instructions. The program is receiving LEAA assistance.

The state had experienced a large number of reversals of lower court rulings in criminal cases because of problems with or errors in instructions given by the judge to the jury at the time the case was given to the jury.

In addition, it was known that much time was spent by prosecution and defense arguing about the instructions they had submitted to the court for its

use; often the proposed instructions differed widely in their content and thrust.

It was decided to implement a program in 1970 to develop, within two years, a set of model criminal jury instructions which could be set down for mandatory use in all state trial courts.

Drafting of the model instructions has been undertaken by a committee of judges, prosecutors and criminal defense lawyers established by the Arkansas Supreme Court. The committee has been directed to study past cases and to use results of that study to draft model instructions.

When approved by the Arkansas Supreme Court, that court will issue an order requiring the use of the new instructions by all parties in all criminal trial courts in the state.

California

Population: 19,179,000.

Planning grant: \$1,566,000.

Action grant: \$17,287,000.

Programs: upgrading personnel, \$2,905,000; prevention of crime, \$847,063; juvenile delinquency, \$1,377,885; detection and apprehension of criminals, \$2,316,458; prosecution, court and law reform, \$708,767; correction and rehabilitation, \$2,027,654; organized crime, \$432,175; community relations, \$1,123,655; riots and civil disorders, \$1,426,177; construction, \$1,210,090; and research and development, \$2,912,076.

“Cable Splicer” exercise links all agencies to cope with disorder.

Law enforcement officers from 78 cities and counties throughout the state participated in a practice alert sponsored by the State Military Department and supported by \$65,000 in LEAA funds. About 6,000 law enforcement officers were involved in the exercise.

The exercise was called “Cable Splicer.” It was a command post exercise designed to test state and local readiness to cope with civil disorders, natural disasters and the effects of nuclear war. It was approved for LEAA funding by the California Council on Criminal Justice.

The purposes of the exercises are to provide ad-

ditional training in the control of civil disturbances; to coordinate military plans for support of civilian authorities during emergencies; and to establish command relationships and organizational structures for forces involved in controlling civil disorders.

During the exercise, the State Emergency Operations Center was activated and public utilities and resources were brought into the operation.

Three types of civil disturbance were examined during the exercise: a civil disturbance in a minority area; a civil disturbance involving an educational institution; and a civil disturbance involving a sensitive government site, such as the State Capitol in Sacramento.

Colorado

Population: 2,067,000.

Planning grant: \$258,000.

Action grant: \$1,863,000.

Programs: upgrading personnel, \$342,084; prevention of crime, \$79,050; juvenile delinquency, \$213,013; detection and apprehension of criminals, \$402,267; prosecution, court and law reform, \$47,340; correction and rehabilitation, \$189,463; organized crime, \$94,920; community relations, \$24,927; riots and civil disorders, \$105,633; construction, \$99,426; and research and development, 264,877.

Training center for youth services is established.

The need for innovative approaches to the problem of juvenile delinquency in Colorado was disclosed in a 1968 report entitled “Child and Youth Services Report.”

With LEAA assistance, the state is establishing a Training Center for the State Division of Youth Services. The Center will offer training and re-training of personnel from police agencies, public schools, community centers, youth services bureaus, probation, parole and institutions. Training will be conducted in delinquency prevention, control and treatment.

The program seeks to show that, through training, workers can become effective in understanding and working with youth. Leaders of the juvenile justice

system, of youth programs and of institutions are joining to develop the curriculum.

Short-term goals based on 1970 LEAA funding are to staff, equip and develop the program. The \$40,000 allocation for the program has funded employment of staff and consultant trainers (\$16,475), staff training (\$8,200), and printing, filming and purchasing of training aids and equipment (\$15,325).

Goals for the future include a computerized information retrieval system for youth workers, a research library and continued training.

Connecticut

Population: 2,961,000.

Planning grant: \$326,000.

Action grant: \$2,669,000.

Programs: upgrading personnel, \$809,731; juvenile delinquency, \$30,000; detection and apprehension of criminals, \$779,551; prosecution, court and law reform, \$109,410; correction and rehabilitation, \$649,297; organized crime, \$25,400; community relations, \$230,228; and research and development, \$35,383.

Inmate service seeks to preserve family ties.

A significant and innovative program, Inmate Family Services, is being funded in the amount of \$24,900. The principal objective of this program is to help inmates return to useful lives by maintaining ties between the incarcerated inmate and his family (spouse, children, parents) and by including the family in the rehabilitation process. LEAA is supporting the project.

A director of family services, working from the reception diagnostic center of the Connecticut Correctional Institution at Sommers, Connecticut, with a case worker and supportive services, will coordinate and participate in the following functions:

(1) Gather information on and from families of inmates that will shed light on family organizations and cohesiveness and on the role the family can play in the rehabilitation process;

(2) Help community agencies to meet the needs

of inmates' families, e.g., provide family therapy, financial assistance from welfare and so forth;

(3) Work with families on case work and treatment basis to maintain beneficial pride in inmates;

(4) Feed information on families back to the institutions and to the inmate through his counsellor to assist in the continuing classification and evaluation process; and

(5) Train students in social work or other areas to understand the problems of inmates and their families and to do field work under the supervision of the director or his case worker.

Delaware

Population: 533,000.

Planning grant: \$141,000.

Action grant: \$528,000.

Programs: upgrading personnel, \$180,448; prevention of crime, \$20,000; detection and apprehension of criminals, \$14,000; prosecution, court and law reform, \$27,784; correction and rehabilitation, \$24,304; organized crime, \$27,500; community relations, \$25,000; riots and civil disorders, \$45,750; construction, \$105,000; research and development, \$10,000; and miscellaneous, \$48,214.

Common frequency provides statewide radio network.

A two-year project has been started to link the majority of police departments in Delaware on a common frequency for emergency purposes.

The system will provide radio communications for all police departments operating on a 24-hour basis, even in the event of the failure of land lines.

It will also provide an information source for a proposed criminal information system in the event that normal police frequencies are overloaded or communications fail.

The common emergency frequency project is being supported by LEAA funds. It is being carried out under the direction of the state communications directors, who is a major in the Delaware State Police.

Each of five police departments has received \$2,000 to install site locations for high-band remote

control radio stations and antennas. When the project is completed, it is expected that 14 site locations will be linked together throughout the state.

District of Columbia

Population: 802,000.

Planning grant: \$161,000.

Action grant: \$795,300.

Programs: upgrading personnel, \$135,000; prevention of crime, \$12,666; juvenile delinquency, \$133,-709; detection and apprehension of criminals, \$40,-356; prosecution, court and law reform, \$109,962; correction and rehabilitation, \$290,188; and research and development, \$73,419.

Computer aids prosecutor in following cases.

An all-purpose information system, to aid the prosecutor in guiding criminal cases through the courts, is being developed in the Court of General Sessions by the District of Columbia and the United States Attorney's Office. LEAA is supporting the project.

The system is directed at the operational, statistical and management needs of the prosecutor. It is called Project TRACE.

The system is unique in that it contains an optimization model which ranks all cases ready for trial and on trial day by priority of conviction. The intention is to distribute prosecution resources on a rational basis.

TRACE identifies each defendant by offense and docket number; keeps track of his status and final disposition; develops a historical statistical file for research and analysis; and provides outputs for operations, management and evaluation.

Operationally, the system notifies witnesses of court appearance dates and produces line-up sheets, calendars for reports on persons under mental observation and caseloads.

The reasons for each action are noted to permit continuous, accurate and timely studies in areas such as plea bargaining, recidivism and victimization.

This system is expected to be extended within a year to all District agencies which have occasion to handle defendants. This will permit immediate

identification of characteristics of the defendant by all agencies through computer tapes available to each agency.

Florida

Population: 6,210,000.

Planning grant: \$575,000.

Action grant: \$5,597,000.

Programs: upgrading personnel, \$1,535,785; prevention of crime, \$183,998; juvenile delinquency, \$643,-956; detection and apprehension of criminals, \$1,-733,469; prosecution, court and law reform, \$90,436; correction and rehabilitation, \$621,469; organized crime, \$253,150; community relations, \$52,073; riots and civil disorders, \$136,490; construction, \$32,443; and research and development, \$313,731.

Uniform crime reporting service begins statewide.

The Florida Department of Law Enforcement, under the mandate given it by the Florida Law Enforcement Act of 1967, has begun development of a statewide comprehensive reporting program. The program was undertaken with the cooperation of the Federal Bureau of Investigation and despite severely limited financial resources.

In keeping with recommendations of the President's Commission on Law Enforcement and Administration of Justice, the Florida Uniform Crime Reporting System is designed for eventual absorption into a "total" criminal justice statistical system.

Project goals include: (1) developing compatible state and federal systems; (2) providing statistics for administrative and operational use by police, criminal justice agencies and social research in criminological areas; (3) furnishing baseline data toward improved effectiveness of all justice facets; (4) making available crime cost computations; (5) providing information for projecting crime rates as planning and funding criteria; and, (6) developing an ongoing, related educational program. This program will be supported by 1970 action funds from LEAA.

Georgia

Population: 4,579,000.
Planning grant: \$450,000.
Action grant: \$4,127,000.

Programs: upgrading personnel, \$473,541; prevention of crime, \$431,885; juvenile delinquency, \$380,929; detection and apprehension of criminals, \$1,237,978; prosecution, court and law reform, \$130,018; correction and rehabilitation, \$716,455; organized crime, \$110,000; community relations, \$96,100; riots and civil disorders, \$84,015; construction, \$362,750; and research and development, \$103,329.

Youth center set in community with high delinquency.

Georgia has undertaken a major statewide action program aimed at preventing juvenile delinquency through early detection of deviant behavior and through intervention before trouble begins.

Secondary reliance will remain on correction, through direct action and referral.

The program is being initiated by establishing a children and youth service center in a high delinquency community.

Professional staff and staff drawn from the local community will provide services, counseling and, in crisis situations, material assistance to troubled juveniles and their families.

Research, site selection and evaluation will be provided in part by the Urban Observatory at Georgia State University.

The project is funded by an LEAA grant of \$63,464 to the Georgia Department of Family and Children Services, Division of Children and Youth, for a community-based juvenile delinquency prevention project.

Guam

Population: 100,100.
Planning grant: \$38,343.
Action grant: \$195,020.

Programs: upgrading personnel, \$32,688; juvenile delinquency, \$43,117; detection and apprehension of criminals, \$40,851; correction and rehabilitation,

\$36,022; community relations, \$3,842; and construction, \$38,500.

Halfway house helps workers and students.

Halfway House on Guam is helping workers to keep their jobs and students to stay in school.

The unit was begun by the Department of Corrections using LEAA funds. It is located in the Village of Agana Heights.

The unit is a pre-release center and provides a home atmosphere for prisoners who either have full-time employment or who are full-time students.

Prior to the establishment of Halfway House, prisoners taking part in the work-release program returned to the correctional facility at night.

That led in turn to the smuggling in of forbidden items and it generated ill will among the other prisoners, who were jealous of those granted work-release privileges.

With the beginning of Halfway House, there is now competition among prisoners to be chosen for assignment to Halfway House, and disciplinary problems have declined.

While it is still too early to evaluate the program conclusively, officials feel that Halfway House will reduce recidivism and will be of lasting value to the inmates, as well as to the community.

Hawaii

Population: 775,000.
Planning grant: \$159,000.
Action grant: \$768,900.

Programs: upgrading personnel, \$152,555; prevention of crime, \$9,000; juvenile delinquency, \$121,800; detection and apprehension of criminals, \$33,000; prosecution, court and law reform, \$60,030; correction and rehabilitation, \$66,600; organized crime, \$133,015; community relations, \$37,500; riots and civil disorders, \$30,000; and research and development, \$125,400.

Crime prevention stressed in all state schools.

Hawaii has taken advantage of its statewide

school system to develop a single, basic approach to crime prevention programs presented in the schools. It has used LEAA funds to find that approach.

The aim of the program is to reach youngsters in their early years and to reach them both at school and through the community. It was felt that, while schools frequently are the setting for potential problems, the local school situation also is a reflection of the total community life. It was felt, too, that if school often was the place where trouble broke out, school also might be the best place to undertake crime prevention teaching programs.

The program worked out in Hawaii calls for a full review of programs offered by the Department of Education in order to consolidate and focus them on crime prevention.

In addition, it calls for close and continuous collaboration between the State Legislature, the Model Cities program, the Concentrated Employment program, the Department of Education and other agencies of state and county and local government.

Idaho

Population: 709,000.

Planning grant: \$154,000.

Action grant: \$702,900.

Programs: upgrading personnel, \$89,426; prevention of crime, \$4,380; juvenile delinquency, \$89,751; detection and apprehension of criminals, \$218,404; prosecution, court and law reform, \$143,281; correction and rehabilitation, \$51,591; organized crime, \$6,750; riots and civil disorders, \$7,724; construction \$85,593; and research and development, \$6,000.

New academy trains officers on several levels.

The Idaho Peace Officers Training Academy has been established by state legislative action and is now in operation training law enforcement officers on several levels, from basic to specialized.

Trainees at the Academy are reimbursed through federal grant funds received from LEAA. They are required to remain in law enforcement within the state for a minimum of two years after completion of their course work.

The basic training consists of 265 hours of work, of which 225 are hours of instruction received at the Academy and 40 are hours of on-the-job training received under supervision in the individual officer's home department.

In the first six months of operation, more than 100 police officers from throughout the state received basic recruit training.

In addition to basic recruit training, the Academy is scheduling courses at the intermediate and advanced levels. Several specialized courses already have been given.

Illinois

Population: 10,958,000.

Planning grant: \$938,000.

Action grant: \$9,877,000.

Programs: upgrading personnel, \$1,875,000; prevention of crime, \$300,000; juvenile delinquency, \$500,000; detention and apprehension of criminals, \$1,260,000; prosecution, court and law reform, \$850,000; correction and rehabilitation, \$2,137,859; organized crime, \$500,000; community relations, \$200,000; riots and civil disorders, \$100,000; construction, \$694,141; research and development, \$300,000; and miscellaneous, \$1,160,000.

Grants speeded to promote effort in important areas.

The Illinois Law Enforcement Commission, supported by LEAA funds, has developed a rapid funding system to stimulate local jurisdictions to move quickly in important areas.

The program is entitled "Action Now," and it is aimed at promoting efforts in police-community relations, in police management surveys and in criminal justice training.

The key to the program is quick response: within four weeks of receiving an application, the Commission provides 100 percent funding (up to \$10,000) for the proposed program.

The program was started to expedite the Commission's goal of upgrading all aspects of the state's law enforcement and criminal justice system to meet minimal operating standards.

"Action Now" was initiated in October 1969, with funds of \$1 million. By December 31, 1969, 24

proposals for funds totaling \$140,129 had been approved. There were 15 proposals for criminal justice training and nine for police management surveys.

By April 30, 1970, the number of proposals in all three categories approved for funding totaled 141; of those, 71 were for police management surveys, 66 were for criminal justice training programs and four were for police-community relations programs. The total funds for approved programs amounted to \$666,555.

Given the success of the program the Commission in April 1970 approved an "Action Now" equipment purchase fund of \$2.5 million. This fund stresses the purchase of equipment for shared use by several communities to achieve greater efficiency and economy. Expendable supplies and ordnance are excluded from such equipment purchases.

Indiana

Population: 5,065,000.

Planning grant: \$487,000.

Action grant: \$4,565,000.

Programs: upgrading personnel, \$632,750; prevention of Crime, \$305,000; juvenile delinquency, \$550,000; detection and apprehension of criminals, \$933,000; prosecution, court and law reform, \$455,000; correction and rehabilitation, \$719,250; organized crime \$200,000; community relations, \$70,000; riots and civil disorders \$335,000; construction, \$300,000; and research and development, \$65,000.

Information system planned for all tactical police.

Indiana is planning a comprehensive information system for local and state law enforcement agencies.

It is called Tactical Police Information Systems and it is being supported with LEAA funds.

Initially, the system will integrate highway safety program files with such criminal files as those on stolen vehicles, wanted persons and stolen or lost property.

Local communities will be able to tie in with the statewide police computer system. That will enable law enforcement agencies to switch messages, expand local information files and develop analytical applications for manpower utilization and crime analyses.

The statewide criminal history file being estab-

lished is consistent with that in project SEARCH, a special LEAA project to provide offender histories on computer. In the Indiana project, the criminal history will be kept on-line for updating as the offender is processed.

Automated fingerprint and mug file records will be set up and coordinated with the statewide criminal justice system.

A considerable effort has been made to review and document existing computerization within the state, through the use of planning funds. It is expected, therefore, that implementation of this program will be accelerated.

Funding for FY 1970 is \$270,000 with a total program cost of \$450,000. This will cover salaries, consultants, equipment and other program costs.

Iowa

Population: 2,775,000.

Planning grant: \$312,000.

Action grant: \$2,501,000.

Programs: upgrading personnel, \$144,504; prevention of crime, \$200,198; juvenile delinquency, \$238,962; detection and apprehension of criminals, \$975,750; prosecution, court and law reform, \$111,076; correction and rehabilitation, \$178,388; organized crime \$97,300; community relations, \$184,046; riots and civil disorders, \$104,557; construction, \$260,219; and research and development, \$6,000.

New laboratory and crime unit are established.

The Iowa State Bureau of Criminal Investigation is being expanded to include two new offices to offer laboratory services to law enforcement agencies and to provide continuing evaluation of crime prevention and solution in the state.

The new offices are being established with the support of LEAA funds.

The first is a State Crime Laboratory. This facility will be an operational unit and will handle all crime-related evidence which is submitted to it by Iowa law enforcement officers and prosecutors. It will provide them with scientific analyses of that evidence.

The second is the Criminal Conspiracy Unit. This will be a centrally located office staffed by 15-20 individuals. The function of the unit will be to

gather, interpret and evaluate all information that may be valuable in crime prevention and solution.

Both the State Crime Laboratory and the Criminal Conspiracy Unit have been funded out of FY 1970 LEAA funds.

Kansas

Population: 2,291,000.

Planning grant: \$275,000.

Action grant: \$2,065,000.

Programs: upgrading personnel, \$526,000; prevention of crime, \$71,666; juvenile delinquency, \$200,000; detection and apprehension of criminals, \$568,000; correction and rehabilitation, \$320,000; organized crime, \$96,000; community relations, \$143,334; riots and civil disorders, \$140,000.

**Law students
work summers
with prosecutors.**

Kansas has developed what it believes to be the first of its kind in the nation—a summer internship program for law students to work in the offices of county prosecutors.

Called the Summer Internship Program, it utilizes \$25,000 in LEAA funds—a subgrant from the Governor's Committee on Criminal Administration.

The program is intended to provide intensive experience in criminal law administration to prospective members of the bar, as well as assistance to the prosecutors. The program has been worked out by the University of Kansas and the Washburn University Schools of Law.

The concept originated, however, with the Criminal Law Committee of the Campus Bar Association.

Students receive one week of training before being placed in one of 12 county prosecutors' offices. Each of the interns has been qualified under appropriate rules to render assistance to a prosecutor.

Kentucky

Population: 3,224,000.

Planning grant: \$347,000.

Action grant: \$2,906,000.

Programs: upgrading personnel, \$348,213; preven-

tion of crime, \$115,520; juvenile delinquency, \$585,281; detection and apprehension of criminals, \$1,219,271; prosecution court and law reform, \$98,260; correction and rehabilitation, \$353,165; organized crime, \$60,000; riots and civil disorders, \$90,000; and research and development, \$36,290.

**In-service training
has mobile units
for distant points.**

In-service training utilizing mobile units and other innovations in Kentucky has begun for all segments of law enforcement personnel—police, judges and jailers and other correctional personnel.

In many cases, it is the first such training that the personnel have received. The program is being carried out with a grant of \$348,000 from LEAA in FY 1970.

For police, a basic training course of four weeks in duration has been prepared and is available in four major urban areas.

A mobile training unit will bring basic training, upon request, to those parts of the state where the small size of the law enforcement agency or the distance from the urban training centers would otherwise make training a virtual impossibility.

Circuit judges will participate in a national level training session sponsored by the National Conference of Trial Judges.

Jailers will have their own program. There are 170 local jails in Kentucky—all of them autonomous. For the first time a jail consultant has been retained by the Department of Corrections to train jailers and to assist them at the local level.

For the first time, all correctional personnel at the state reformatory will receive a week of pre-service and in-service training.

Louisiana

Population: 3,710,000.

Planning grant: \$384,000.

Action grant: \$3,344,000.

Programs: upgrading personnel, \$423,913; prevention of crime, \$95,910; juvenile delinquency, \$191,608; detection and apprehension of criminals, \$1,114,363; prosecution, court and law reform, \$69,725; correction and rehabilitation, \$928,345; organized crime, \$206,500; community relations, \$65,-

000; riots and civil disorders, \$181,136; and construction, \$67,500.

**Service seeks
community-based
corrections.**

A sharply expanded probation and parole service in Louisiana is expected to reduce the number of commitments to state and local institutions and to increase the number of paroles from such institutions.

The expansion was made possible by a grant of \$207,022 from LEAA.

The grant paid for the hiring of an initial 20 additional probation and parole officers, bringing the total to 37.

Of those new officers, 70 percent were assigned to the two largest cities in the state, New Orleans and Baton Rouge.

One purpose of the project is to emphasize community-based corrections as an alternative to incarceration.

Maine

Population: 978,000
Planning grant: \$175,000.
Action grant: \$970,200.

Programs: upgrading personnel, \$340,000; prevention of crime, \$72,500; juvenile delinquency, \$21,000; detection and apprehension of criminals, \$300,000; prosecution, court and law reform, \$30,000; correction and rehabilitation, \$80,000; and research and development, \$126,700.

**Training held at
police academy and
throughout state.**

Using funds from LEAA, Maine is upgrading its training of law enforcement personnel both at the Maine Police Academy and at locations around the state.

A comprehensive training program for law enforcement personnel was established as the top priority program for the state in 1970 by the Board of Directors of the Maine Law Enforcement Planning and Assistance Agency. They called the program: "Improving Selection, Education and Training."

The Board made a subgrant on April 28, 1970,

of \$167,000 to provide further training at the Maine Police Academy.

The new program provides five Basic Recruit Schools, of six weeks' duration and benefiting 150 men; three one-week advanced police training programs, training 90 officers; and three one-day in-service training programs for 30 men held at three locations throughout the state.

The project ran between April 1 and June 30, 1970.

In conjunction with the University of Maine, the Agency will initiate a program of courses leading to an associate degree in law enforcement in the fall of 1970. At present, there is no formal education offered in the state for the law enforcement field.

Maryland

Population: 3,716,000.
Planning grant: \$384,000.
Action grant: \$3,349,000.

Programs: upgrading personnel, \$530,535; prevention of crime, \$163,854; juvenile delinquency, \$292,859; detection and apprehension of criminals, \$538,161; prosecution, court and law reform, \$475,674; correction and rehabilitation, \$839,616; organized crime, \$34,744; community relations, \$63,113; riots and civil disorders, \$16,700; construction, \$161,500; and research and development, \$232,244.

**Multi-agency
computer system
is established.**

The Maryland Inter-Agency Law Enforcement Computer System (MILE System) has been designed to serve as a telecommunications and record storage and retrieval system for the major law enforcement and correctional agencies in the state.

The Governor's Commission on Law Enforcement awarded a \$56,000 subgrant in LEAA funds to complete design work during the first year of MILE System operations.

Utilizing two IBM 360/40 units, the MILE System now serves the Maryland State Police, police in five large local jurisdictions, the Department of Correctional Services, the Department of Parole and Probation and the Department of Juvenile Services.

The MILE System's telecommunications function ties together the State Police barracks and the head-

quarters of the other agencies as well as the various correctional institutions and the major municipal and county police departments throughout the state.

The MILE System was one of the original six systems chosen to participate in the nationwide Project SEARCH, a special LEAA project providing interstate transmission of criminal histories.

Work in progress on the MILE System includes bringing the remaining police departments in the state into the system and utilizing the System in the court process.

Massachusetts

Population: 5,438,000.

Planning grant: \$515,875.

Action grant: \$4,902,000.

Programs: upgrading personnel, \$542,000; prevention of crime, \$545,000; juvenile delinquency, \$505,000; detection and apprehension of criminals, \$1,190,000; prosecution, court and law reform, \$150,000; correction and rehabilitation, \$1,337,000; organized crime, \$130,000; community relations, \$125,000; riots and civil disorders, \$75,000; and research and development, \$303,000.

Community-based coordinating board refers youngsters.

The Massachusetts State Planning Agency is moving to develop a major juvenile delinquency prevention program.

It is funding an internal planning section for the newly reorganized state Department of Youth Services and providing technical assistance to determine the best methods of developing prevention programs. It also is making funds available for joint prevention programming.

In addition, the SPA is testing various types of prevention programs, all modeled on the concept of the Youth Services Bureau (YSB).

The YSB is a community-based coordinating and referral service. It can refer youngsters to a variety of social services already in operation. The YSB provides follow-up service in the case of each youngster.

The SPA also is funding an intensive mental health project for youth in Roxbury.

Finally, the SPA is funding an independent evalua-

tion of those projects and is coordinating results with the state Department of Youth Services.

Michigan

Population: 8,673,000.

Planning grant: \$763,000.

Action grant: \$7,817,000.

Programs: upgrading personnel, \$1,061,000; prevention of crime, \$972,000; juvenile delinquency, \$1,383,000; detection and apprehension of criminals, \$1,446,000; prosecution, court and law reform, \$692,000; correction and rehabilitation, \$678,000; organized crime, \$515,000; community relations, \$230,000; riots and civil disorders, \$394,000; construction, \$28,000; and research and development, \$418,000.

Four innovations in state services get under way.

Michigan has begun, or is beginning, four new statewide services in the fields of law enforcement and criminal justice that it attributes directly to LEAA fund support.

The first is a new Office of Drug Abuse located in the Executive Office of the Governor in Lansing. The Office will provide centralized leadership in designing and coordinating research and treatment activities. The Office also will undertake collection of statistics and will sponsor programs of public education as two of its major responsibilities.

The second is the providing of appellate defense for indigent criminal defendants. Previously, appellate defense for indigent criminal defendants was provided only at the county level, but the new program will make such representation on appeal available through a newly created central office offering statewide service.

The third is a new 1970 program to offer full-time Michigan jail employees a broad program of training through in-residence institutes presented by the Department of Corrections Training Academy.

The fourth program, still under development but with action expected in 1970, is a project aimed at achieving inter-jurisdictional cooperation between municipal police, sheriffs and the Michigan State Police to combat, specifically, highly mobile and non-syndicated criminal gangs.

Minnesota

Population: 3,663,000.

Planning grant: \$380,000.

Action grant: \$3,302,000.

Programs: upgrading personnel, \$376,428; prevention of crime, \$394,146; juvenile delinquency, \$423,864; detection and apprehension of criminals, \$396,354; prosecution, court and law reform, \$255,482; correction and rehabilitation, \$496,454; organized crime, 89,154; community relations, \$224,536; riots and civil disorders, \$224,536; construction, \$180,000; and research and development, \$241,046.

Special unit provides care for children.

Minnesota is developing a regional detention center to provide specialized facilities and care for children who are likely to be a danger to themselves or to the community and are in need of temporary care.

The 20-bed facility is located in St. Louis County and will serve a large seven-county rural area in the northeast section of the state.

LEAA is providing \$125,000 to help plan the facility. The state is providing half of the construction cost and local communities are providing the other half.

The Center will have a full-time psychologist, nine counselors, six case workers, a psychiatrist one day a week, a consulting doctor, a consulting dentist and chaplains and teachers.

The facility will provide out-patient care for children who are from homes suitable for home care and who do not require living (bed) facilities at the Center.

Mississippi

Population: 2,349,000.

Planning grant: \$280,000.

Action grant: \$2,117,000.

Programs: upgrading personnel, \$254,499; prevention of crime, \$615,771; juvenile delinquency, \$233,976; detection and apprehension of criminals, \$268,600; prosecution, court and law reform, \$41,970; correction and rehabilitation, \$137,325;

organized crime, \$142,390; community relations, \$99,548; riots and civil disorders, \$159,683; construction, \$45,000; and research and development, \$118,238.

Intelligence unit is formed to combat organized crime.

An intelligence unit is being started in Mississippi with the help of LEAA funds.

The state hopes that the development of the unit will serve as a model for regional application and will be a pilot effort in what could become a sectional crime prevention network.

The basic aim of the unit is to intercept the penetration of organized crime into legitimate business. There has been increasing evidence of such penetration, especially in the Gulf Coast area, in Jackson and in the extreme northeast part of the state.

The first step in this project is to form an investigative and intelligence unit staffed by experienced intelligence and legal officers.

The purpose of this unit will be: to investigate, through research and surveillance, the activities of individuals and organizations suspect of organized crime involvement; to assist in the prosecution of those individuals and organizations found to be practitioners of organized crime; to assist in the establishment of public educational programs designed to inform legitimate businessmen and the general public of the threat of organized crime; and to assist local, urban agencies in the development of counterpart intelligence units in order to effect a statewide network to combat organized crime.

Missouri

Population: 4,610,000.

Planning grant: \$452,000.

Action grant: \$4,155,000.

Programs: upgrading personnel, \$767,985; prevention of crime, \$76,469; juvenile delinquency, \$915,329; detection and apprehension of criminals, \$1,676,221; prosecution, court and law reform, \$282,946; correction and rehabilitation, \$305,614; community relations, \$49,951; riots and civil disorders, \$14,000; and research and development, \$66,485.

Committee begins complete revision of criminal code.

Like most states, Missouri has a criminal code that has not been revised or updated for years. Many of the present criminal laws in Missouri, for example, are the same as or vary little from the 1855 Statutes of that state.

Using LEAA funds, the state has begun a far-reaching effort to revise the entire criminal code.

A Criminal Code Revision Committee was established in 1969. The chairman is a Commissioner of the Missouri Supreme Court. Other members were appointed by the Missouri Supreme Court, the superintendent of the Highway Patrol, the Association of Prosecuting Attorneys, the Attorney General of Missouri, the Director of Corrections, the President of the Missouri Senate and the Speaker of the Missouri House.

The professional staff is resident at the School of Law at the University of Missouri, Columbia. In its early work, the staff pinpointed hundreds of statutes containing criminal penalties which were not located within the formal criminal code.

The Committee and its staff are following the work of other states and of the model penal code in their study.

It is possible that some recommendations will be made to the Missouri Legislature as early as 1971.

Montana

Population: 696,000.

Planning grant: \$153,000.

Action grant: \$689,700.

Programs: upgrading personnel, \$203,700; prevention of crime, \$40,000; juvenile delinquency, \$65,000; detection and apprehension of criminals, \$280,000; prosecution, court and law reform, \$35,000; correction and rehabilitation, \$40,000; and research and development, \$26,000.

Number of graduates and courses up sharply at police academy.

The Montana Law Enforcement Academy, which trains officers drawn from across the state, has hired its first full-time director, increased its course offer-

ings three-fold and started producing graduates on an unprecedented scale, all with the assistance of LEAA funds.

In the nine-year period prior to the receipt of federal assistance, the Academy graduated 621 officers. In the first year of LEAA funding, the Academy graduated 185 criminal justice personnel. In the current year, it is expected that 500 personnel will be trained in the latest methods of their profession.

When federal funds became available, Montana identified the training and upgrading of its law enforcement personnel as the number one criminal justice priority.

While the Academy is seen as a fully developed criminal justice training center, directed to meet that priority, it has three other basic functions in law enforcement in the state, namely, to provide supportive services in publications, in general resources and in research and management services.

Nebraska

Population: 1,453,000.

Planning grant: \$211,000.

Action grant: \$1,310,000.

Programs: upgrading personnel, \$269,625; prevention of crime, \$247,400; juvenile delinquency, \$104,730; detection and apprehension of criminals, \$468,728; prosecution, court and law reform, \$28,000; correction and rehabilitation, \$58,870; organized crime, \$100,000; community relations, \$27,647; and riots and civil disorders, \$5,000.

Training center and police standards law put into effect.

Stimulated by LEAA funds, Nebraska has begun work on a new training center for law enforcement and criminal justice personnel and it has enacted a new law establishing a minimum standards advisory council.

The Nebraska legislature, in its 1969 session, enacted legislation establishing the Nebraska Law Enforcement Training Center and setting up the Nebraska Police Standards Advisory Council.

That legislation was drafted and actively sponsored by the Nebraska Commission on Law Enforcement and Criminal Justice, which is the State Planning Agency established to receive LEAA funds.

The legislation created a central training center for the state and it made mandatory the training and certification of all Nebraska police and sheriff personnel.

The Police Standards Advisory Council, which consists of five police and sheriff officers, is charged with the responsibility of establishing minimum standards for all ranks of police and sheriff personnel.

The site of the training center has been selected and the center was scheduled to be in operation on July 1, 1970. There was a class of 44 individuals prepared to enter with a waiting list in excess of 200.

Partial support for the center came from a Commission subgrant of \$199,117 from Nebraska's FY 1970 LEAA action grant allocation.

Nevada

Population: 449,000.

Planning grant: \$134,000.

Action grant: \$500,000.

Programs: upgrading personnel, \$75,000; juvenile delinquency, \$48,000; detection and apprehension of criminals, \$147,800; prosecution, court and law reform, \$65,000; correction and rehabilitation, \$80,000; organized crime, \$16,800; community relations, \$17,000; riots and civil disorders, \$41,900; and research and development, \$8,500.

Prosecution and defense are upgraded.

Nevada has moved to upgrade the quality of both its prosecution and its public defender system.

As to prosecution, the state found that of 17 elected district attorneys, only four had prior experience as prosecutors.

A survey of those offices disclosed the need for a procedures manual to assist district attorneys in preparing cases and moving cases through the courts. An LEAA grant enabled work on the project to begin.

The state also found deficiencies in its public defender system. Public defender resources have been concentrated in Clark and Washoe Counties, which contain 80 percent of the state's population of 500,000. But Nevada covers 110,000 square miles, and persons in the small counties had no public defender.

The state is instituting, therefore, a project to pro-

vide a public defender office for a combination of small counties, servicing about 25,000 persons. Eventually, the service will be provided on a regional rather than on a local county basis. LEAA is supporting the project.

New Hampshire

Population: 703,000.

Planning grant: \$154,000.

Action grant: \$697,400.

Programs: upgrading personnel, \$92,900; prevention of crime, \$12,000; juvenile delinquency, \$75,540; detection and apprehension of criminals, \$296,160; prosecution, court and law reform, \$30,000; correction and rehabilitation, \$88,800; organized crime, \$18,000; community relations, \$30,000; riots and civil disorders, \$15,000; and research and development, \$39,000.

Statewide radio communications system is planned.

The New Hampshire Governor's Commission on Crime and Delinquency intends to use LEAA funds to help to establish, develop and operate a fully integrated statewide radio communications system.

It is expected that the system will form the basis for several interrelated programs in 1970.

There is at present no statewide law enforcement communications system in operation. With few exceptions, there are no means for establishing instantaneous communications between the three levels of police organization in the state: New Hampshire State Police, sheriffs and municipal police.

For example, a State Police cruiser cannot contact by radio a sheriff's car or a municipal cruiser, even when each has a radio and is in the same or in a contiguous area.

Congestion on the air so interferes with radio traffic that it virtually precludes mutual aid programs arranged by radio. New Hampshire, of course, poses special problems in radio traffic attendant to mountainous terrain.

The proposed system will, for the first time, make possible effective communications statewide.

The program, to be funded over a five-year period, also will make it possible to provide the fol-

lowing vitally needed resources and capabilities through related programs: (1) development of a State Criminal Justice Data Center; (2) establishment of a law enforcement emergency plan; and (3) development of a civil disorders and mutual aid response plan.

New Jersey

Population: 7,070,000.

Planning grant: \$641,000.

Action grant: \$6,372,000.

Programs: upgrading personnel, \$650,000; prevention of crime, \$1,000,000; juvenile delinquency, \$1,500,000; detection and apprehension of criminals, \$1,093,629; prosecution, court and law reform, \$76,371; correction and rehabilitation, \$1,500,000; organized crime, \$350,000; community relations, \$300,000; riots and civil disorders, \$52,000; and research and development, \$200,000.

Resources pooled to prepare cases in organized crime.

A statewide Organized Crime Unit has been formed to improve control over organized crime. The unit has been established with the support of LEAA funds.

The project is aimed at developing a system of prosecution that is a continuous and cohesive effort, beginning with the inception of the investigation and continuing through trial.

To that end, state prosecutors are being assigned to work directly within the Division of State Police, which is the major investigate agency of the state.

Secondly, the project provides for the addition of specialized personnel, such as accountants, tax investigators and statisticians, to service the combined activities of the Organized Crime Unit and of the Division of State Police, both of which are in the State Department of Law and Public Safety.

Thirdly, the project continues the new Organized Crime Training School, which conducts a series of two-week training courses in specialized surveillance techniques and in methods of obtaining background data and intelligence on organized crime operations. The course is taught for accountants, attorneys, tax investigators, State Police personnel and other selected law enforcement personnel.

New Mexico

Population: 994,000.

Planning grant: \$176,000.

Action grant: \$985,000.

Programs: upgrading personnel, \$151,202; prevention of crime, \$150,000; juvenile delinquency, \$96,230; detection and apprehension of criminals, \$397,825; prosecution, court and law reform, \$53,700; correction and rehabilitation, \$61,025; community relations, \$23,644; riots and civil disorders, \$41,374; and research and development, \$10,000.

Central academy offers training for police at all levels.

One of the outstanding features of the new Law Enforcement Academy at Santa Fe, is the offering of basic police training for all sheriffs' departments and small municipal police departments throughout the state.

The new training center, scheduled for completion in October 1970, is beginning with the assistance of LEAA funds.

The Academy complex was constructed with \$2.5 million in funds authorized by the New Mexico Legislature in 1968.

The Academy will have a capacity of 60 students, with a director and four full-time staff instructors, plus specialists as needed in police, courts and corrections.

The Academy complex will also house State Police administrative headquarters, a crime laboratory, an identification bureau and a computerized information center.

Through the Governor's Policy Board for Law Enforcement, LEAA already has assisted this project with a grant of \$17,400 for planning curricula for the Academy. Tentative areas to be covered in the course of instruction are: orientation, criminal laws, investigation, patrol, traffic, tactics and operations and the officer in society.

New York

Population: 18,186,000.

Planning grant: \$1,490,000.

Action grant: \$16,392,000.

Programs: upgrading personnel, \$1,100,000. Preven-

tion of crime, \$1,330,000; detection and apprehension of criminals, \$6,702,000; prosecution, court and law reform, \$1,600,000; correction and rehabilitation, \$3,585,000; organized crime, \$975,000; and community relations, \$1,100,000.

**Task force
on organized crime
is formed statewide.**

For the first time, New York has established a Deputy Attorney Generalship with a wide range of responsibilities in the organized crime field.

The new officer will lead an organized crime task force which will be established within the New York State Department of Law. LEAA is supporting the project.

The Deputy Attorney General will be empowered to investigate and prosecute multi-county organized crime activities.

The task force will have a staff of experienced prosecutors, accountants and investigators as well as the assistance of other state departments as needed. The task force will have the authority to investigate and prosecute organized crime activities including gambling, drug traffic, hijacking, labor racketeering, bookmaking, extortion and bribery that cross county boundaries. A significant impact on organized crime is anticipated.

North Carolina

Population: 5,131,000.
Planning grant: \$492,000.
Action grant: \$4,625,000.

Programs: upgrading personnel, \$627,592; prevention of crime, \$45,776; juvenile delinquency, \$419,150; detection and apprehension of criminals, \$2,275,131; prosecution, court and law reform, \$235,946; correction and rehabilitation, \$451,892; community relations, \$214,101; riots and civil disorders, \$52,081; construction, \$185,891; and research and development, \$117,440.

**County experiments
with detoxification
of inebriates.**

A single-county planning unit will receive funds for a pilot project to develop processes and facilities for detoxification of persons arrested and awaiting

trial or commitment for the offense of public intoxication or related charges.

Currently, arrests per month for the entire county average about 350 for public drunkenness and about 30 for driving under the influence.

The project is designed to provide a detoxification center which will be included in a new county hospital, the construction of which is contemplated. The center will provide medical and professional care to treat all non-felon residents of the county jail who are being held on charges of public drunkenness or who are chronic inebriates being held for admission to the State Mental Hospital.

LEAA funds are being used in support of the project.

North Dakota

Population: 624,000.
Planning grant: \$148,000.
Action grant: \$618,200.

Programs: upgrading personnel, \$74,200; prevention of crime, \$30,000; juvenile delinquency, \$50,000; detection and apprehension of criminals, \$75,000; prosecution, court and law reform, \$50,000; correction and rehabilitation, \$80,000; community relations, \$13,000; riots and civil disorders, \$20,000; construction, \$126,000; and research and development, \$100,000.

**Test program
treats alcoholics
at new center.**

North Dakota has undertaken an experimental program to treat intoxicated persons and alcoholics at a special center in Fargo, the largest city in the state.

The program was begun when the North Dakota Legislature, in its 1969 session, repealed the law making public intoxication a criminal offense. Provision also was made that an intoxicated person could not be held in jail for more than 24 hours.

Because public intoxication is a problem in North Dakota and because much of the time and effort of local law enforcement officials are spent handling intoxicated persons, it was decided to develop a program to provide services to intoxicated persons in a setting other than the county jail.

The Fargo Union Mission received a grant of

LEAA funds to develop a detoxification center in its facility.

The center, staffed with nurses, an attending physician and an alcoholism counselor, is expected to open soon.

The facility is more than a detoxification center. It is a halfway house for alcoholics who are attempting to return to society, and it is a long-term group residential living facility as well.

The program at the center includes employment counseling and placement, alcoholism counseling, and spiritual counseling.

If the experiment is successful, it could serve as a model for similar projects in other parts of the state.

Ohio

Population: 10,610,000.

Planning grant: \$911,000.

Action grant: \$9,563,000.

Programs: upgrading personnel, \$1,779,000; prevention of crime, \$1,340,000; juvenile delinquency, \$1,025,000; detection and apprehension of criminals, \$162,000; prosecution, court and law reform, \$400,000; correction and rehabilitation, \$1,410,000; organized crime \$300,000; community relations, \$200,000; riots and civil disorders, \$400,000; construction, \$2,042,000; and research and development, \$505,000.

High schoolers join ranks as police cadets.

A major recruiting effort for police officers, aimed to encouraging careers in law enforcement, has been started in Ohio through the use of LEAA funds.

The project is centered in Cleveland and it involves the establishment of a Cadet Police Organization.

In the program, qualified high school students from throughout the city are invited to join the Cadet Police Organization. They then meet twice a month at the Cleveland Police Academy and are introduced to police operations and activities.

They continue in the program as they complete their high school education.

The aim of the program is to keep the young men interested in joining the force as they complete high school and become of age of admission to the Police Department. It is hoped in the program that the ma-

majority of the cadets will seek career positions with the Police Department.

Oklahoma

Population: 2,542,000.

Planning grant: \$294,000.

Action grant: \$2,291,000.

Programs: upgrading personnel, \$316,240; prevention of crime, \$75,000; juvenile delinquency, \$169,000; detection and apprehension of criminals, \$653,160; prosecution, court and law reform \$201,400; correction and rehabilitation, \$458,200; organized crime, \$18,000; community relations, \$150,000; riots and civil disorders \$75,000; construction, \$50,000; and research and development, \$125,000.

Halfway houses in two cities to be model centers.

The Oklahoma Crime Commission has approved for funding in 1970 an ambitious corrections program which is both a major statewide effort and an important contribution to the largest cities.

This program will establish two community-based treatment centers in Oklahoma City and Tulsa, which hopefully will serve as models for additional community treatment centers throughout the state.

The centers will each accommodate 48 inmates and will offer a variety of services including counseling, remedial education, job orientation and work and study release.

The basic approach to treatment is founded on the concept that the offender himself is the single most important resource and that he must interact with the community to as great an extent as possible with due regard for the safety of the community. The residents will progress from custodial control through a succession of phases marked by increasingly greater freedom, culminated by release into the community through parole.

While the initial phase of the program will concentrate on a 90-day pre-release period for parole candidates, plans call for expansion to include short-term offenders, who will be sentenced directly to the community treatment centers as an alternative to the state penitentiary and reformatory.

The state is using LEAA funds on the project.

Oregon

Population: 2,004,000.

Planning grant: \$253,000.

Action grant: \$1,806,000.

Programs: upgrading personnel, \$93,252; prevention of crime, \$64,080; juvenile delinquency, \$71,790; detection and apprehension of criminals, \$889,444; prosecution, court and law reform, \$108,631; correction and rehabilitation, \$378,625; organized crime, \$933; community relations, \$118,020; riots and civil disorders, \$925; construction, \$12,500; and research and development, \$67,800.

Computerized information net links all police.

Oregon is proceeding to implement a Law Enforcement Data System (LEDS), using a \$200,000 LEAA action grant from FY 1970.

LEDS will be a computer-based criminal justice communications and records system, serving all agencies. As planned, a computer at Salem will control approximately 90 teletype terminals over a network of private telephone lines.

Initially, each terminal will have immediate access to central computer files of information about: stolen, impounded and wanted vehicles; wanted subjects and other persons of police interest; and stolen guns and property.

In future years, the system will be expanded to cover corrections, courts, juvenile agencies, and the State Justice Department.

LEDS will have initial direct ties to all city, county and state police agencies in Oregon, and to the FBI National Crime Information Center in Washington, D.C. LEDS will also interface with computerized criminal information systems being developed in Oregon's metropolitan areas.

Pennsylvania

Population: 11,750,000.

Planning grant: \$998,000.

Action grant: \$10,591,000.

Programs: upgrading personnel, \$1,114,285; prevention of crime, \$272,747; juvenile delinquency, \$425,128; detection and apprehension of criminals,

\$3,772,130; prosecution, court and law reform, \$846,760; correction and rehabilitation, \$1,337,937; organized crime, \$677,235; community relations, \$185,612; riots and civil disorders, \$433,638; construction, \$1,187,528; and research and development, \$338,000.

YMCA operates special program for city youth.

The Pennsylvania Criminal Justice Planning Board has approved a subgrant of \$82,233 in FY 1970 LEAA funds for the Camp Curtin Branch of the Greater Harrisburg Area Young Men's Christian Association (YMCA) to operate a new program for inner-city youth.

The program takes note of the fact that youth living in socially and economically deprived areas do not respond to the conventional YMCA approach, which centers on a building and its facilities. Instead, those youth seek outlets that are relevant to their environment.

The Camp Curtin project therefore abandoned the traditional approach in favor of a program reaching out to the youth through field counseling by indigenous workers.

Workers in the program are selected on the basis of being well known by the youth of the community and on their ability to lead and communicate with youth.

The staff of the Camp Curtin project consists of a supervisor, a program director, a program coordinator, five detached workers and 12 recreational aides. The recreational aides are provided by the city as part of a regular program of summer recreation in city parks and playgrounds.

Puerto Rico

Population: 2,723,000.

Planning grant: \$308,000.

Action grant: \$2,454,000.

Programs: upgrading personnel, \$636,000; prevention of crime, \$220,000; juvenile delinquency, \$295,000; detection and apprehension of criminals, \$160,000; prosecution, court and law reform, \$391,000; correction and rehabilitation, \$315,000; organized crime, \$70,000; community relations, \$58,000; riots and civil disorders, \$200,000; and research and development, \$109,000.

**In-service training
begins for 1,300
Commonwealth officers.**

The most ambitious in-service police training effort ever undertaken in the Commonwealth of Puerto Rico is beginning with the aid of LEAA funds.

The program assures that 1,300 Commonwealth policemen will receive two full weeks of in-service training during the initial grant period. The training will consist of 26 sessions for 50 men each.

As currently contemplated, the training program will accommodate 1,300 policemen during each of its first four years.

All new men receive recruit training, but the current in-service training program assures that all other officers will be trained in a well-balanced curriculum within those four years.

In addition to providing regular classroom and field training for policemen, the program will experiment with closed circuit television instruction.

If successful, closed circuit television instruction could be used subsequently on an island-wide basis to provide continuing, if brief, training sessions throughout the year. Those sessions would reinforce the training which policemen receive during the formal two weeks of classes.

Rhode Island

Population: 908,000.
Planning grant: \$169,000.
Action grant: \$900,900.

Programs: upgrading personnel, \$76,421; juvenile delinquency, \$59,361; detection and apprehension of criminals, \$500,284; prosecution, court and law reform, \$24,500; correction and rehabilitation, \$109,724; organized crime, \$25,000; community relations, \$103,710; and construction, \$1,900.

**Staff members
live in at
juvenile school.**

Rhode Island has undertaken a broad experiment in conjunction with upgrading juvenile treatment programs at its boys' training school.

The new facility, to be located in Arcadia in its experimental stage, will attempt to develop a "family" concept of treatment. That will be accomplished by having staff members living with the boys on a

24-hour basis, with staff members living in on a rotating basis.

The new facility will be a group living center. It will begin with two to four boys and one boy will be added every 12 to 20 days until a maximum of 20 is reached.

There will be five staff members trained in counseling in the center and two will be living in at all times. Staff members will live in for three to four days at a time.

A special "operate condition" unit for youths unable to behave properly in the group living center, a security unit for community runaways and a closed circuit television system for monitoring activities in the various units of the main boys' and girls' training schools are part of the overall project.

LEAA funds are being used to help provide salaries for the five staff members at the group living center and for the equipment they will need.

South Carolina

Population: 2,669,000.
Planning grant: \$304,000.
Action grant: \$2,406,000.

Programs: upgrading personnel, \$345,000; prevention of crime, \$28,300; juvenile delinquency, \$261,900; detection and apprehension of criminals, \$325,100; prosecution, court and law reform, \$40,900; correction and rehabilitation, \$46,800; organized crime, \$9,700; community relations, \$130,900; riots and civil disorders, \$54,800; construction, \$1,006,700; and research and development, \$155,900.

**Central training
facility planned
for all agencies.**

Given the prospect of a major matching grant from LEAA, South Carolina has begun moves to build a \$2.4 million central training facility for all law enforcement and criminal justice personnel in the state.

The program will provide one training facility that will meet the requirements of police, sheriffs' deputies, the South Carolina Highway Patrol, the South Carolina Law Enforcement Division, the Department of Corrections, Juvenile Aftercare and Placement, Probation, Parole and Pardon, Forestry, Wildlife Re-

sources and all other state and local criminal justice and related agencies.

Legislation already has been enacted to provide the state's share of the cost of construction by raising \$1.2 million in a bond issue. Agreements have been reached for an equal amount to be provided over the period of two years by LEAA and through the Highway Safety Act.

Operational funds of \$300,000 will be raised by assessments against fines imposed for violation of state criminal law.

A commission will supervise the central training academy and will administer the newly-passed minimum standards act for law enforcement officers.

South Dakota

Population: 665,000.

Planning grant: \$151,000.

Action grant: \$658,900.

Programs: upgrading personnel, \$44,900; prevention of crime, \$150,000; juvenile delinquency, \$24,000; detection and apprehension of criminals, \$289,500; prosecution, court and law reform, \$36,000; correction and rehabilitation, \$5,500; organized crime, \$7,000; community relations, \$10,000; riots and civil disorders, \$2,000; construction, \$80,000; and research and development, \$10,000.

Special program aims at upgrading police personnel.

The South Dakota Planning and Advisory Commission on Crime has established a three-stage program for 1970 aimed at the education and training of law enforcement personnel in several areas. The program is called: "Upgrading Law Enforcement Personnel."

In the first stage, \$33,333 will be spent for more extensive and thorough training program for local police and sheriffs, with special attention being paid to their efficiency of operation.

In the second stage, \$43,333 will be used to develop college curricula which will lead to a Bachelor of Science Degree in Law Enforcement. A set of accompanying correspondence courses will be developed to enable those who are not resident on campus to earn the degree.

This third stage calls for planning a state training

academy for all personnel in the criminal justice field. LEAA is supporting the program.

Tennessee

Population: 3,952,000.

Planning grant: \$402,000.

Action grant: \$3,562,000.

Programs: upgrading personnel, \$685,000; detection and apprehension of criminals, \$1,895,000; prosecution, court and law reform, \$204,000; correction and rehabilitation, \$586,000; organized crime, \$42,000; community relations, \$60,000; and riots and civil disorders, \$90,000.

Training programs in two areas get high priority.

The major emphasis in LEAA action projects in the state has been on training police and correctional officers.

Funds were made available to many local police departments for the purpose of paying for basic training for the officers where that had not been previously possible because of lack of finances. Also, a start was made toward implementation of in-service training programs operated by metropolitan police agencies and regional in-service training programs operated by one police department in a rural area, with officers from surrounding communities attending.

For the first time in the history of the Tennessee correctional system, a training program for supervisory personnel has been instituted. This will be expanded so that all institutional personnel will receive formal training. The State Planning Agency in Tennessee has funded an innovative program at the Shelby County Penal Farm for the implementation of a progressive treatment program, utilizing volunteer workers who maintain contact with the inmate after his release. This program includes an educational program, utilizing inmate participation and instruction.

Other projects were started in the area of computerized criminal justice data and communications systems training for technicians for crime scene investigations, court improvement projects and a project to establish regional correctional facilities as pilot projects in four separate areas.

Texas

Population: 11,013,000.

Planning grant: \$942,000.

Action grant: \$9,926,000.

Programs: upgrading personnel, \$731,000; prevention of crime, \$624,500; juvenile delinquency, \$717,000; detection and apprehension of criminals, \$725,000; prosecution, court and law reform, \$657,500; correction and rehabilitation, \$1,100,000; organized crime, \$330,000; community relations, \$280,000; riots and civil disorders, \$430,000; construction, \$2,951,000; research and development, \$320,000; and miscellaneous, \$1,060,000.

More probation services sought in test program.

The Texas Adult Probation Project is seeking to develop effective probation service in a state which has little of such service.

LEAA is supporting the project with \$35,000 in a FY 1970 discretionary grant. The project was begun in 1968.

The aim of the project is to develop a model that will have local, state and national significance. The project is aimed at developing a model which is a more effective and less expensive probation service than is customarily operated.

Probation service in Texas is permissive, not mandatory. Counties may or may not provide such service, as they choose. Most do not. In 1969, only 98 of 254 counties had probation service. Most of those were undermanned.

In addition, no state agency is concerned with adult probation services, and none gathers useful data on the use of probation in Texas or on the provision of probation by the counties.

The project is examining the manpower problem from the point of view of combining the talents of professionals, subprofessionals and volunteers and of recruiting them from all economic strata and ethnic backgrounds.

New organizational structures are being examined, as is the role of the probation service in sentencing, treatment, control and rehabilitation.

Participating in the project are three departments of the University of Texas, the National Council on Crime and Delinquency (through its state affiliate) and citizens and officials from the six counties covered by the project.

Utah

Population: 1,031,000.

Planning grant: \$179,000.

Action grant: \$1,000,000.

Programs: upgrading personnel, \$185,000; prevention of crime, \$98,000; juvenile delinquency, \$6,000; detection and apprehension of criminals, \$248,000; prosecution, court and law reform, \$20,000; correction and rehabilitation, \$310,000; organized crime, \$3,000; community relations, \$30,000; riots and civil disorders, \$5,000; construction, \$60,000; research and development, \$30,000; and miscellaneous, \$5,000.

Volunteers help misdemeanants shun crime.

Utah has established a new program based on the assumption that one of the forgotten individuals in the law enforcement and criminal justice system is the misdemeanant—the minor offender who, for one reason or another, may stand on the threshold of a career in crime.

The Misdemeanant Services Project, using LEAA funds, is designed to intercept the misdemeanant when he first comes to the attention of the law and to assist him in turning toward a useful role in society rather than to a life in crime.

The program, currently planned for three cities in Utah, utilizes paraprofessional volunteers to aid in the rehabilitation of persons guilty of minor offenses.

In Salt Lake City, recruitment of volunteers from the adult community has begun. In Provo, the third largest city in Utah, on the other hand, the project has drawn on student volunteers, who work with professionals as a team.

A similar project in Ogden is planned.

Vermont

Population: 429,000.

Planning grant: \$133,000.

Action grant: \$500,000.

Programs: upgrading personnel, \$99,835; prevention of crime, \$3,000; juvenile delinquency, \$12,250; detection and apprehension of criminals, \$271,909; prosecution, court and law reform, \$9,000; correc-

tion and rehabilitation, \$33,500; construction, \$19,500; and research and development, \$51,006.

Statewide radio system inaugurated.

For the first time, Vermont will have a single state radio communication system for all elements of law enforcement.

The project will cost \$1.5 million. The state legislature appropriated \$520,000, the federal share amounted to \$886,000 and local police departments contributed about \$81,000. LEAA is supporting the project.

The system will be phased in over the course of three years and is to become partially operable by the fall of 1970.

The system is unique in that it will provide inter-departmental communications between local police departments, State Police, county sheriffs, State Attorney, Department of Corrections, Department of Motor Vehicles, liquor inspectors, the Military Department, the state Attorney General's office, the Governor's office and federal agencies, all on a statewide basis.

The system is designed so that each agency will be capable of conducting day-to-day communications free of radio interference from other agencies. All agencies will be able to communicate on a common frequency shared by all. In addition, each agency will have the capability of repeater selection for long-range communications.

The rapid response required by law enforcement on certain types of information will be handled eventually on a special informational channel interface with a contemplated computerized information system.

Virginia

Population: 4,604,000.

Planning grant: \$452,000.

Action grant: \$4,150,000.

Programs: upgrading personnel, \$468,000; prevention of crime, \$475,000; juvenile delinquency, \$415,000; detection and apprehension of criminals, \$1,035,000; prosecution, court and law reform, \$142,000; correction and rehabilitation, \$300,000; organized crime, \$200,000; community relations, \$120,000; riots and civil disorders, \$60,000; con-

struction, \$775,000; and research and development, \$160,000.

Coordination at all levels is key to drug abuse control.

A major statewide action program, using LEAA funds, is being implemented under the supervision of the new Governor's Council on Narcotics and Drug Abuse Control.

The new program encourages development of local and regional programs in drug abuse control, prevention, education, rehabilitation and law enforcement. Efforts in the private sector are encouraged as well.

The program relies heavily on coordination, both between different levels of government and between various offices at the same level of government, such as those concerned with education, health, law enforcement, corrections, treatment and rehabilitation.

Agencies in the public and private sectors already dealing with the problem of narcotics use and drug abuse will be encouraged to expand their efforts and to develop programs consistent with those promoted by the Council.

The program contemplates workshops, conferences and seminars for training personnel from various levels of government and from the community at large.

Finally, programs for informing the general public will be developed and implemented.

Virgin Islands

Population: 55,600.

Planning grant: \$104,000.

Action grant: \$200,000.

Programs: upgrading personnel, \$20,000; prevention of crime, \$75,000; juvenile delinquency, \$60,000; detection and apprehension of criminals, \$22,500; prosecution, court and law reform, \$2,500; and construction, \$20,000.

New program for juveniles begins in Islands.

A central thrust of anti-crime efforts has been in the area of juvenile delinquency. A Juvenile Bureau has conducted training for cadets, recruits and potential juvenile officers, to acquaint them with the problems of juveniles. LEAA is supporting the project.

The following delinquency prevention and control programs were established:

(1) An in-school training program to acquaint students with the law.

(2) An employment program for juveniles.

(3) A Big Brothers and Big Sisters program for fatherless or motherless children.

(4) A Police Athletic League (to be reestablished in St. Croix).

(5) An information campaign on radio and television aimed at teenagers.

(6) Enforcement of liquor laws as to juveniles.

(7) More recreation areas and vest pocket parks.

(8) Raising of support for a detention facility in St. Croix, since the Virgin Islands does not have any such facility now.

(9) An educational campaign in Spanish directed at narcotics problems.

(10) Distribution of special manuals on police handling of juvenile cases and on the problems of drug addiction.

(11) A library in St. Croix for the use of all public safety personnel; the library will contain materials on juvenile delinquency.

Washington

Population: 3,296,000.

Planning grant: \$352,000.

Action grant: \$2,971,000.

Programs: upgrading personnel, \$401,000; prevention of crime, \$135,000; juvenile delinquency, \$122,803; detection and apprehension of criminals, \$1,008,997; prosecution, court and law reform, \$369,000; correction and rehabilitation, \$742,200; organized crime, \$50,000; community relations, \$50,000; riots and civil disorders, \$25,000; and research and development, \$67,000.

New center will coordinate many police resources.

A multi-purpose resource center is being established in Washington to serve a variety of needs of law enforcement and criminal justice.

It is called the Inter-Disciplinary Criminal Justice Center. It is located in Issaquah, outside Seattle, and it is being developed with the assistance of LEAA funds.

The Center is staffed with two permanent and two part-time personnel. The training staff will include 20 officers from the Seattle Police Department.

In addition, the Center will recruit lecturers and teachers from the area, as the curriculum dictates.

The Center will provide basic and in-service training for police, and for court and corrections personnel.

It will also serve to coordinate law enforcement and criminal justice resources within the state, and it will emphasize cooperation and communication between criminal justice agencies, the Washington Legislature and the public.

West Virginia

Population: 1,819,000.

Planning grant: \$239,000.

Action grant: \$1,640,000.

Programs: upgrading personnel, \$290,985; prevention of crime, \$113,000; juvenile delinquency, \$307,500; detection and apprehension of criminals, \$484,515; prosecution, court and law reform, \$61,500; correction and rehabilitation, \$155,000; organized crime, \$53,600; community relations, \$122,400; riots and civil disorders, \$25,000; construction, \$10,000; and research and development, \$16,500.

Inmate training aimed at cutting recidivism rate.

West Virginia is only beginning to have training programs in its correctional institutions for inmates.

A new program, using LEAA funds, is directed at the inmates and is entitled: "Inmate Training and Education."

This program provides inmates with education, counseling, vocational training and work and study release, coupled with firm and fair discipline.

The curriculum for this program is designed to provide proficiency in reading, writing and arithmetic, with full-time participation aimed at obtaining a high school equivalency certificate and proficiency in trade skills.

The program is predicated on the fact that a large segment of the inmate population is cut off from normal routes to achievement. The program tailors courses in academic and vocational training to the

needs of the inmate, in an effort to develop in him acceptable work and social habits for life outside the institution.

The program also attempts to motivate the inmate so that more normal social adjustment appears to him to be a valid course of action for attaining his goals.

Wisconsin

Population: 4,211,000.

Planning grant: \$422,000.

Action grant: \$3,795,000.

Programs: upgrading personnel, \$630,000; prevention of crime, \$312,000; juvenile delinquency, \$840,000; detection and apprehension of criminals, \$808,000; prosecution, court and law reform, \$330,000; correction and rehabilitation, \$330,000; organized crime, \$75,000; community relations, \$150,000; riots and civil disorders, \$260,000; and research and development, \$60,000.

**Information center
will gather data
from all agencies.**

The Wisconsin Department of Justice has received a grant of LEAA funds from the Wisconsin State Planning Agency to develop a Crime Information Center.

The Center will be located at the Wisconsin Department of Justice in Madison and it will have statewide application.

It will concentrate on compiling criminal histories of individuals.

Information will be gathered by teletype and mail and will be fed into a data bank.

The information will be provided by many sources, including all sections of the Division of Criminal Investigation of the Wisconsin Department of Justice, state and local law enforcement agencies and federal authorities.

The Center will store its information so as to make it useful and available for expeditious dissemination to all law enforcement agencies.

Wyoming

Population: 322,000.

Planning grant: \$125,000.

Action grant: \$500,000.

Programs: upgrading personnel, \$167,072; prevention of crime, \$8,400; detection and apprehension of criminals, \$191,622; prosecution, court and law reform, \$4,560; correction and rehabilitation, \$4,500; and construction, \$123,846.

**New polygraph
and operators
work statewide.**

It used to be in Wyoming that law enforcement officers had to take suspects either to Cheyenne or to Casper for polygraph tests.

Now a new polygraph machine and two trained operators are available statewide, and they can be brought to where the suspect is being held.

The plan for a new polygraph capability was worked out among six counties and nine cities in the southwest part of the state. With LEAA funds, they purchased a portable polygraph and arranged for the training of two operators.

CHAPTER 9

A Look at Some Cities

It is in the cities of America that police are called upon for much of their most difficult and dangerous work.

It is in the cities that an officer may one day face a knife-wielding husband in a family crisis, and the next day face a rock-throwing mob in a civil disturbance.

It is in the cities that police must deal with the whole range of violent crime, which these days includes bombings and sniping, and they must do so usually in crowded streets, where pedestrians must be protected, or in multi-story buildings, where accessibility is difficult.

City police must cope, too, with the invidious and corrupting influence of organized crime, with its bribes and its payoffs and its temptations.

Survey. To gain a better idea of how LEAA funds are being put to use in cities, LEAA asked state planning agencies to submit brief reports on projects of special interest in cities, and those reports follow in this chapter.

The results suggest a broad mixture of projects aimed at the common goals of bettering police services and providing more security for citizens.

There appears to be a strong emphasis on training of police, on communications and on bettering services to youth, to drug addicts and to alcoholics.

This is what is happening in the cities of America:

Atlanta and *Kansas City* are starting ambitious police training programs;

Baltimore is improving crime laboratory facilities; *Boston* and *Providence* are concentrating on high crime areas;

Charlotte, North Carolina, is training officers for family crises;

Chicago and *East St. Louis* have started storefront police stations, and in *Pittsburgh*, police use a mobile office to service neighborhoods;

Columbus, *Hilo*, *Las Vegas*, *Little Rock* and *Wheeling* have new programs aimed at bettering relations between police and the community by providing special services;

Denver is using television for communications and training;

Detectives in *Des Moines* wear school blazers (with the colors of the school) when patrolling schools and talking with students;

Police in *Detroit*, *Eugene*, *Los Angeles* and *Norfolk* are using computers for storage and retrieval of information on crime and court cases;

Special narcotics squads have been established in *Hartford* and *New Haven*, and *Miami* has a new center for treating drug addicts;

Killeen has a new youth services project;

New Orleans and *Rochester*, New York, are testing programs of special handling of alcoholics; and

Omaha has a new police communications system in its new headquarters building.

Examples. The following reports are not included in any way to give a comprehensive picture of the activities stimulated by LEAA funds in the cities.

Rather, they represent examples selected by LEAA from among reports submitted on cities.

Atlanta, Georgia

All sworn personnel undergo intensive study in retraining program.

The entire complement of 1,000 sworn personnel in the Atlanta Police Department is scheduled for retraining on subjects fundamental to modern police work.

The program, called the In-Service Retraining Program, is assisted in funding by an LEAA action grant of \$196,524.

The program consists of classroom presentations on such subjects as: (1) Human Relations; (2) Community and Public Relations; (3) Supervision of Personnel; (4) Instruction for Newly Appointed Supervisory Personnel; (5) Conducting Criminal Investigation for Newly Appointed Detectives; (6) Driver Training; and (7) Handling Civil Disturbances.

The training will amount to the expenditure of 2,000 manweeks of work effort.

It is expected that the retraining program will substantially upgrade the quality of law enforcement provided by the Atlanta Police Department.

Baltimore, Maryland

Crime laboratory is upgraded to meet new needs.

The Baltimore Police Department has undertaken a major program to upgrade its Police Crime Laboratory. The project received assistance from LEAA.

The need for a comprehensive and modern crime laboratory in Baltimore was increased recently with the withdrawal of the U.S. Customs' testing laboratories from Baltimore.

The Police Crime Laboratory will serve as a central facility for laboratories throughout the state. The Laboratory, with the cooperation of the state medical

examiners, will provide services to small police departments throughout Maryland.

The Maryland Governor's Commission allocated \$82,000 to the Laboratory. It is completely staffed by civilians and equipped with the most modern devices available.

Boston, Massachusetts

High crime areas are targets of security programs.

Intensive programs are being designed to combat crime in limited geographical areas in Boston. The areas have been chosen because of their especially high crime rates, and the programs are intended to reduce those rates substantially.

The Boston program to improve security in high-crime areas includes the following elements: (1) examination of law enforcement organization and tactics; (2) development of new laws and ordinances; (3) obtaining better crime and victim information; (4) attracting personnel with specialized skills and training; (5) providing better equipment and physical environment security; (6) organizing the community for citizen action; (7) improving police-community relations; and (8) developing community-based prevention and rehabilitation programs.

Up to \$200,000 in LEAA funds is being made available to Boston for this program.

Up to \$75,000 is being made available to each of five other Massachusetts cities for similar programs. In addition, \$100,000 will be available for competitive application for similar programs in cities of more than 50,000 population.

Charlotte, North Carolina

Selected officers are trained in family crises cases.

Eighteen police officers in Charlotte are being trained for three weeks at a local community college to intervene tactfully in domestic crises.

Many residents in average and below average income neighborhoods turn to the police for solutions to family quarrels.

The 18 officers are being trained to determine the

cause of a family quarrel and to secure the appropriate organizational help if it is needed. They will form a Special Unit in the police department.

The program is assisted by the LEAA. The proposal stated, "Not only will we be providing a needed service, combating crimes against persons and developing community relations and contact, but we will be developing skills . . . the average citizen expects us to have."

Chicago, Illinois

Storefront centers seek to generate neighborhood concern.

A joint effort by Illinois Law Enforcement Commission and the Model Cities program will establish six community "storefront" service centers in Chicago neighborhoods.

The project, with assistance from LEAA, has received from all sources a total of \$3.3 million.

The plan, implemented by the Chicago Police Department, will staff centers with police personnel, who in turn will hire 422 community service aides from among residents in the areas served by the centers.

The aides will be trained and will help the police by reporting law violations—such as building and zoning violations, abandoned autos and sanitation pollution—monitoring "mob" activities, transporting juveniles to and from community sponsored activities and assisting in processing complaints made by residents. They will not have the authority to make arrests.

Goals of the program include control and prevention of crime, protection of the life and property of residents, and, particularly, involvement of the community residents in the responsibility for controlling crime in their own neighborhoods.

Columbus, Ohio

Community service officers may bridge gap between police and citizens.

Columbus is conducting a program, begun with FY 1969 LEAA funds, which is attempting to open channels of communication between neighborhood organizations and police.

The city started with a pilot program with the end goal of eventual expansion to serve the entire community, hopefully in 1970. The men selected are regular police officers who have a basic understanding of minority group problems. These officers must also know police practices and procedures, and be able to maintain good relationships with other units of the police department.

Specific program goals are: (1) to educate the community in police activities and problems of law enforcement; (2) to engage the community, especially the youth, in programs with the police in recreation and education in order to establish mutual rapport; (3) to solicit community participation in overcoming the crime problems pertinent to the locality; and (4) to acquaint the police officers with the neighborhood problems.

Denver, Colorado

Closed-circuit television used for training and citywide communications.

As closed-circuit capability is phased into its television system, the Denver Police Department will be able to transmit pictures of precarious situations from the ground or helicopter to command headquarters.

The system being constructed also will replace traditional training methods with videotape and film presentations to police in the city and across the state.

The first part of the system was installed in 1969, when the department remodeled a studio. Later that year, with LEAA contributing \$42,804, the department purchased studio and transmitting equipment and built a transmitting tower.

The current phase, using \$16,200 in FY 1970 LEAA funds, involves hiring an experienced producer-director to create television material of high

quality for training purposes. This phase contemplates construction of remote transmitters and receivers in 16 locations around the metropolitan area as part of the citywide network.

Future plans call for expanding the system statewide, so that law enforcement agencies can monitor transmissions from Denver in order to upgrade their efficiency. Outlying agencies will purchase their own equipment, and the Denver Police Department will absorb all costs of productions and transmission.

Des Moines, Iowa

Detectives wear school blazers to meet students.

The junior high schools of Des Moines are the regular beat of a special team of detectives of the Des Moines Police Department who are sent in to perform a variety of complex police duties.

To break down the barrier between policeman and pupil, the detectives wear the blazer and colors of the respective school.

Their duties include general surveillance of the school and the area around it, counseling children involved in problems that may be police actions, assisting in developing and teaching courses that contributed to knowledge of and respect for the law, communicating with parents through the Parents and Teachers Association and school organizations and working with students in extra-curricular activities.

One direct result of the program appears to be the definite decrease in vandalism throughout the city. There appears, too, to be a better understanding in the city of the difficult problems of police in dealing with youth. The police appear to have succeeded in establishing themselves as human beings in the eyes of both the juvenile and adult members of the community.

The barrier that existed between police and youth appears now to have been removed and in its place there is a liaison not known before the program began.

Schools without liaison officers have requested them.

Detroit, Michigan

Computers follow dispatch tickets to locate scout cars.

The Detroit Police Department is developing a computerized management information system to maintain location information on and activities of scout cars.

The information will be used to determine the most effective employment of vehicles and manpower.

The source document will be the radio dispatcher's dispatch ticket. Information from tickets will be keypunched and stored on magnetic tapes in the computer.

Experience gained from the project could help to evaluate the feasibility of developing special programs for use during riots and other emergencies. Scout cars and other field forces could supply information which could be computerized and developed into periodic reports on locations of disturbances.

One important part of the project involves the training of precinct personnel in the proper use of the data. Another is the writing of an implementation manual. The manual, together with the computer program, should enable other agencies to implement the system.

Preliminary work on the project was funded by LEAA.

East St. Louis, Illinois

Storefront substations bring police and youth aides into troubled neighborhoods.

LEAA assistance has helped East St. Louis to establish four "storefront" police stations in troubled neighborhoods in the city.

Each of the storefronts is manned by a policeman in civilian clothes and by two or three youth aides. The youth aides perform special police duties and provide liaison with neighborhood youths. The youth program is designed to lead to career opportunities in law enforcement.

Many East St. Louis residents had stopped going into the police station to report crimes or to seek help. The storefronts were designed to bring police services into the neighborhoods. A grant of \$32,286 was awarded by the Illinois Law Enforcement Commission.

Eugene, Oregon

Computer system on crime serves metropolitan area.

Eugene is continuing to expand its criminal information system, which now embraces the entire metropolitan area surrounding the city.

The present system was funded with an FY 1969 LEAA action grant. Continued development has the support of further LEAA funds.

The system provides computerized records information at terminals for one county and four city police agencies, a city-county jail, the district attorney, circuit courts and juvenile departments.

The county-owned computer provides information storage and retrieval, message switching, information on arrest warrants and interface with the National Crime Information Center.

The FY 1970 LEAA funds will be used to computerize additional records and information and to extend terminals to other law enforcement agencies in the 4,610 square miles of the county, of which Eugene is the hub.

Hartford and New Haven, Connecticut

Three new squads formed to fight narcotics traffic.

In an attempt to combat organized crime, especially in narcotics traffic, Connecticut awarded \$88,716 to set up three regional crime squads.

The squads, in addition to solving jurisdictional problems, provide more sophisticated investigatory skills not normally available in smaller police departments. The project received assistance from LEAA.

The 17-man Capitol Region Narcotics Squad, covering 29 towns in the Greater Hartford area, was awarded \$26,361.

Two drives carried out in April and June 1970 by squad members with the assistance of state and local police resulted in the arrest of 77 persons accused of selling heroin to undercover agents.

The Hartford City Council, enthusiastic about the early success of the Capitol Region Narcotics Squad, endorsed top priority funding for it to continue.

The South Central Connecticut Regional Crime Squad, comprising New Haven and seven nearby communities, was awarded \$29,363. Its eight full-time officers uncovered information leading to seven narcotics arrests in its first six weeks of operation.

The third regional crime squad, operating in 11 towns in Southwestern Connecticut, also showed early success in combating the sale of narcotics.

Hilo, Hawaii

Residents offered package of services at new center

A multi-purpose community center will be established in Hilo, to offer residents a single source of help rather than an array of agencies. The project has received LEAA assistance.

The community center is designed to be flexible. The center was conceived more in terms of bringing existing services into coordinated relationships with each other than as a physical facility. However, a single physical center is a possibility.

The goals are: (1) the pooling of existing services to form a single package; (2) the continuing identification of gaps and soft spots in services offered, and coordinated action to remedy this situation; and (3) increasingly to achieve a flexible service-delivery system that is responsive to the changing needs of clients.

Kansas City, Missouri

Institute offers courses for large region.

The Regional Law Enforcement Planning Council for the Kansas City metropolitan area has established a Criminal Justice Training Institute. The project received assistance from the LEAA.

The Institute is located on an 88-acre tract with extensive building improvements donated by the Jackson County Court.

Classes offer training to law enforcement officers in the northwest area of Missouri and eastern Kansas.

Regional law enforcement planning officers will be located at the facility as will the regional criminalis-

tics program. Training is planned for courts, corrections and juvenile personnel as well as for the police.

Killeen, Texas

**Special services
divert youths from
delinquency career.**

A Youth Service Bureau is being established in Killeen, Texas, to attempt to keep youths out of the juvenile justice system.

Authorities hope that the project, which has received assistance from LEAA, will provide at least the basis for a model that can be applied to other areas.

The Bureau will be staffed to provide easily accessible information, guidance and other services for youths.

The Bureau will serve the Killeen area, including portions of Bell, Lampasas and Coryell Counties.

The Bureau will attempt to fulfill five basic services to prevent and control juvenile delinquency; (1) provide diagnostic services as well as short-term and direct counseling; (2) serve as a resource-finding agency within the community; (3) develop new sources of assistance; (4) include close supervision by the administrator; and (5) follow up on each of its cases.

Services for youth in the Central Texas area are totally inadequate. There are only three juvenile probation officers and they serve only Bell County. There are only two child welfare officers serving these six and an additional six counties.

During the first 11 months of 1969, the three juvenile probation officers handled 935 cases and of these only 500 were actual probationers. The remaining 435 cases involved only troubled youth who were handled only because no other services were available.

Las Vegas, Nevada

**Special unit
seeks trust of
Negro citizens.**

The Las Vegas Police Department has set up a special team to attempt to develop an atmosphere of mutual trust and respect between Negro citizens and the police.

The new unit, established with LEAA discretionary grant support, is called the Police Anti-Crime Effort (PACE) and it consists of officers specially trained to provide better service to the community and to lessen tensions which now exist.

These circumstances surround the Las Vegas situation: The city is in Clark County, which covers only eight percent of the area of the state but which contains 56 percent of the entire population of the state. Of about 269,500 persons residing in Clark County, some 28,000 are Negro and reside largely in what is known as the Westside.

Local authorities feel that an explosive situation has developed in the Westside, as well as a riot potential in the high school serving that area.

PACE is designed to alleviate tensions between police and Westside residents.

The program will include a store front police substation in the Westside. The substation will be manned, when possible, by civilian Negroes.

Little Rock, Arkansas

**Community surveys
precede subgrants
to local agencies.**

In view of the dubious success of police-community relations programs in some states, the Arkansas Commission on Law Enforcement will require local law enforcement officials to undertake a comprehensive survey of community attitudes and problems before funding any police-community relations program with LEAA funds.

Interviews will be conducted with citizens' groups, local organizations and community representatives to identify the special problems in a particular area and to collect relevant data. Individual programs can then be planned on the basis of this research.

Little Rock, the state's largest city, will be one of the first to participate.

Los Angeles, California

**Coordinated systems
will facilitate
information exchange.**

A two-year project to combine criminal justice information systems throughout Los Angeles County is being designed.

The project was approved by the California Council on Criminal Justice. Expected to cost \$726,622, the system will bring law enforcement officers, the district attorney, the public defender, the courts and the probation department to the same level of information about an individual case. Each element will know what the other is doing.

The system will be designed to reduce delays and cut costs in the exchange of criminal information between local law enforcement agencies and the courts.

The project is receiving LEAA assistance. Funding will include \$146,350 from the state's 1969 LEAA allocation, and the balance from the 1970 funds.

County officials said the system will eventually carry 40 percent of all criminal justice cases in California. It will be coordinated with the total state system, including California Law Enforcement Telecommunications System (CLETS) and the California Criminal Justice Information System (CPIS).

Major subsystems involved in the study are the "Los Angeles Regional Consolidated Arrestee Booking and Prisoner Information Program," "Los Angeles Regional Automated Want-Warrant System," "Los Angeles Sheriff's Automated Videofile Records System," and "Los Angeles Regional Municipal Court Automated Traffic Records."

Miami, Florida

Non-medical treatment of drug addicts begins at Concept House.

Former addicts will help present addicts go "cold turkey" at a new treatment facility being developed in Miami.

The need for treatment facilities for the drug addict in Florida is particularly acute. The only alternative disposition available to judges at the present time is commitment of the drug dependent person to the State Narcotic Patient Program at the Florida State Prison. There are an estimated 2,000 narcotics addicts in the Miami area.

A new therapeutic community for drug abusers is being established in Miami. This non-medical treatment facility, called Concept House, will consist initially of a self-help residential treatment center. It will work with the existing community centers, Operation Re-Entry in Miami Beach and Operation Self-

Help in Hialeah, both of which also are funded with LEAA funds.

Concept House will accommodate 30-35 residents, who will be referred to the program through probation and parole officers.

Concept House will use the Synanon-Daytop approach. This is a voluntary approach to treatment of narcotics addiction and rests on the assumption that the best treatment for addicts is provided by other addicts. The new addict volunteer takes up residence at the center and goes "cold turkey," that is, he withdraws from narcotics without benefit of a substitute. He then is subject to intentionally abusive language by senior members of the group—those who have gone through the early stages—and is grilled on why he wanted to be an addict.

As the initiate survives those group encounters, he moves successively up until he, too, is a member of the senior group.

New Orleans, Louisiana

Alcohol detoxification center is tied in with long-term therapy.

New Orleans is establishing a special detoxification center which will be tied in with a long-term therapy program for chronic alcoholics.

This is a demonstration pilot project designed to test a special facility for detoxification and rehabilitation of chronic alcoholic municipal offenders. The facility will replace incarceration as the means utilized to cope with the "revolving door" alcoholic.

The project will demonstrate the therapeutic impact of proper medical treatment, good nursing care, individual and group counseling and therapy, employment in a suitable occupation, vocational rehabilitation and long-term in-patient or out-patient treatment.

The key design in this project is follow-up long-term therapy in auxiliary treatment facilities. Short-term auxiliary treatment facilities include a 50 bed halfway house at the New Orleans Baptist Mission Home and the alcoholism out-patient clinic in New Orleans.

In addition, the Division of Vocational Rehabilitation 70-bed Alcoholic Rehabilitation Center at the Forest Glen Rehabilitation Complex in Pineville, is to be used for long-term rehabilitation services and

more complete vocational evaluation. Also available is the 36-bed intensive alcoholism treatment service at the Southeast Louisiana State Hospital in Mandeville.

Norfolk, Virginia

TENPIN ties four cities in computer link.

The Norfolk project actually involves four cities, linking them by means of electronic facilities for message processing and exchange of information.

The cities are Norfolk, Virginia Beach, Portsmouth and Chesapeake, all in Virginia, and the system linking them is known as Tidewater Electronic Network Police Information (TENPIN). It has LEAA support.

The first goal of TENPIN is to link each of the cities with the National Crime Information Center.

The project will encompass four local computer files available in Norfolk; the files contain information on warrants, stolen articles, probation and parole surveillance.

The system can be expanded to include other cities and counties in the immediate area, and is being designed to interface with a planned state criminal justice information system and with any national centralized system that is established.

Omaha, Nebraska

Communications systems rebuilt for police.

The Omaha Police Department has an entirely reconstructed communications system to accompany its new four-story headquarters.

The new communications system was paid for in part by \$290,863 in LEAA funds in a subgrant from the Nebraska Commission of Law Enforcement and Criminal Justice.

The new communications system was built from the ground up, and it is the belief of the department that no other city of comparable size (400,000 population) has had the opportunity to do that.

The new system enables the department to make maximum use of the 911 universal emergency num-

ber, not only for Omaha but also for the Douglas County and adjoining Sarpy County, thus providing service for 1.5 million people.

The system became operational on June 1, 1970.

Pittsburgh, Pennsylvania

Mobile office reaches to all neighborhoods.

A mobile office is Pittsburgh's answer to the problem of providing field offices in scattered sections of the city.

Lacking the resources and manpower to establish field offices, community leaders and the Bureau of Police designed a community relations office—on wheels. LEAA funds are supporting the project.

The Community Relations Division of the Bureau of Police hopes that the mobile office will help the Division find a common ground of agreement and understanding with the community.

Officers staffing the vehicle are charged with the diverse responsibilities of taking citizen complaints, reporting problems to top officials, recruiting Negro police officers, making educational literature and films available on the use of narcotics and providing a place to discuss mutual problems in the city's "hot spots."

Special emphasis will be placed on "relating" to community youth through use of trained officers and recreational equipment.

The total cost of the vehicle and equipment will be \$51,055. LEAA funds amounting to \$20,000 were awarded by the Pennsylvania Criminal Justice Planning Board.

Providence, Rhode Island

Better service in high crime area is aim of program.

A special program in Providence is aimed at bettering police services in high crime areas of the city. The project is receiving LEAA support.

The project has several specific goals. It seeks to decrease emergency response time throughout the city; to increase available patrolman hours; to increase the coordination of police field operations; to

increase police deterrent patrols in the city's highest crime areas (which are the low-income housing projects); to improve police-community relations in housing project; and to decrease the incidence of non-reported crimes.

Another aim of the project, which has to do with the Providence Police Department but which is central to the main goals, is to recruit more minority group police officers.

The project involves recruiting, training and deploying 22 community protection officers for patrol in the four low-income housing developments in the city. More than 20 percent of the index (Uniform Crime Reports) crimes reported in the city during 1969 occurred in those four areas. Police sources estimate that only a minor percentage of crimes occurring in those areas is reported to police.

Another aspect of the project involves equipping every patrol officer in the city with a personal radio for use during his tour of duty.

Rochester, New York

Trained officers to deliver drunks directly to hospital.

Police officers in radio-equipped, unmarked cars in Rochester will drive intoxicated persons to a hospital rather than to the police station.

The new program, assisted by LEAA, is designed to divert a substantial proportion of public intoxication cases from police, court and correctional processing.

Specially trained teams of police officers will bring intoxicated persons to a hospital. If no extensive medical treatment is required, the individuals will be given overnight housing and meals. They will be of-

fered a variety of medical, psychiatric and social-vocational rehabilitation programs.

Rochester expects that the program will free criminal justice agencies for intensive attention to hard-core crime. The city also anticipates that the program will more adequately face the problem of chronic public intoxication.

Wheeling, West Virginia

Community relations coordinator seeks more understanding.

The Wheeling Police Agency has established the post of community relations coordinator to improve communications with citizens.

The coordinator seeks to bring police and citizens together on a continuing basis in order to reduce suspicion, misunderstanding and hostility, and in their place to find mutuality of interest and responsibilities. The project has LEAA support.

The coordinator participates in community meetings and serves on panels and committees that deal with community problems.

He acts as a discovery and referral agent for various social problems by bringing them to the attention of the appropriate agency for correction or clarification, and he reports to the complainant on what action was taken.

The coordinator has begun a program to inform citizens on all types of crime and on prevention of crime.

Wheeling authorities feel that the program will enhance the police image and offers hope that the police can establish a better police-community relationship in the city.

OFFICE OF LAW ENFORCEMENT PROGRAM GRANTS

Table 1. Allocation of Action Funds by Program Categories and by State

	Funds available*	Upgrading personnel	Prevention of crime	Juvenile delinquency	Detection and apprehension of criminals
Alabama.....	\$ 3,175,000	\$ 850,000	\$ 280,000	\$ 300,000	\$ 820,000
Alaska.....	500,000	77,000	24,200	—	248,520
American Samoa.....	50,000	12,000	—	—	13,000
Arizona.....	1,503,000	285,000	100,000	95,000	380,000
Arkansas.....	1,787,000	162,000	115,000	99,050	598,600
California.....	17,287,000	2,905,000	847,063	1,377,885	2,316,458
Colorado.....	1,863,000	342,084	79,050	213,013	402,267
Connecticut.....	2,669,000	809,731	—	30,000	779,551
Delaware.....	528,000	180,448	20,000	—	14,000
District of Columbia.....	795,300	135,000	12,666	133,709	40,356
Florida.....	5,597,000	1,535,785	183,998	643,956	1,733,469
Georgia.....	4,127,000	473,541	431,885	380,929	1,237,978
Guam.....	195,020	32,688	—	43,117	40,851
Hawaii.....	768,900	152,555	9,000	121,800	33,000
Idaho.....	702,900	89,426	4,380	89,751	218,404
Illinois.....	9,877,000	1,875,000	300,000	500,000	1,260,000
Indiana.....	4,565,000	632,750	305,000	550,000	933,000
Iowa.....	2,501,000	144,504	200,198	238,962	975,750
Kansas.....	2,065,000	526,000	71,666	200,000	568,000
Kentucky.....	2,906,000	348,213	115,520	585,281	1,219,271
Louisiana.....	3,344,000	423,913	95,910	191,608	1,114,363
Maine.....	970,200	340,000	72,500	21,000	300,000
Maryland.....	3,349,000	530,535	163,854	292,859	538,161
Massachusetts.....	4,902,000	542,000	545,000	505,000	1,190,000
Michigan.....	7,817,000	1,061,000	972,000	1,383,000	1,446,000
Minnesota.....	3,302,000	376,428	394,146	423,864	396,354
Mississippi.....	2,117,000	254,499	615,771	233,976	268,600
Missouri.....	4,155,000	767,985	76,469	915,329	1,676,221
Montana.....	689,700	203,700	40,000	65,000	280,000
Nebraska.....	1,310,000	269,625	247,400	104,730	468,728
Nevada.....	500,000	75,000	—	48,000	147,800
New Hampshire.....	697,400	92,900	12,000	75,540	296,160
New Jersey.....	6,372,000	650,000	1,000,000	1,150,000	1,093,629
New Mexico.....	985,000	151,202	150,000	96,230	397,825
New York.....	16,392,000	1,100,000	1,330,000	—	6,702,000
North Carolina.....	4,625,000	627,592	45,776	419,150	2,275,131
North Dakota.....	618,200	74,200	30,000	50,000	75,000
Ohio.....	9,563,000	1,779,000	1,340,000	1,025,000	162,000
Oklahoma.....	2,291,000	316,240	75,000	169,000	653,160
Oregon.....	1,806,000	93,252	64,080	71,790	889,444
Pennsylvania.....	10,591,000	1,114,285	272,747	425,128	3,772,130
Puerto Rico.....	2,454,000	636,000	220,000	295,000	160,000
Rhode Island.....	900,900	76,421	—	59,361	500,284
South Carolina.....	2,406,000	345,000	28,300	261,900	325,100
South Dakota.....	658,900	44,900	150,000	24,000	289,500
Tennessee.....	3,562,000	685,000	—	—	1,895,000
Texas.....	9,926,000	731,000	624,500	717,000	725,000
Utah.....	1,000,000	185,000	98,000	6,000	248,000
Vermont.....	500,000	99,835	3,000	12,250	271,909
Virginia.....	4,150,000	468,000	475,000	415,000	1,035,000
Virgin Islands.....	200,000	20,000	75,000	60,000	22,500
Washington.....	2,971,000	401,000	135,000	122,803	1,008,997
West Virginia.....	1,640,000	290,985	113,000	307,500	484,515
Wisconsin.....	3,795,000	630,000	312,000	840,000	808,000
Wyoming.....	500,000	167,072	8,400	—	191,622
Total	\$184,522,420	\$27,192,294	\$12,884,479	\$16,389,471	\$45,940,608

*Small State Supplements from discretionary grant funds, totalling \$1,772,420 are included in these figures (see footnote to Table 1).

Table 1. Allocation of Action Funds by Program Categories and by State

Prosecution, court and law Reform	Correction and rehabilitation	Organized crime	Community relations	Riots and civil disorders	Construction	Research and development	miscellaneous
\$ 200,000	\$ 300,000	\$ 75,000	\$ 25,000	\$ 175,000	\$ 100,000	\$ 50,000	—
9,000	98,280	40,000	—	3,000	—	—	—
9,000	7,000	—	—	—	9,000	—	—
40,000	150,000	35,000	48,000	25,000	335,000	10,000	—
69,060	175,890	5,000	125,000	100,000	230,000	107,400	—
708,767	2,027,654	432,175	1,123,655	1,426,177	1,210,090	2,912,076	—
47,340	189,463	94,920	24,927	105,633	99,426	264,877	—
109,410	649,297	25,400	230,228	—	—	35,383	—
27,784	24,304	27,500	25,000	45,750	105,000	10,000	\$ 48,214
109,962	290,188	—	—	—	—	73,419	—
90,436	621,469	253,150	52,073	136,490	32,443	313,731	—
130,018	716,455	110,000	96,100	84,015	362,750	103,329	—
—	36,022	—	3,842	—	38,500	—	—
60,030	66,600	133,015	37,500	30,000	—	125,400	—
143,281	51,591	6,750	—	7,724	85,593	6,000	—
850,000	2,137,859	500,000	200,000	100,000	694,141	300,000	1,160,000
455,000	719,250	200,000	70,000	335,000	300,000	65,000	—
111,076	178,388	97,300	184,046	104,557	260,219	6,000	—
—	320,000	96,000	143,334	140,000	—	—	—
98,260	353,165	60,000	—	90,000	—	36,290	—
69,725	928,345	206,500	65,000	181,136	67,500	—	—
30,000	80,000	—	—	—	—	126,700	—
475,674	839,616	34,744	63,113	16,700	161,500	232,244	—
150,000	1,337,000	130,000	125,000	75,000	—	303,000	—
692,000	678,000	515,000	230,000	394,000	28,000	418,000	—
255,482	496,454	89,154	224,536	224,536	180,000	241,046	—
41,970	137,325	142,390	99,548	159,683	45,000	118,238	—
282,946	305,614	—	49,951	14,000	—	66,485	—
35,000	40,000	—	—	—	—	26,000	—
28,000	58,870	100,000	27,647	5,000	—	—	—
65,000	80,000	16,800	17,000	41,900	—	8,500	—
30,000	88,800	18,000	30,000	15,000	—	39,000	—
76,371	1,500,000	350,000	300,000	52,000	—	200,000	—
53,700	61,025	—	23,644	41,374	—	10,000	—
1,600,000	3,585,000	975,000	1,100,000	—	—	—	—
235,946	451,892	—	214,101	52,081	185,891	117,440	—
50,000	80,000	—	13,000	20,000	126,000	100,000	—
400,000	1,410,000	300,000	200,000	400,000	2,042,000	505,000	—
201,400	458,200	18,000	150,000	75,000	50,000	125,000	—
108,631	378,625	933	118,020	925	12,500	67,800	—
846,760	1,337,937	677,235	185,612	433,638	1,187,528	338,000	—
391,000	315,000	70,000	58,000	200,000	—	109,000	—
24,500	109,724	25,000	103,710	—	1,900	—	—
40,900	46,800	9,700	130,900	54,800	1,006,700	155,900	—
36,000	5,500	7,000	10,000	2,000	80,000	10,000	—
204,000	586,000	42,000	60,000	90,000	—	—	—
657,500	1,100,000	330,000	280,000	430,000	2,951,000	320,000	1,060,000
20,000	310,000	3,000	30,000	5,000	60,000	30,000	5,000
9,000	33,500	—	—	—	19,500	51,006	—
142,000	300,000	200,000	120,000	60,000	775,000	160,000	—
2,500	—	—	—	—	20,000	—	—
369,000	742,200	50,000	50,000	25,000	—	67,000	—
61,500	155,000	53,600	122,400	25,000	10,000	16,500	—
330,000	330,000	75,000	150,000	260,000	—	60,000	—
4,560	4,500	—	—	—	123,846	—	—
\$11,289,489	\$27,483,802	\$6,630,266	\$6,739,887	\$6,262,119	\$12,996,027	\$8,440,764	\$2,273,214

Table 2. Planning and Action Grants to States

State	Planning	Block action	Total
Alabama	\$ 369,000	\$ 3,175,000	\$ 3,544,000
*Alaska	121,000	249,000	370,000
Arizona	228,000	1,503,000	1,731,000
Arkansas	252,000	1,787,000	2,039,000
California	1,566,000	17,287,000	18,853,000
Colorado	258,000	1,863,000	2,121,000
Connecticut	326,000	2,669,000	2,995,000
*Delaware	141,000	480,000	621,000
Florida	575,000	5,597,000	6,172,000
Georgia	450,000	4,127,000	4,577,000
*Hawaii	159,000	699,000	858,000
*Idaho	154,000	639,000	793,000
Illinois	938,000	9,877,000	10,815,000
Indiana	487,000	4,565,000	5,052,000
Iowa	312,000	2,501,000	2,813,000
Kansas	275,000	2,065,000	2,340,000
Kentucky	347,000	2,906,000	3,253,000
Louisiana	384,000	3,344,000	3,728,000
*Maine	175,000	882,000	1,057,000
Maryland	384,000	3,349,000	3,733,000
Massachusetts	515,875	4,902,000	5,417,875
Michigan	763,000	7,817,000	8,580,000
Minnesota	380,000	3,302,000	3,682,000
Mississippi	280,000	2,117,000	2,397,000
Missouri	452,000	4,155,000	4,607,000
*Montana	153,000	627,000	780,000
Nebraska	211,000	1,310,000	1,521,000
*Nevada	134,000	405,000	539,000
*New Hampshire	154,000	634,000	788,000
New Jersey	641,000	6,372,000	7,013,000
*New Mexico	176,000	896,000	1,072,000
New York	1,490,000	16,392,000	17,882,000
North Carolina	492,000	4,625,000	5,117,000
*North Dakota	148,000	562,000	710,000
Ohio	911,000	9,563,000	10,474,000
Oklahoma	294,000	2,291,000	2,585,000
Oregon	253,000	1,806,000	2,059,000
Pennsylvania	998,000	10,591,000	11,589,000
*Rhode Island	169,000	819,000	988,000
South Carolina	304,000	2,406,000	2,710,000
*South Dakota	151,000	599,000	750,000
Tennessee	402,000	3,562,000	3,964,000
Texas	942,000	9,926,000	10,868,000
*Utah	179,000	929,000	1,108,000
Vermont	133,000	387,000	520,000
Virginia	452,000	4,150,000	4,602,000
Washington	352,000	2,971,000	3,323,000
West Virginia	239,000	1,640,000	1,879,000
Wisconsin	422,000	3,795,000	4,217,000
*Wyoming	125,000	290,000	415,000
*District of Columbia	161,000	723,000	884,000
*American Samoa	23,300	28,000	51,300
*Guam	38,343	90,000	128,343
Puerto Rico	308,000	2,454,000	2,762,000
*Virgin Islands	104,000	50,000	154,000
Total	\$20,851,518	\$182,750,000	\$203,601,518

*Planning and action grants are allocated on the basis of population. Asterisks denote those states with relatively small populations which received supplemental awards from LEAA discretionary funds to give them a reasonable minimum in action grant funds. Supplemental awards (listed in parentheses) are not included in block grant total but are included in the separate list of discretionary grants.

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REGION #3—ATLANTA

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REGION #4—CHICAGO

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REGION #5—DALLAS

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REGION #7—SAN FRANCISCO

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