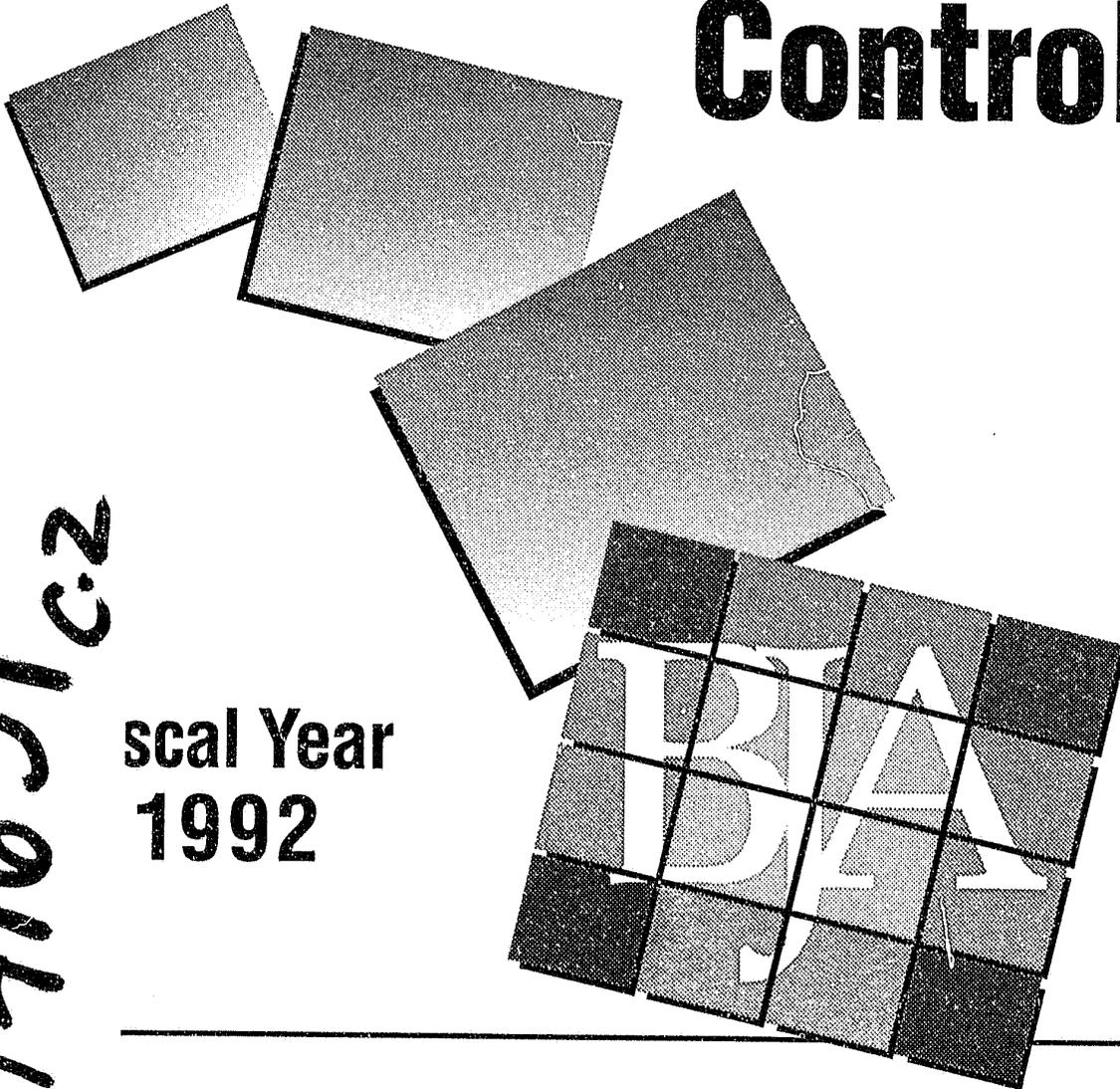


U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

141639



Report on Drug Control



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iscal Year
1992

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Report on Drug Control



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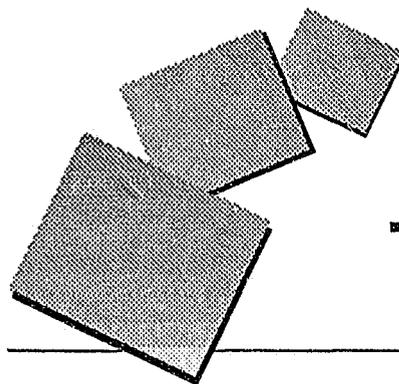


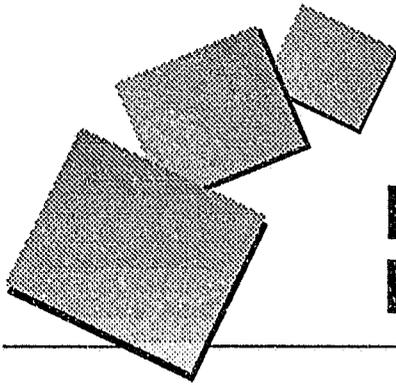
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Highlights of BJA Program Activities

Edward Byrne Memorial State and Local Law Enforcement Assistance Program

Demand Reduction

The National Citizens' Crime Prevention Campaign generates individual and community responsibility for preventing crime, violence, and drug use through public service advertising (in both English and Spanish), featuring McGruff, the widely recognized Crime Dog; police/community partnership programs; dissemination of information and materials; and technical assistance and training. During FY 1992, community and police partnerships to reduce crime and drug abuse was a major focus of the Campaign.

Public awareness about drugs was increased, local residents were mobilized, police-community partnerships were improved, and drug-free school zones were established by the ten demonstration sites participating in the Community Responses to Drug Abuse (CRDA) Program.

Over 12 million elementary and junior high school students in the United States received DARE training in school year 1992-93, and over 14,500 police officers have been trained to teach DARE.

Twelve new Boys and Girls Clubs were established, and eight were expanded in public housing to provide youth living in these facilities access to comprehensive children's services.

A record 25.2 million people in over 8,500 communities took part in the National Night Out on August 4, 1992. The year-long program empowers neighborhoods through the development of effective police/community partnerships and community-based programs to reduce crime and substance abuse.

Community-Oriented Policing

The Innovative Neighborhood-Oriented Policing Program, which re-orientes police work away from reactive incident-handling toward problem solving through partnerships between law enforcement, other city agencies and the community, was expanded to include four rural communities in FY 1992.

A Community Policing Model, being developed by a consortium of law enforcement organizations, is based in large part on the results of community policing programs developed and tested by BJA. Demonstrations of the model will be implemented in FY 1993.

BJA played a primary role in the implementation of *Weed and Seed*, a comprehensive, multi-agency approach to combatting violent crime, drug use, and gang activity in high-crime neighborhoods, and helped provide enhanced opportunities for residents to live, work, and raise families.

Law Enforcement Effectiveness

Between 1987 and September 1992, the Organized Crime/Narcotics Trafficking Enforcement (OCN) projects arrested over 13,580 mid- and high-level criminals and seized drugs, cash, and property with an estimated value of over \$1 billion.

The Washington, D.C. Metro Area Drug Enforcement Task Force (MATF) initiated 478 investigations, resulting in 2,033 arrests and the seizure 150 kilograms of crack/cocaine from June 1, 1989, through 1992. MATF also seized currency and property valued at over \$11 million.

Approximately 410 individuals representing 220 law enforcement agencies received training on combatting the expanding threat of alien drug-related crime, between June 1991 and the end of 1992. A video entitled *Responding to Alien Crimes* was distributed to enforcement agencies nationwide.

Over 346,000 drug offenders were arrested across the country by nearly 1,000 formula grant-funded task forces between 1988 and 1991. During that period, these task forces removed over 95,590 kilograms of cocaine, 2.1 million kilograms of cannabis, and over 5.3 million cannabis plants. Assets with an estimated value of over \$497 million were seized from drug offenders by the task forces.

Money Laundering/Financial Investigations

The 12 Financial Investigations Programs seized over \$22.5 million in drugs, \$40 million in property, and \$31 million in currency between 1988 and 1992.

Over 2,680 investigators and prosecutors in 31 States were trained in the effective application of asset seizure and forfeiture laws between 1987 and the end of 1992. A 14-volume series on Asset Seizure and Forfeiture has been published.

BJA provided training, developed a program model, and published a Program Brief on pursuing drug profits through Civil Racketeer Influenced and Corrupt Organizations (RICO) provisions.

Enhanced Prosecution

Twenty-five drug trafficking organizations were prosecuted and over 1,125 charges of drug trafficking, distribution, possession and money laundering filed on 422 individuals by the South Carolina Attorney General's Office under the Statewide Grand Jury Program.

Approximately 326 cases were Federally indicted during the first 18 months of the Federal Alternatives to State Trials (FAST) Program in Philadelphia, which is designed to identify major drug trafficking and armed career criminal cases, and to transfer them from State to Federal court.

Local drug prosecutors in approximately 18 States received training and technical assistance on innovative and effective drug prosecution programs. Strategies and designs for implementing community-based drug control programs, which build on the leadership role elected prosecutors play in the community, are being documented.

The "TOP GUN" training program provided 306 prosecutors and 115 law enforcement officers with an opportunity to learn about, discuss, and work through common problems arising in drug cases. A videotaped training package entitled *The Investigation and Prosecution of Drug Offenses* has been developed and disseminated to 42 organizations in 26 States as well as in Canada.

A high priority for formula grant funds has been drug prosecution programs that increase the resources devoted to the prosecution of drug cases, training, technical assistance, seizure and forfeiture of drug assets, and career criminal prosecutions. Drug prosecutors are assigned to many of the task forces and/or have been cross-designated as U.S. Attorneys to enable them to file cases in Federal court and/or to expand their jurisdiction.

Expeditious Adjudication

Significant reductions in case processing time using the Differentiated Case Management (DCM) model have been illustrated by Detroit, which reported a 38-percent increase in cases disposed of per judge. Philadelphia experienced a 26-percent reduction in the average number days from arraignment to disposition for felony cases.

The Drug Night Courts Program is assisting courts in expediting the adjudication of large numbers of drug cases and saving jurisdictions the tremendous expense of capital expansion by using existing courtrooms to add an evening shift.

Court-related programs initiated or expanded with formula grant funds generally focus on expanding sentencing alternatives and on reducing case processing delays, which are caused or aggravated by large increases in the numbers of drug cases.

Drug Testing

Multnomah County, Oregon, and Montgomery County, Ohio, are establishing programs to demonstrate the effectiveness of drug testing offenders at each stage of the criminal justice process.

Over 90 percent of the States have implemented drug testing programs in some or all parts of their criminal justice systems.

Corrections/Intermediate Sanctions

Over 450 administrators and line probation, parole, and treatment providers have participated in training based on the *American Probation and Parole Association's Drug Testing Guidelines and Practices for Adult Probation and Parole Agencies*.

Seven sites received Correctional Options grants to develop innovative sanctions and alternatives to incarceration. Representatives from courts, corrections, probation, and prosecution serve on an Advisory Team created to assist the sites.

Approximately one-half of the States have used formula grant funds to establish or expand Intensive Supervision Programs which provide a high level of probation/parole supervision and generally include drug testing of offenders and substance abuse treatment.

Most States have used formula grant funds to develop or expand drug treatment services for offenders both within correctional institutions and the community.

Information Systems, Statistics, and Technology

Improvements achieved by States participating in the Criminal History Records Improvement (CHRI) Program include: identification of felons; interfaces between the central repository and the courts; backlog reduction; increased arrest and disposition reporting; compliance with Federal Bureau of Investigation (FBI) reporting standards; and improved data quality and timeliness.

In FY 1992, the States began implementing a legislative requirement to use 5 percent of their formula grant award for the improvement of criminal justice records.

Other BJA Categorical Programs

Regional Information Sharing Systems (RISS) Program

RISS Program services were utilized by member agencies in investigations which resulted in 39,268 arrests since their inception in 1984 through June 1992. These investigations resulted in seizures and recoveries of controlled substances valued at over \$2 billion, seizures of assets valued at over \$300 million and Civil RICO recoveries of \$14.5 million. Training has been provided to over 64,000 attendees from State and local agencies in 2,921 sessions.

The Public Safety Officers' Benefits (PSOB) Program

The PSOB Program paid 179 claims in FY 1992 totalling \$20,864,402 to the survivors of public safety officers killed in the line of duty. Since the program's inception in 1977, 3,358 death benefit claims have been approved totalling \$214.5 million in expenditures. During FY 1992, the first claims were paid to public safety officers totally and permanently disabled by line-of-duty traumatic injuries.

The Private Sector/Prison Industry Enhancement Certification Program

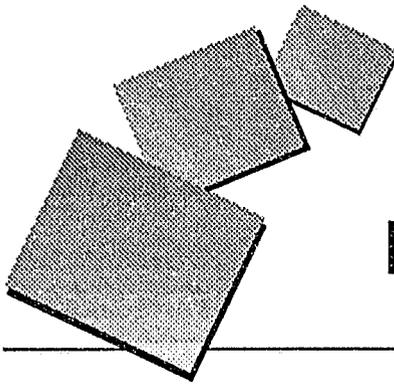
This program provides for limited movement of State prisoner-made goods in interstate commerce and purchase by the Federal Government. It encourages States and local governments to place inmates in a realistic work environment and provide them with marketable skills. As of September 30, 1992, 992 inmates were employed in 28 certified programs comprised of 75 projects. Since the inception of the program in December 1979, inmates employed in these programs have earned almost \$27.2 million in wages. They have contributed over \$4.7 million in room and board, \$1.7 million in family support, \$3.0 million in taxes, and \$1.6 million in compensation to victims.

The Emergency Federal Law Enforcement Assistance (EFLEA) Program

EFLEA provides assistance to State and local units of government facing law enforcement emergencies. During FY 1992, BJA awarded a total of \$4,800,000 in EFLEA Program payments to the States of California, Florida and Louisiana. Awards were made to assist State and local law enforcement agencies in responding to the Los Angeles riots, to 30 church fires set by a serial arsonist in Florida and to the devastating effects of Hurricane Andrew.

The Mariel Cuban Reimbursement Program

The program assists States with expenses associated with the incarceration of Mariel Cubans in State facilities, following a felony conviction after having been paroled into the United States during the 1980 influx of Cubans leaving the Port of Mariel. During FY 1992, awards totalling \$4,963,000 were made to 39 States.



Introduction

The Bureau of Justice Assistance (BJA) administers the Edward Byrne Memorial State and Local Assistance Program consisting of a Discretionary and a Formula Grant Program. Through the Discretionary Grant Program, BJA provides leadership and guidance on drug control and criminal justice system improvement at the State and local levels. The Discretionary Grant Program is designed to determine what is effective in criminal justice and drug control, to disseminate that information to State and local agencies, and to assist them with replication of effective programs and practices. The Formula Grant Program provides States with a block of funds which are distributed to State and local criminal justice agencies to implement a statewide drug control and violent crime strategy developed by the State in consultation with criminal justice practitioners. BJA also administers the Regional Information Sharing Systems, Mariel Cuban Reimbursement, Federal Surplus Property Transfer, Emergency Federal Law Enforcement Assistance, and the Private Sector/Prison Industry Enhancement Certification Programs, all of which assist State and local units of government. Through the Public Safety Officers' Death Benefits Program, BJA provides death and disability benefits to public safety officers or their survivors.

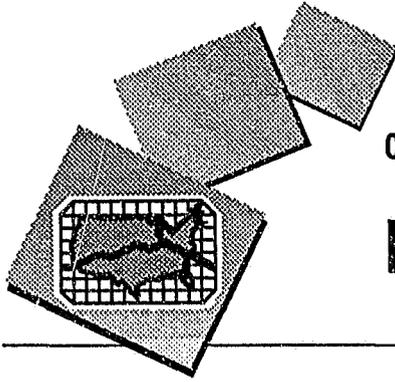
Section 522(b) of the Omnibus Crime Control and Safe Streets Act of 1968 (42 USC 3711 *et. seq.*), as amended, requires that, not later than 180 days after the end of each fiscal year for which grants are made under the Edward Byrne Memorial State and Local Assistance Program, the Director of BJA shall submit a report to Congress that includes with respect to each State:

- The aggregate amount of the grants made under Formula and Discretionary Grant Programs.
- The amount of grants awarded for each of the 21 purpose areas defined in the Act.
- A summary of activities carried out under the Formula and Discretionary Grant Programs.

- An explanation of how Federal funds provided under this part have been coordinated with Federal funds provided to States for drug abuse education, prevention, treatment and research.
- Evaluation results of programs and projects and State strategy implementation.

This report, which describes BJA's drug control and criminal justice system improvement activities during FY 1992, fulfills these reporting requirements as well as the requirement that the Attorney General submit an annual report to Congress describing assistance provided under the Emergency Federal Law Enforcement Assistance Program. Progress toward implementing Congressional mandates and recommendations in the National Drug Control Strategy are described through summaries of BJA's discretionary and other categorical programs, as well as through examples of programs implemented by the States with formula grant funds. The report also discusses activities which will facilitate implementation of a number of the priorities, such as boot camps, community-oriented policing, and law enforcement training, which have been identified as priorities by the new Administration. Model programs and training curricula have been developed for several of these programs.

The report begins with a brief look at the highlights of program activities during FY 1992. Chapter 1, which provides a general discussion of program priorities and their implementation, is followed by chapters 2-10 which describe both discretionary and formula grant activities in each of the major priority areas. A list of awards for Discretionary Grant Programs is found in appendix A. Appendix B shows the allocation of formula grant funds to the States and Appendix C shows how the States have allocated the funds among the 21 authorized purpose areas.



CHAPTER 1

Program Implementation

During FY 1992, the Bureau of Justice Assistance (BJA) continued to implement a five-element strategy to facilitate State and local participation in the war on drugs and to improve the functioning of the criminal justice system. This strategy, which was developed in response to the enactment of the Anti-Drug Abuse Act of 1986 and the creation of the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, consists of the following elements:

- ❑ Encouraging improved drug control strategies and policies, and targeting resources at the State and local levels to achieve effective and efficient drug control.
- ❑ Providing State and local criminal justice agencies with state-of-the-art information on innovative and effective programs, practices, and techniques.
- ❑ Upgrading and enhancing the capability of State and local agencies to engage in effective drug control efforts.
- ❑ Encouraging and facilitating coordination and cooperation among components of the criminal justice system, across levels of government, among criminal justice, treatment and education agencies, and between criminal justice agencies and the community.

Discretionary Grant Program

Funding for the Discretionary Grant Program is limited to \$50 million or 20 percent of the total appropriation for the Byrne Program, whichever is less. In FY 1992, \$50 million was available to implement the following four types of programs:

- ❑ **Demonstration Programs**—to develop, test, evaluate, and document new programs and practices.
- ❑ **Training**—to provide State and local criminal justice practitioners with state-of-the-art information on effective drug control programs and practices.

- ❑ **Technical Assistance**—to support the sites participating in demonstration programs and help individual jurisdictions to effectively implement new programs or address specific issues, as well as to assist States with development, implementation, and assessment of their drug control and violent crime strategies.

- ❑ **National Scope Programs**—to address issues of national concern and provide services of benefit throughout the country.

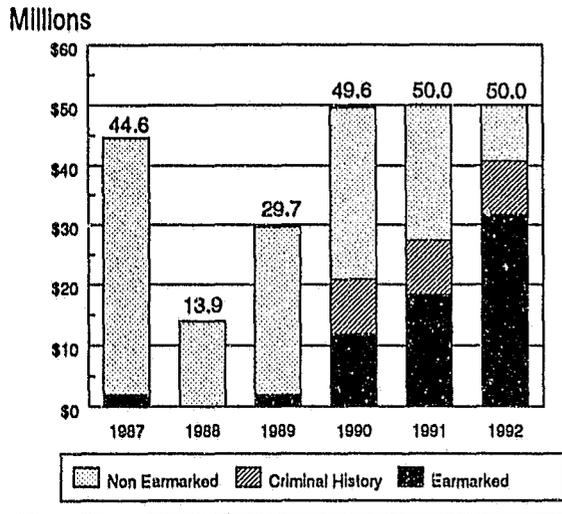
Program Priorities

Priorities for the Discretionary Grant Program reflect a balance of Administration priorities, needs expressed by State and local criminal justice practitioners, and Congressional mandates. In September 1989, the newly created Office of National Drug Control Policy issued the first National Drug Control Strategy. This Strategy, which has been updated early in each subsequent year, provides the overall framework for BJA's Discretionary Grant Program. Within this framework, the Director of BJA and the Assistant Attorney General in the Office of Justice Programs (OJP), together with the Attorney General, develop the program priorities to be addressed. These priorities for funding are then designed to support the national strategy by developing programs, training, and technical assistance that encourage and enhance State and local participation in this national effort.

The Discretionary Grant Program also reflects Congressional priorities communicated in the form of earmarks to BJA's appropriation for specific programs. An additional \$9 million was allocated each year from FY 1990 through FY 1992 to support the departmental priority of the Attorney General to assist the States with the improvement of their criminal history records.

State and local priorities for program development, training, and technical assistance are also addressed through the Discretionary Grant Program. The statewide drug control and violent crime strategies submitted annually by the States

Discretionary Program Earmarks

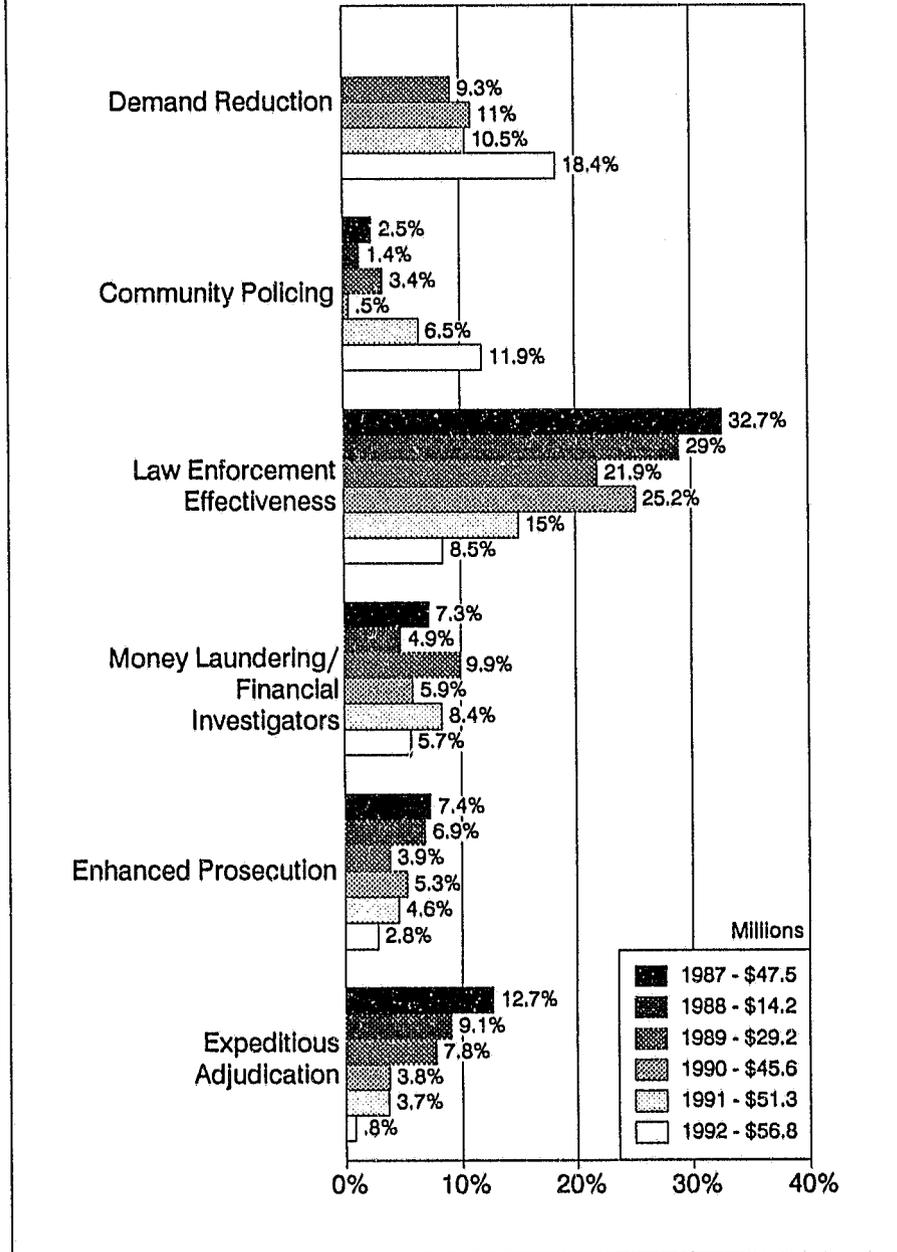


active involvement of the community in drug and crime control. Implementation of a Department of Justice and Congressional priority to improve the nation's criminal history records is reflected in a significant increase in the allocation for information systems in FY 1990-92. The development of correctional options for dealing with the increasing numbers of offenders became a high priority for discretionary funding with the Congressional earmarking of over one-fourth of the FY 1992 appropriation for a Correctional Options Program. The chart on the following two pages shows the allocation of discretionary grant funds from FY 1987 through FY 1992.

serve as an important source of information on needs at the State and local levels. Input is also obtained through staff contacts with criminal justice practitioners and associations.

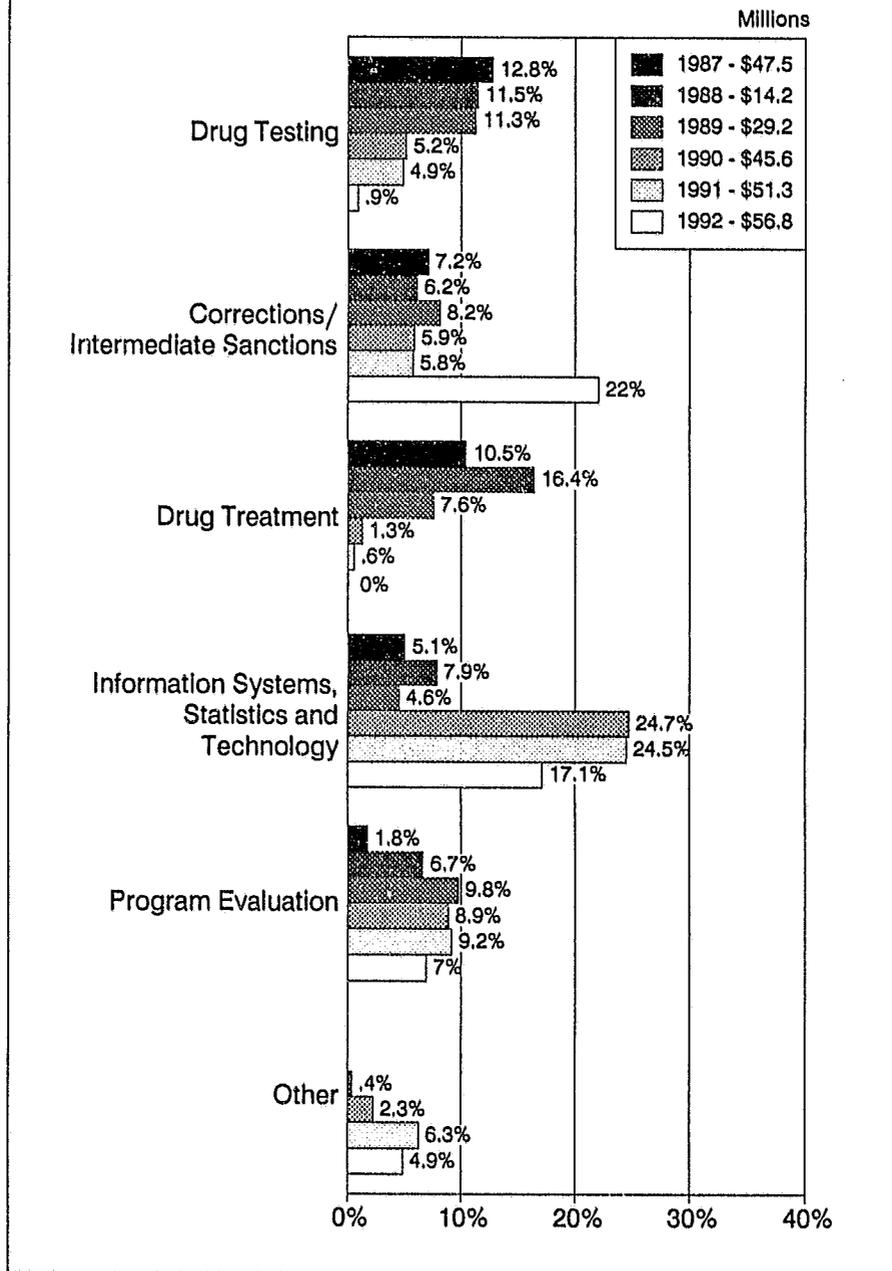
Discretionary Grant Program priorities over the first 6 years of the program reflect a growing recognition of the importance of community involvement in drug control efforts, the need to hold drug users accountable for their actions, and the value of accurate criminal history information in the war on drugs. During the initial years, priority was given to assisting State and local agencies with implementing effective drug enforcement programs, addressing court delay reduction, establishing accurate and cost-effective drug testing programs, and providing drug treatment for offenders. Recent years reflect increases in demand reduction and community policing efforts, both of which encourage the

Allocation of Discretionary Funds by Program Area



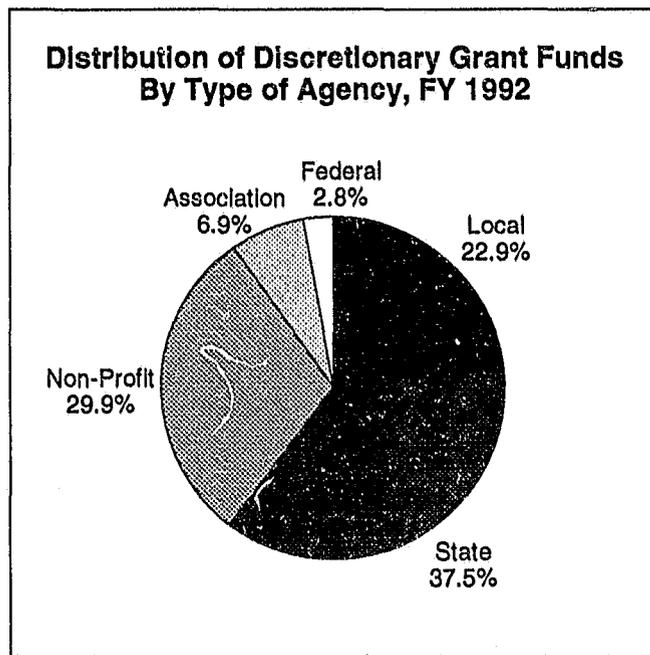
Note: The dollar figure for each fiscal year reflects actual awards and may differ slightly from the appropriation because funds may be carried over from one year to the next.

Allocation of Discretionary Funds by Program Area (continued)



Note: The dollar figure for each fiscal year reflects actual awards and may differ slightly from the appropriation because funds may be carried over from one year to the next.

Approximately 38 percent of FY 1992 discretionary grant funds have been awarded to States, 23 percent to local units of government, and 30 percent to nonprofit organizations. Awards to State agencies, which averaged 26 percent during the first 5 years of the program, jumped to 37.5 percent in FY 1992 due to a large Congressional earmark for Corrections Options and an Attorney General commitment for Criminal History Records Improvement, both of which were awarded primarily to State agencies. Discretionary grant funds transferred to Federal agencies are used to support activities, such as training, which benefit State and local agencies. The following chart shows the allocation of discretionary funds by type of organization for FY 1992.



Note: Discretionary grant funds transferred to Federal agencies are used to support activities, such as training, which benefit State and local agencies.

Program Evaluation

BJA is working closely with the National Institute of Justice (NIJ) to coordinate the "Special Initiative on Drug Control Evaluation" Program, which was designed to make the best use of limited resources for planning, designing, and conducting evaluations. NIJ has initiated over 50 national level evaluations of BJA's Formula and Discretionary Grant Programs since FY 1989. In a continuing effort to assist the States in building their evaluation capabilities, BJA and NIJ will begin providing a new series of Evaluation Workshops beginning in FY 1993. Some of the new evaluations initiated in FY 1992 include:

- Gangs and Targets of Intervention
- Evaluating the Family Violence Act
- Drug Market Analysis: An Enforcement Model
- Corrections Demonstration Projects
- Youthful Offender Boot Camp
- Weed and Seed Program: A Process Evaluation
- Weed and Seed Prosecutors Information System
- Boys and Girls Clubs in Public Housing
- Situation Crime Preventions: An Evaluation Review
- Violence Programs in Middle Schools
- Strategic Intervention for High-Risk Youth

In addition, BJA has made a number of awards for the evaluation of specific discretionary grant activities, such as the Criminal History Records Improvement Program and the National Crime Prevention Campaign.

Each summer since 1990, BJA and NIJ have convened an annual National Conference on "Evaluating Drug Control Initiatives," with proceedings of the conferences disseminated in the fall of each year. The conference provides a forum for presenting evaluation findings and sharing information about what works and why.

BJA's *Justice Assistance Bulletin* and *Special Analysis Series* inform policymakers and practitioners about promising and successful program activities and demonstrations. Evaluation results from programs initiated during the first few years of the program are now becoming available. The program evaluation process can take several years to complete, as time must be allowed for the program to be implemented and become fully operational, for data to be collected and analyzed, and for findings to be developed and presented. In FY 1992, BJA began publication of a series entitled *Focus on What Works*. This series includes brief reports covering major Federal, State, and local assessment, research, and evaluation results, presented in layman's language.

Dissemination of Effective Programs and Practices

Training and technical assistance have proved to be effective means of building the capacity of State and local criminal justice agencies to participate in the war on drugs, by disseminating the results of effective programs and state-of-the-art practices. Once a program has been found effective, training and technical assistance are provided to other jurisdictions throughout the country to encourage replication of the program. Training and technical assistance programs have also been developed to address specific needs expressed by criminal justice practitioners, in areas such as financial investigations, asset seizure and forfeiture, and clandestine laboratory enforcement.

BJA produces a series of publications to encourage replication of proven programs, address specific problems, describe new technologies and practices, and give national attention to local innovations. Publications include: **Program Briefs**, which describe program elements critical to success, phases of implementation, and standards of performance for successful programs; **Implementation Manuals**, which assist with program implementation, management, assessment and training; **Monographs**, which highlight state-of-the-art program elements of particular interest or broader application; and **Fact Sheets**, which are short, easy-to-read introductions to BJA-sponsored programs. Monographs may also be published at the pre-program stage, to describe an approach or set of actions that appear significant and promising but which have not yet reached the level of a validated program.

Since 1985, BJA and its grantees have published over 180 documents, including 17 program briefs, 2 implementation manuals, 29 monographs, and 16 fact sheets. The BJA Clearinghouse has distributed almost 250,000 copies of these publications between the time it was created in mid-1990 and September 30, 1992. In addition, the Clearinghouse responds to an average of 315 requests per month for criminal justice information and research.

Formula Grant Program

The Appropriation for the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program was \$423 million in FY 1992. The States were required to develop a statewide drug control and violent crime strategy as part of their application for formula grant funds. BJA publishes a *Program Guidance and Application Kit* that describes a recommended planning process and strategy format. Strategies are developed in consultation with State and local criminal justice officials and are coordinated with the treatment and prevention block grant programs.

State Funding Priorities

Multijurisdictional task forces provide the nucleus of the drug control and violent crime strategies implemented by most States. These are supported by enhanced prosecution of drug offenders and programs which remove the profits from drug trafficking.

As effective apprehension and prosecution activities produced rapidly growing numbers of offenders entering the criminal justice system, and as Federal funding increased, many States expanded priorities and implemented programs

to more efficiently process cases and to create intermediate sanctions for offenders. In 1987, apprehension and prosecution programs, including multijurisdictional task forces, accounted for 84.5 percent of the total formula grant funds compared to 68.3 percent in FY 1992.

The increase in the total appropriations for the Formula Grant Program in 1989, and again in 1990, also allowed the States to address issues such as drug treatment services for offenders, which had been identified as important in the first strategies but could not be addressed because of insufficient resources. In addition, the expansion in the number of authorized purpose areas, from 7 to 21 by the Anti-Drug Abuse Act of 1988, allowed the States to implement demand reduction and victim assistance programs. In FY 1992, States were required to set aside at least 5 percent of their total award for the improvement of criminal justice records.

The chart on the following page shows the types of programs implemented with formula grant funds over the first 5 years of the program. Broad categories are used in the chart, which encompasses the seven purpose areas authorized during the first 2 years and the 21 authorized during the remaining years so that comparisons can be made over the 6-year period.

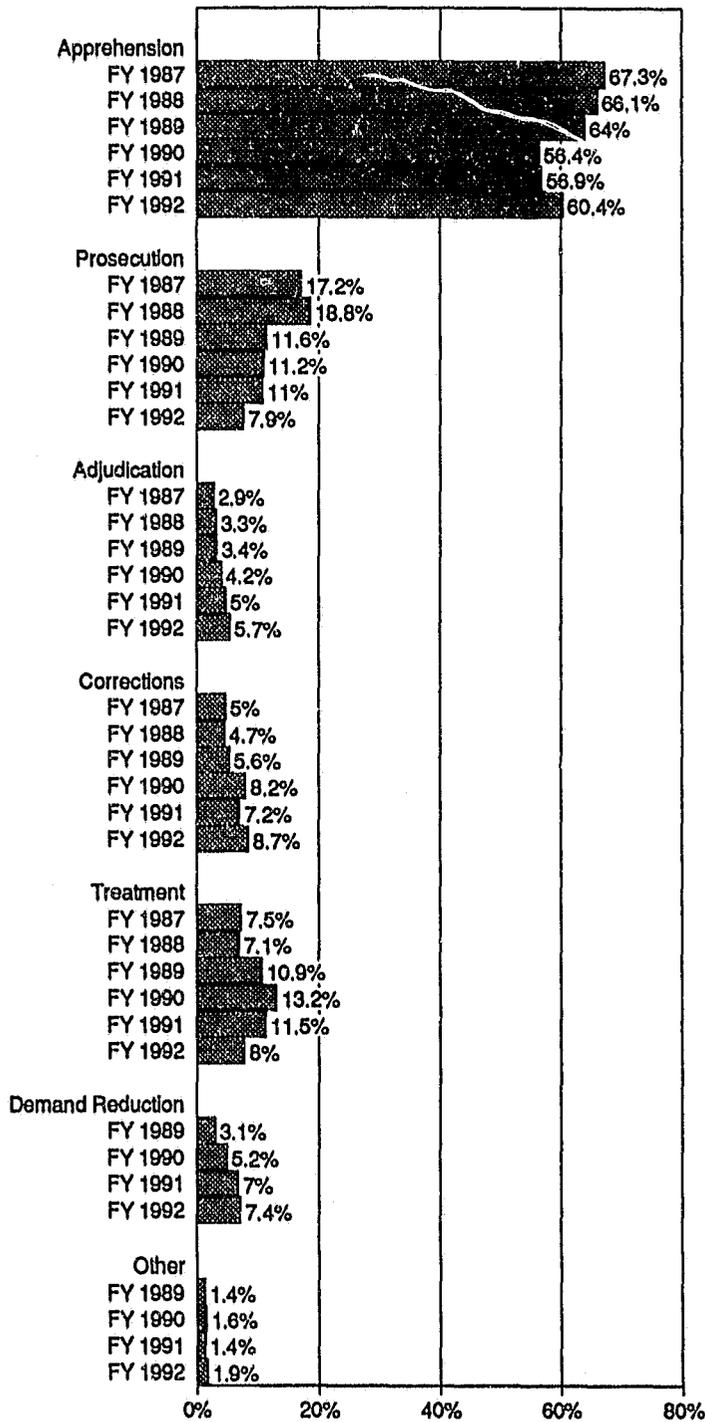
Program Administration

The Anti-Drug Abuse Act allows the States to use up to 10 percent of their formula grant funds to pay for costs incurred in administering the Formula Grant Program. States used an average of 5.6 percent of the FY 1992 funds for administration. Funds not used for administration can be used by the State for program purposes.

Local Input into Strategies

Most States use surveys, public hearings, working groups, and locally developed strategies to obtain input and participation in the development of their statewide strategies. Prior to preparing their strategies, the States are required by the Act to consult with State and local officials, particularly those who enforce drug and criminal laws and direct the administration of justice. Although not required by the Act, BJA has strongly encouraged the States to establish a Drug and Violent Crime Policy Board to serve as a forum for communication, develop the strategy, and facilitate coordination of drug control activities within the State. Nearly 80 percent of the States have established such boards.

Distribution of Formula Funds by Program Area



Distribution of Formula Grant Funds within the States

The States are required to award a portion of their formula grant funds to units of local government. The portion for local programs is determined by the local share of total criminal justice expenditures in the State. It is known as the "variable pass-through" because it varies depending on how centralized criminal justice services are in the State. For example, in some States support for the entire corrections system is a State-level expense; in others, it is shared by State and county governments.

The average amount that must be passed through to local governments is 52 percent. Passthrough requirements for the 50 States range from a low of 21.97 percent in Alaska to a high of 70.29 percent in Minnesota. The District of Columbia uses its entire grant award at the local level, while the Territories have no passthrough requirement, due to their single-level governmental structure. All States comply with the passthrough requirement. In FY 1992, 84 percent of the States provided more funds to local units of government than required by statute.

Program Monitoring and Evaluation

Formula Grant Program Managers make on-site visits to the States on a regular basis. An attempt is made to visit every State at least once every 2 years. In FY 1991 and 1992, BJA staff conducted 56 on-site monitoring visits. In addition, the three Pacific Territories participated in a BJA monitoring meeting held in Hawaii.

A major goal of BJA's evaluation program is to help build or enhance evaluation capacity at the State level in order to coordinate and economize evaluation activities. States have achieved this by: expanding the functions of the State's statistical analysis center (SAC) when it contains evaluation expertise; creating an evaluation unit within the State agency; or contracting for evaluation services. A

State-level capability facilitates evaluations involving assessments of more than one project, which require collecting consistent information and making comparisons among projects. Evaluations with experimental or quasi-experimental designs, which require the assistance of trained research professionals, are more economically performed at the State level than at the project level.

BJA established the State Reporting and Evaluation Program (SREP) to develop and/or enhance the capacity of the States to monitor, measure, and evaluate the impact of their strategies, programs, and projects. The program also collects consistent, comparable program data from all States and analyzes and reports on program performance.

BJA's Program Evaluation Branch conducts technical assistance site visits, responds to requests for assistance, and holds training workshops for officials. States are also encouraged to attend and participate in the Annual Evaluation Conference, which includes numerous demonstrations and workshops on evaluation.

Evaluation Guidelines consist of a series of documents providing direction and assistance on conducting an evaluation and reporting results. The first guidelines document, *Evaluating Drug Control and System Improvement Projects*, which established the overall framework for the evaluation program, was published in August 1989. In June 1992, the second evaluation guidelines document, *State Monitoring of Subgrants Under the Drug Control and System Improvement Formula Grant Program*, was published and distributed. *State Project Reporting System*, published in August 1992, was produced to assist State and local agencies in meeting their reporting requirements.

Training and Technical Assistance

Training and technical assistance are available to assist the State Administrative Agencies (SAA) and their subgrantees with strategic planning, program development, and implementation. BJA established a State and Local Training and Technical Assistance Program in FY 1991 to meet the specific needs of the States. During FY 1992, the program conducted a survey of SAA's to assess training and technical assistance needs, developed a directory of BJA approved programs, coordinated training for new SAA personnel, and initiated efforts to develop a grants management information system. In addition, training and technical assistance was delivered to 76 sites and was either in process or planned for 32 additional sites. Assistance was most frequently requested on the following topics: community-oriented policing (35), BJA grant programming (27), law enforcement operations (10), drug control technology/information systems (6), and innovative crime control programs (6).

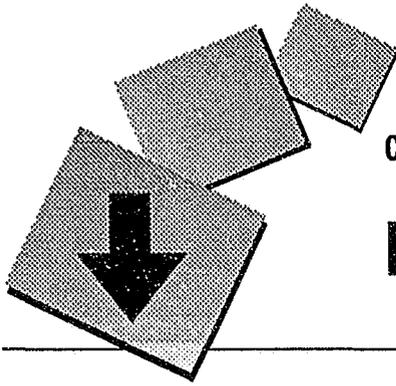
A Technical Assistance Group (TAG) has been established within BJA with agents from the Drug Enforcement Administration; Bureau of Alcohol, Tobacco and Firearms; Customs Service; and Immigration and Naturalization Service to work with BJA in providing assistance to the States. Working in conjunction with the BJA Formula Grant Program managers, this team is available to facilitate coordination or cooperation among State, local and Federal agencies, to provide training on drug and violent crime enforcement issues, and to assist with program development and implementation matters.

The directors and staffs from the State Administrative Agencies attend BJA-sponsored national and regional conferences where national experts, State and local practitioners, and BJA staff share information on effective and innovative programs and practices, as well as on administrative requirements. These conferences provide a forum for the formal and informal exchange of ideas among the States. They also provide an opportunity to communicate and discuss national priority directions.

Improved Coordination and Cooperation

Efforts to address the drug problem have forced unprecedented levels of coordination and cooperation among Federal, State and local agencies. Agencies from all levels are working jointly on multijurisdictional task forces, eliminating many old turf battles. Prosecutors working more closely with law enforcement officers throughout an investigation has resulted in increased rates of conviction. Prosecutors, court personnel, and public defenders are working cooperatively to schedule and process drug cases. Correctional personnel are breaking down old barriers to the treatment community in an effort to provide drug treatment to drug-involved offenders. And law enforcement officers are working with schools and the community to prevent and control drug abuse.

States are encouraged to participate in the national drug control effort by addressing recommendations from the National Drug Control Strategy. BJA sends a copy of the strategy to the SAA each year and requires that the State describe, in its strategy, steps it is taking to implement the National Strategy. The States are also required to address coordination with the Drug-Free Schools and Communities, and the Alcohol and Drug Treatment and Rehabilitation block grant programs. Many States include education and treatment representatives on their Advisory Boards and some are engaged in joint planning and/or program development. Examples of coordination and cooperation are found in the program descriptions throughout this report.



CHAPTER 2

Demand Reduction

The focus of BJA's demand reduction efforts has been on activities which involve law enforcement or other criminal justice agencies and those which foster partnerships between law enforcement and the community. The first major effort was to enlist McGruff, the "spokesdog" for the National Citizens' Crime Prevention Campaign in the war on drugs. McGruff was featured in his first drug use prevention public service announcement in August 1987. The decision to bring McGruff into the war on drugs was prompted by the results of market research in 1987 which showed that McGruff is recognized by 99 percent of children between the ages of 6 and 12; 97 percent said they try to do what he tells them to do. The use of McGruff in drug use prevention messages and supporting materials ensures the law enforcement agencies and schools which use them that they will be listened to by the children they are trying to reach with their messages.

To respond to a need expressed by law enforcement agencies for assistance in working with the schools to prevent drug use among students, BJA supported the transfer of the Drug Abuse Resistance Education (DARE) Program from Los Angeles, where it was developed and shown to be effective, to other jurisdictions throughout the country. BJA worked with the Los Angeles Police Department to document the program and develop a training curriculum that is taught through five DARE Training Centers. This program has been embraced by law enforcement agencies and schools throughout the country and is being implemented in many States using Formula Grant Program funds.

BJA has also implemented programs which encourage citizens to work with law enforcement to reduce drug activity in their community. For example, BJA is a cosponsor of the National Town Watch Crime and Drug Prevention Campaign, which supports the annual National Night Out each summer. The Community Responses to Drug Abuse Demonstration Program and the National Anti-Drug Campaign also enlist the active participation of the community in combatting illegal drugs. Additionally, the States are devoting an increasing amount of formula grant funds to crime and drug prevention programs which encourage community participation.

Demand reduction programs, which were active in FY 1992, are discussed in more detail below.

Discretionary Grant Program

The National Citizens' Crime Prevention Campaign

McGruff, the Crime Dog, serves as a powerful symbol for the National Crime Prevention Campaign, which teaches individuals of all ages how to say "no" to drugs and to reduce their risk of being victimized. It also encourages them to get involved in neighborhood and community-wide actions that attack the causes of crime. The campaign consists of public service drug and crime prevention advertising, demonstration programs focusing on community involvement in drug prevention, dissemination of crime and drug prevention materials, technical assistance and training programs, and coordination of the more than 130-member Crime Prevention Coalition. The campaign is conducted under a cooperative agreement with the National Crime Prevention Council.

During FY 1992, the major focus of the campaign was on community and police partnerships to reduce crime and drug abuse. Crime prevention and drug demand reduction materials published during FY 1992 include: *When a Child Reports a Crime: Encouraging Children to Report Crime and Responding Appropriately When They Do*, *Creating a Climate of Hope*, and *Given the Opportunity: How Three Communities Engaged Teens As Resources in Drug Prevention*. Through FY 1992, more than 2,500 people in 40 States, from chief executive law enforcement officers to community organizers, have been trained in intensive prevention workshops. More than 420,000 publications on the prevention of crime, violence and drug-use have been distributed without cost to the user.

Community Drug Abuse Prevention Initiatives

The ten demonstration sites participating in the Community Responses to Drug Abuse (CRDA) Program have increased public awareness about drugs, mobilized local residents, improved police-community partnerships, and established drug-free school zones. This program and the Teens as Resources Against Drugs Program, described below, are both components of the Community Drug Abuse Prevention Initiatives, administered by the National Crime Prevention Council. The goal of CRDA is to develop and test effective community-wide strategies which local groups can implement to reduce drug abuse and fear in targeted communities. Each site identified the primary crime and drug problems in their community and established a task force to address them. Collective events, such as rallies, marches, and conferences were used by most sites to raise public awareness of the drug problem and mobilize local residents. Safety issues were addressed immediately. The development of police/community partnerships facilitated the identification of drug "hot spots" and the closing of drug houses.

The Teens as Resources Against Drugs (TARAD) Program demonstrated that the energy of youth can be effectively combined with the resources of local institutions to engineer envisioned changes within a community. Approximately 3,500 teens developed and implemented 92 drug prevention programs that reached nearly 100,000 members of their communities. TARAD is a demonstration effort which conducted pilot projects in Evansville, Indiana; New York City, New York; and various parts of South Carolina. Young people defined the problems in their community and then decided on the most appropriate method to attack those problems. The projects covered a wide range of activities including: teaching abuse prevention lessons to elementary school children or performing instructive plays and skits for them; peer counseling; mentoring; drop-in centers; anti-drug murals; and beautification projects. A document prepared by NCPC entitled *Given the Opportunity: How Three Communities Engaged Teens as Resources in Drug Abuse Prevention*, describes the activities, organization, and accomplishments of the demonstration program. It also outlines the lessons learned through this program and provides guidance on starting a TARAD program.

Strategic Intervention for High Risk Youth

To implement the Strategic Intervention for High Risk Youth Program, BJA formed a public-private partnership with Columbia University's Center on Addiction and Substance Abuse, and the Office of Juvenile Justice and

Delinquency Prevention. A joint effort was funded to test an intervention strategy for reducing and controlling illegal drugs and related crime and fostering healthy development among youth from drug- and crime-ridden neighborhoods. Program guidelines were issued, and demonstration grants were awarded to Bridgeport, Connecticut; Seattle, Washington; Memphis, Tennessee; and Austin, Texas. Savannah, Georgia, and Newark, New Jersey, will be added as demonstration sites in FY 1993. The initial sites have started implementing community policing and prevention/intervention projects to deter drug abuse and delinquency, focusing on youths 11 to 13.

The Drug Abuse Resistance Education (DARE) Program

Over 12 million elementary and junior high students in the United States received DARE training in school year 1992-93. The DARE Program teaches K-12 grade students, with special emphasis on fifth and sixth grades, ways to resist peer pressure to experiment with and use drugs. It is taught by over 14,500 law enforcement officers who have been trained by or with the assistance of the five BJA-supported DARE Regional Training Centers. DARE Parent Program Training Seminars provide an additional 36 hours of training for DARE instructors that have been selected to assist parents in helping their children remain drug free. The Regional Training Centers are operated by: the Arizona Department of Public Safety, the Los Angeles Police Department, the Illinois State Police Department, the North Carolina State Bureau of Investigation, and the Virginia Department of State Police.

DARE involves local police officers in a program to teach children the skills needed to recognize and resist the subtle and overt pressures that cause them to experiment with drugs and alcohol. DARE also teaches children about the penalties that society will impose for drug use. Trained, uniformed, full-time veteran police officers teach drug use resistance education to students in grades K-12 for an entire semester. The highly structured curriculum focuses on the five major areas:

- Providing accurate information about tobacco, alcohol, and drugs.
- Teaching students respect for the law and law enforcers.
- Showing students techniques to resist peer pressure.
- Giving students ideas for alternatives to drug use.
- Building the self-esteem of students.

Boys and Girls Clubs Demonstration Program

The goals of this program are to expand the number of Boys and Girls Clubs in public housing, and to build a system of networking and referral which provides youth living in public housing access to comprehensive children's services. Many public housing projects in this country are located in crime- and drug-ridden neighborhoods. Children residing in these projects typically have few opportunities to engage in organized recreational, educational, sports, social, or vocational activities outside of school. The Boys and Girls Clubs of America, Inc., has undertaken this major effort to provide the youth who live in public housing with opportunities to participate in productive activities. An evaluation of past efforts showed that youth in public housing who participate in Boys and Girls Clubs become more involved in after-school activities that reduce the risk of involvement in delinquent behavior and drug abuse. Twelve new clubs have been established, and programming has been enhanced in eight additional clubs.

Wings of Hope Anti-Drug Program

The Wings of Hope Anti-Drug Program is a grassroots coalition and partnership-building effort involving law enforcement, public and private service providers, public housing, churches, businesses, schools, residents, and youth. It is a multifaceted effort to rebuild culturally diverse inner city neighborhoods by providing education, treatment, and a multitude of other resources to combat crime, violence, and illicit drug use. The program is administered by the Southern Christian Leadership Conference. It strives to better educate communities about drug prevention awareness, the importance of family, and community well-being. The program is also designed to mobilize and better coordinate efforts among minority residents, churches, businesses, and service providers; and to create safer communities through the further development of Neighborhood Watch and other innovations that enhance the safety of public housing projects and inner city neighborhoods. The model is being demonstrated in five communities of the greater Atlanta (Georgia) metropolitan area. In Fiscal Year 1993, the program will be expanded to include up to 12 additional demonstration sites.

The National Town Watch Crime and Drug Prevention Campaign

A record 25.2 million people in over 8,500 cities and towns took part in the National Night Out on August 4, 1992. The year-long crime and drug prevention campaign culminated

in police-community celebrations which included parades, vigils, and neighborhood block parties. The purpose of the campaign is to provide information, materials, and technical assistance for the development of both neighborhood partnerships and innovative community-based demonstrations to reduce crime, violence, and substance use. First launched in 1984 by the National Association of Town Watch (NATW), the program initially involved just 400 communities. Now people from all States, U.S. territories, and many U.S. military bases around the world participate in the program. Once considered a special event, National Night Out has evolved into a year-long effort of coalition-building to empower people to build proactive partnerships with law enforcement agencies, other service providers, businesses and schools to prevent crime and the spread of illicit drugs. BJA is one of several sponsors for the National Night Out.

Formula Grant Program

Drug Abuse Resistance Education

Since FY 1989, when demand reduction programs became eligible for funding, over 80 percent of the States used formula grant funds to implement DARE or similar programs within their schools. Over 3.5 percent of the reported formula grant awards in FY 1992 were devoted to DARE-like projects. Drug-Free Schools block grants, or State funds, are being used to implement DARE or similar programs in a number of other States. Many of the officers teaching DARE have been trained at one of the DARE Training Centers funded under BJA's Discretionary Grant Program. A number of States have established training centers to teach DARE to law enforcement officers in their State and/or to established DARE program coordinators at the State level to facilitate implementation of the program.

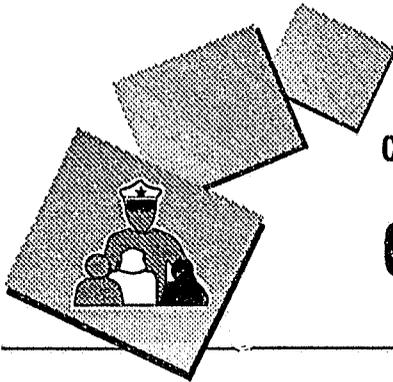
Community Crime Prevention

In FY 1992, approximately half of the States awarded formula grant funds for crime prevention and community involvement programs. There has been an increase in the number of States implementing these types of programs and the amount of formula grant funds allocated for this purpose since 1989, the first year that the legislatively authorized purpose areas were expanded to include demand reduction programs. For example, approximately 35 communities participate in the Oregon Together project, designed to decrease community risk factors that lead to drug and alcohol abuse. Communities target substance abuse prevention activities to youth who possess individual, family, and

environmental risk factors. Community leaders recruit a Community Planning Board, which develops a strategic plan to reduce the risk factors. Formula grant funds are provided as seed money to implement the plans.

Crime prevention in Michigan is a multifaceted program providing high police visibility in neighborhoods experiencing drug and crime problems. Police officers work to develop the community's ability to deter crime through neighborhood watch groups; security surveys; and neighborhood events and activities. Working with other city departments, officers help resolve neighborhood problems and improve the physical environment of the area.

A number of other States have used formula grant funds to implement more traditional crime prevention programs. For example, Virginia has 150 law enforcement-sponsored local crime prevention programs reaching 95 percent of the State's population. A State Crime Prevention Resource Center provides printed resource materials, training, and technical assistance to localities establishing or expanding neighborhood watch and other crime prevention programs. The center has conducted crime control planning seminars for groups of local government officials and works closely with colleges and universities to improve campus crime prevention.



CHAPTER 3

Community Oriented Policing

Over the past 8 years, BJA has been developing and testing various approaches to address community crime and drug-related problems by encouraging police and citizens to work together to identify and eliminate the underlying causes. Each new program builds on the successes of the earlier programs, moving law enforcement agencies along a continuum from traditional enforcement to approaches involving the active participation of law enforcement, city agencies, and community groups. These new approaches require law enforcement agencies and communities to address crime and community problems differently. Traditional law enforcement is reactive to the symptoms of community problems that manifest themselves in the form of crime and drug abuse, while the community policing approach is proactive and requires the identification of the causes of crime and drug abuse and the targeting of community resources to address them.

The Problem-Oriented Policing (POP) Program resulted in a process for addressing persistent problems in a community that require a police response. Rather than treating each crime or call for service as an isolated incident that must be dealt with immediately, the police officer looks for patterns and underlying problems. The POP process involves: careful identification of the problems; analysis of the nature of the problems; development of solutions tailored to the problems; and evaluation of the impact on the problems. The five BJA-funded demonstration programs reported that this approach resulted in a significant reduction in violent crime and calls for service in the target areas.

The Systems Approach to Community Crime and Drug Prevention Program provided a transition from traditional crime prevention and enforcement activity to a more active policing approach. The Systems Approach elevates crime and drug prevention to a high-priority police activity, makes prevention a routine part of the daily activities of uniformed officers, and provides training to all law enforcement personnel. It also makes use of a multidisciplinary planning team, citizen involvement, geographically based crime analysis, and strategic crime prevention through environmental design. The four demonstration sites were successful

in forming partnerships with the residents in target areas and other city agencies to reduce criminal and drug activity.

The results of the Narcotics Enforcement in Public Housing Program demonstrated the importance of forming partnerships with the community. Although this program was designed to build on the Problem-Oriented and Systems Approaches, a more traditional enforcement program was actually implemented by the two demonstration sites. As a result, the relationship between the police and the community remained the same or deteriorated even though the program was successful in reducing drug use, victimization, and fear of crime.

Innovative Neighborhood-Oriented Policing (INOP), which was being tested in urban sites and under development in rural sites during FY 1992, fosters community policing initiatives in target geographic areas through community engagement and problem solving. A Community Policing Model, which incorporates the effective elements of these programs, is being developed to help law enforcement agencies implement community policing.

The final stage on the continuum is the implementation of an approach to drug and crime control which incorporates community policing into a comprehensive program to revitalize distressed neighborhoods. Weed and Seed, developed in 1991 and expanded in 1992, provides such an approach. This program and other community policing programs which were active during FY 1992 are described in more detail below.

Discretionary Grant Program

Innovative Neighborhood Oriented Policing

Building upon the Systems Approach and the Problem-Oriented Approaches to Narcotics Enforcement, BJA funded eight jurisdictions in November 1990 as Innovative Neighborhood-Oriented Policing (INOP) demonstration sites. The

INOP approach fosters community policing and drug demand reduction at the neighborhood level. It re-orientes police work away from reactive incident-handling toward more substantive problem solving. The process includes a major focus on community engagement and partnerships between law enforcement, other city agencies, and the community.

Elements of the INOP Program include:

- Planning and management teams.
- Identifying target areas.
- Conducting community needs assessments.
- Training officers and communities in problem solving and community mobilization.
- Developing tailored solutions to problems.
- Assessing intervention strategies.

The jurisdictions currently participating in the INOP program include: Hayward, California; Louisville, Kentucky; New York, New York; Norfolk, Virginia; Portland, Oregon; Prince George's County, Maryland; and Tempe, Arizona. Houston, Texas, also participated in the program during the first year. The INOP programs are implementing a broad array of partnerships among government agencies, schools, religious organizations, businesses, and residents. In most of the sites, the INOP project represents the first effort at implementing a neighborhood-oriented style of policing within the jurisdiction. The Norfolk project is a relatively small component of a larger, citywide initiative, and the New York, Tempe, Hayward, and Portland projects are part of a complete transition to community policing.

The Portland Landlord Training Program provides an excellent example of the innovative programs being implemented by INOP sites. The training program teaches landlords that effective property management can have a major impact on the health of a community and that there are accessible, legitimate techniques which can be used to stop the spread of drug activity in rental property. Over 4,600 people, who manage approximately 85,000 rental units, have been trained through the 44 sessions. Landlords who have participated in the training report a reduction in drug problems and an enhanced ability to deal with problems when they do occur. A training manual and video will be available to agencies throughout the country in FY 1993. A geo-coded impact evaluation is being conducted to assess the extent to which drug-related problems and calls for service decrease after the training.

In FY 1992, police departments in Caldwell, Idaho; Fort Pierce, Florida; Newton County, Indiana; and Richmond, Maine, received grants to test the applicability of neighborhood-oriented policing to rural areas. A Program Planning Guide was developed to assist the participating rural jurisdictions with implementation of the program.

Drug-Impacted Small Jurisdictions

Strategies such as drug task forces and neighborhood-based policing are being developed and assessed in four demonstration sites to help small jurisdictions address increasing drug activity in their communities. BJA recognizes that many small jurisdictions throughout the country have been ravaged by drugs and drug-related crime but that they often lack the resources and expertise of larger jurisdictions to deal with the problem. Therefore, BJA initiated the Drug-Impacted Small Jurisdictions Program to identify and assess effective drug control strategies in jurisdictions with populations of less than 50,000.

Demonstration programs were initiated in Bowling Green, Kentucky; Granite City, Illinois; Hastings, Nebraska; and Ocala, Florida. In FY 1992, Fort Meyers, Florida, and Pittsfield, Massachusetts, were added as new demonstration sites. The programs are concentrating prevention and intervention activities in public housing complexes, drug-free school zones, parks, and community centers threatened by drug-related crime. The involvement of residents, neighborhood organizations, law enforcement, and other agencies is an essential component of this program, as is the need to assist victims of drug-related crime. Each site has developed an implementation strategy tailored to address the problems identified through a needs assessment conducted in each jurisdiction or target area.

Community-Oriented Policing Initiative

A comprehensive model of Community-Oriented Policing, under development in FY 1992, will address the planning, development, implementation, monitoring and assessment of community-oriented policing. It will examine these issues from a policy, procedural, and practice perspective. The model is being developed through a consortium of law enforcement organizations, including the International Association of Chiefs of Police (IACP), the National Sheriffs' Association (NSA), the Police Executive Research Forum (PERF), and the Police Foundation. The model will be demonstrated in up to five local law enforcement agencies in FY 1993.

Weed and Seed

BJA played a major role in the implementation of the Weed and Seed initiative. Weed and Seed is a comprehensive, multi-agency approach to combatting violent crime, drug use, and gang activity in high-crime neighborhoods. The goal is to "weed out" crime from targeted neighborhoods and then to prevent crime from recurring by "seeding" the sites with a wide range of crime and drug prevention programs, human service resources, and community involvement. The implementation of community policing is a key element of the strategy. The program uses Federal funds to leverage significant public and private resources in order to focus criminal justice, social service and neighborhood revitalization resources in the demonstration areas. In FY 1992, Federal funding was provided by the Executive Office for U.S. Attorneys and BJA. In FY 1993, funds are provided by the Executive Office for Weed and Seed and BJA. BJA played a leading role in the development of the program guidelines, site development, and an implementation manual. The manual provides a comprehensive and detailed description of the Weed and Seed strategy. BJA oversees a number of interagency agreements for the provision of training and technical assistance and is responsible for monitoring the demonstration sites. Law enforcement, other government agencies at all levels, private sector organizations, and the residents of the 20 Weed and Seed sites are building relationships and cooperatively addressing issues and problems.

The following is a list of funded demonstration sites:

Atlanta, GA	Los Angeles, CA	Santa Ana, CA
Charleston, SC	Madison, WI	San Diego, CA
Chelsea, MA	Omaha, NE	Seattle, WA
Chicago, IL	Philadelphia, PA	Trenton, NJ
Denver, CO	Pittsburgh, PA	Washington, DC
Ft. Worth, TX	Richmond, VA	Wilmington, DE
Kansas, MO	San Antonio, TX	

North Charleston, South Carolina is preparing an application for funding in FY 1993. The following 10 sites have been officially recognized as Weed and Seed sites, which are eligible for technical assistance and assistance from the Weed and Seed-related programs: Akron, Ohio; Benton Harbor, Michigan; Euclid, Ohio; Indianapolis, Indiana; Las Vegas, Nevada; Milwaukee, Wisconsin; Mobile, Alabama; Shreveport, Louisiana; Springfield, Illinois; and Wichita, Kansas.

Many of the other programs discussed throughout this report contribute to the Weed and Seed effort and/or target or give priority to Weed and Seed sites during the selection process.

Formula Grant Program

Community-Oriented Policing Programs

Formula Grant Program funds are being used in several States to implement community policing programs. New Jersey, for example, reports that prosecutors, county task force personnel, urban police chiefs, and representatives of the State's major narcotics associations embrace the theory of community policing. Almost \$4.4 million was allocated in FY 1992 to develop and implement proactive community-oriented policing and police/community partnership programs that are aimed at eradication of crime and improving the quality of life for residents in those areas. These programs will enable the local police to respond directly to the particular needs of targeted high-crime neighborhoods and apartment complexes situated within selected urban centers. Law enforcement authorities, in conjunction with community leaders, will serve as catalysts for community-based action.

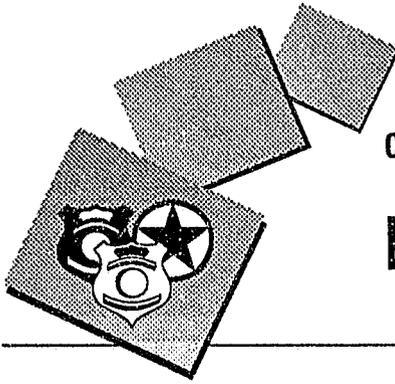
The St. Louis, Missouri, Metropolitan Police Department received formula grant assistance to implement a Community-Oriented Policing Program. The program is designed to bring together representatives from government agencies, schools, community groups, business organizations, and churches, and others to form cooperative demand reduction plans and strategies.

Between November 1991 and July 1992, over 2,300 criminal justice personnel in Oregon received training on topics related to community policing, and over 2,600 additional personnel are scheduled for training during the 1993 grant year.

Weed and Seed

A number of States, such as Delaware, Massachusetts, New Jersey, and Wisconsin, are using formula grant funds to supplement discretionary grant funds for Weed and Seed sites discussed above and/or to expand the program to additional sites. For example, New Jersey's Police Community Partnership Program was implemented in two sites in addition to Trenton in 1992 and will be implemented in three to five municipalities in 1993. Each program incorporates a Violent Offender Removal Program, Community-Oriented Policing, a Safe Haven/Community Center, and Neighborhood Revitalization.

Several other States, such as Rhode Island, used formula grant funds to implement Weed and Seed programs without the assistance of discretionary grant funds. Each of the four sites in Rhode Island is weeding out crime from target areas, implementing community policing, and developing a variety of programs to seed the area. The police chiefs from the four cities meet to share drug law enforcement tactics, information, program ideas, and strategies.



CHAPTER 4

Law Enforcement Effectiveness

BJA's law enforcement program is designed to build the capacity of State and local law enforcement agencies to enforce drug laws and respond to changes in drug production and distribution. Prior to the enactment of the Anti-Drug Abuse Act of 1986, enforcement of drug laws had been a low priority in most law enforcement agencies throughout the country. Thus, the expertise to conduct effective drug investigations and operations had to be developed in many medium and small departments.

BJA developed demonstration, training, and technical assistance programs to transfer effective drug control practices for dealing with issues such as the multijurisdictional nature of the drug trade; the emergence of crack and the associated violence; the growth of gangs; foreign nationals trafficking in drugs; the diversion of pharmaceuticals into the illicit market; and changing patterns of marijuana growth.

Multijurisdictional task forces form the core of BJA's and the States' drug enforcement strategies. Drug trafficking and other drug-related activities tend to take drug offenders across jurisdictional lines with much greater frequency than most other types of crime. Thus, drug law enforcement officers must be able to cross jurisdictional lines to pursue drug traffickers and their assets. The multijurisdictional task forces implemented by BJA under the Discretionary Grant Program have emphasized Federal, State, and local cooperation; the close coordination of law enforcement and prosecution; and shared management through a management control group. These programs have targeted mid- to high-level drug traffickers and emphasized the removal of drug-related assets. These programs were continued during FY 1992 and are discussed in more detail below.

Results from programs funded during the first several years continue to guide drug control activities of State and local law enforcement agencies. For example, the Crack-Focused Task Force and Street Sales Enforcement Programs implemented during the first several years of the program showed that reverse sting operations and other street-level enforcement tactics in a single location eventually destroy the

location as a street market and change the drug-related behavior of middle-class and casual drug users. They also showed that coordination within the department and with outside agencies, as well as community support, are important factors in an effective street sales enforcement program. From 1987 through June of 1991, the 18 BJA-funded projects demonstrated a combination of tactical operations resulting in over 40,000 arrests and seizure of 1,521 kilograms of cocaine; 1,796 kilograms of marijuana; and assets valued at almost \$8.9 million.

Between July 1987 and March 1991, the Narcotics Control Technical Assistance Program (NCTAP) delivered over 100 tuition-free, specialized drug enforcement training programs to enhance the drug enforcement skills of more than 8,000 law enforcement officers in 40 States and Territories. Monographs, briefing papers, videotapes and other publications were distributed to over 10,000 requesting individuals and agencies. The four monographs developed by the program are: *Managing Confidential Informants*, *Entrapment Defense*, *Street-Level Narcotics Enforcement*, and *Managing Confidential Funds*.

BJA also provided guidance to law enforcement agencies on deterring corruption related to drug enforcement and preventing stress among law enforcement officers. A publication entitled *Building Integrity and Reducing Drug Corruption in Police Departments* shows law enforcement departments how to reduce drug corruption among their officers by improving recruitment and hiring practices, reinforcing high-integrity values among individual officers, and implementing anti-corruption programs to reduce opportunities for corruption. BJA's manual entitled *Preventing Law Enforcement Stress: The Organization's Role* fixes primary responsibility for maintaining a healthy and productive work force with the administrator of the agency.

The nearly 1,000 State and local task forces established or enhanced under the Formula Grant Program enforce drug laws throughout, or in, major portions of most States. They provide for the sharing of resources, including personnel,

equipment, and intelligence and provide an opportunity for small law enforcement agencies to participate in drug control activities. Some of the task forces target street-level drug offenders, while others concentrate their efforts on mid- to high-level drug traffickers. Many of the task forces are cooperative efforts among State, local, and Federal agencies, and many include the active participation of prosecutors.

States also used formula grant funds for a variety of enforcement programs to include: street sales enforcement, major drug offenders units, drug enforcement in public housing, canine drug detection units, and anti-gang programs. Training programs were established to enhance the capacity of law enforcement officers to control drugs, with topics ranging from drug identification to investigation of complex drug-trafficking organizations. A number of States also established regional or statewide equipment/resource sharing pools as an efficient means of providing all law enforcement agencies with the equipment and/or buy money needed to conduct drug investigations.

Law enforcement programs active during FY 1992 are discussed in more detail below.

Discretionary Grant Program

National Law Enforcement Policy Center

The National Law Enforcement Policy Center, administered by the International Association of Chiefs of Police (IACP), has developed and disseminated a total of 41 model policies and discussion papers for use by State and local law enforcement agencies. The center focuses on high-profile issues which have resulted in the greatest amount of civil litigation, or which are related to labor relations or the efficient management of a law enforcement agency. The 21 policies developed in FY 1992 include: use of deadly force, vehicular pursuits, executing a search warrant, domestic violence, post-shooting incident trauma, harassment in the work place, communicable diseases, body armor, confidential informants, and complaint review. The Center provides training to assist law enforcement agencies in developing the internal capability to meet policy development and evaluation issues as they arise. The *Policy Review*, a quarterly newsletter, provides updates on court decisions, administrative rulings, and other changes which may impact agency policy.

Organized Crime/Narcotics Trafficking Enforcement

The Organized Crime/Narcotics Trafficking Enforcement (OCN) investigations resulted in the arrest of over 13,580 mid- and high-level criminals and seizure of drugs, cash, and property with an estimated value of over \$1 billion between their inception in 1987 and September 1992. The seizures included drugs with a wholesale value of approximately \$927 million. The goal of the OCN Program is to enhance, through shared management of resources and operational decision-making, the ability of local, State, and Federal criminal justice agencies to remove specifically targeted major narcotics trafficking conspiracies and offenders.

The OCN Center for Task Force (CenTF) Training provides for the delivery of specialized training to multijurisdictional narcotics task force commanders in the management and command of task force investigations and prosecutions. Issues unique to multijurisdictional enforcement which are addressed through the training include: task force establishment; managing jurisdictional differences; varying authorities and disciplines; case control; use of computer technology for task force commander management and operational activities; and target selection. Since July 1991, the Institute for Intergovernmental Research has conducted 27 CenTF workshops and has trained over 850 individuals.

Washington, D.C. Metro Area Drug Enforcement Task Force

From June 1, 1989, through 1992, the Washington, D.C. Metro Area Drug Enforcement Task Force (MATF) initiated 478 investigations, resulting in 2,033 arrests and the seizure of 150 kilograms of crack/cocaine. MATF also seized currency and property valued at over \$11 million. Assets forfeited to the task force by the courts totaled \$463,451.

MATF was formed to address the influx of illegal drugs and accompanying violence in Northern Virginia, Washington, D.C., and the contiguous Maryland suburban counties and is administered by the Arlington County Police. Fifteen State and local agencies from Virginia, Maryland, and the District of Columbia participate in the task force. All of the 95 State and local officers assigned to the task force have been deputized as Federal officers to enable them to work in all jurisdictions. Participating Federal agencies include the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the Immigration and Naturalization Service (INS), and the Marshals Service.

MATF is divided into several operational units which focus on different aspects of the drug problem. Five task force groups, located throughout the metropolitan area to ensure a regional impact, target and immobilize open-air drug markets and crack houses. One group conducts clandestine laboratory investigations in Washington, while another conducts crack/cocaine investigations and crack house raids, and targets higher level dealers through sophisticated, long-term conspiracy investigations. The Special Operations Task Force focuses on wholesale and mid-level distributors, such as gangs. DEA Enforcement Groups conduct investigations of violators and organizations at the highest level of trafficking and pursue wholesale suppliers from outside the Washington metropolitan area. In addition, the DEA Financial Investigative Group seizes assets and conducts investigations related to narcotics trafficking and money laundering.

Urban Street Gang Drug Trafficking Enforcement Program

The goal of the Urban Street Gang Drug Trafficking Enforcement Program is to develop citywide or multijurisdictional enforcement projects to investigate and prosecute drug distribution by organized urban street-gang networks. The program targets gangs involved in mid-level crack cocaine distribution, which are expansionist and entrepreneurial in nature. It concentrates on influential and controlling gang members. The five sites selected for implementation of innovative approaches to suppressing drug trafficking by urban street gangs are: Atlanta, Georgia; Kansas City, Missouri; New York City, New York; San Diego, California; and Tucson, Arizona. The Institute for Law and Justice is analyzing the results of the five sites and developing a model approach/prototype for gang suppression and prosecution. The Street Gang Suppression Model will be demonstrated in two new sites: Kings County, New York, and Fort Wayne, Indiana, in FY 1993.

Comprehensive Gang Initiative

A model to respond to both emerging and chronic gang problems is being developed under the Comprehensive Gang Initiative and will be supported by training and technical assistance to help local communities with implementation. The program is designed to bring law enforcement agencies at all levels together with the community to target gang leaders, share information, and conduct joint investigations and prosecutions. The goals of the program are to: identify promising/effective programs for preventing and controlling gang drug trafficking and violence; provide jurisdictions the capability to implement effective gang prevention and control programs; disseminate effective gang

prevention and control programs; and create a model to respond to both emerging and chronic gang problems that carefully balances prevention and control strategies.

Stage I of the initiative is a national assessment of existing local responses to the gang problem, drawing upon the expertise of community service and public safety organizations. During Stage II, the project team will develop a flexible problem-solving model which combines enforcement, prevention, and education strategies and which enables local communities to tailor the prototype to meet their needs. The assessment, model development and technical assistance stages of this program are being implemented by a consortium comprised of the Police Executive Research Forum (PERF) and COSMOS Corporation. During FY 1993, the comprehensive gang initiative model will be demonstrated in up to four sites to be selected through a national competition.

Drug Market Analysis

Drug Market Analysis enables police to identify and track street-level drug markets and implement drug enforcement strategies to disrupt them. The Drug Market Analysis (DMA) Program is a computer information system which provides location-specific information about street-level drug trafficking and crime. The program is implemented in three stages: assessment, police operations, and evaluation research. DMA is administered by the National Institute of Justice (NIJ) and is jointly funded by BJA and NIJ. Demonstration programs have been implemented in Hartford, Connecticut; Jersey City, New Jersey; Kansas City, Missouri; Pittsburgh, Pennsylvania; and San Diego, California.

Hartford's Cartographic-Oriented Management Program for Abatement of Street Sales is being designed to support the police department's neighborhood-oriented strategy to deal with drug problems. Jersey City developed a systematic, location-based information system to help police identify drug markets and develop programs to control them. The Kansas City DMA was designed to improve the quality of information available for street-level enforcement activities and to test the effect of crack house raids and the resultant prosecutions on quality of life in the neighborhood.

Clandestine Laboratory Enforcement

A model clandestine laboratory investigation approach is being developed under the Clandestine Laboratory Model Enforcement Program. The States of California, New Jersey, Pennsylvania, and Washington, and the City of Portland, Oregon, are demonstrating innovative and effective approaches to the investigation and suppression of

clandestine drug manufacturing laboratories. The Circle, Inc., is assessing the effectiveness of the demonstration projects and is using the results to develop a model clandestine laboratory investigation protocol and a training program in support of that model. The Clandestine Laboratory Enforcement Certification Training Program, administered for BJA by the Drug Enforcement Administration (DEA), provides hundreds of State and local investigators and chemists with the necessary training to safely dismantle clandestine drug labs in accordance with Federal guidelines.

Training Local Law Enforcement Officers in Anti-Drug Activities Involving Illegal Aliens

Between June 1991 and January 1993, approximately 410 individuals representing 220 law enforcement agencies participated in training to help them combat the expanding threat of alien drug-related crime. Through a cooperative agreement with BJA, the International Association of Chiefs of Police (IACP) is conducting a series of seminars to enhance law enforcement personnel's ability to identify and process illegal aliens. It addresses the increasing involvement of illegal aliens in the trafficking of illegal narcotics and other illicit activities which have created a new set of demands on State and local law enforcement officers. In addition to helping State and local law enforcement officers meet the new and unique challenges of identifying and investigating illegal aliens, the program informs them of the new array of investigative techniques and potential sanctions at their disposal. The training also fosters a more cooperative relationship between local law enforcement and the Immigration and Naturalization Service (INS). An instructional video entitled *Responding to Alien Crimes* was jointly produced by IACP and INS and has been distributed to law enforcement agencies nationwide. A technical assistance package has also been developed for police agency personnel unable to attend one of the seminars.

Formula Grant Program

Multijurisdictional Task Forces

Over 346,000 drug offenders were arrested across the country by nearly 1,000 formula grant-funded task forces between 1988 and 1991. During that period these task forces removed over 95,590 kilograms of cocaine, 2.1 million kilograms of cannabis, and over 5.3 million cannabis plants. Assets with an estimated value of over \$497 million were seized from drug offenders by the task forces. The task forces in most States target major and street-level dealers. Task forces with statewide jurisdiction are funded

in 24 States, and 44 States fund task forces with regional jurisdiction. Approximately 40 percent of the task forces include full- or part-time prosecutors as members. Most of the task forces that do not have a participating prosecutor work closely with prosecutors' offices. The impact and benefits derived from participation in multijurisdictional task forces are significant, especially for small- and medium-sized agencies that do not have the resources or expertise to undertake investigations of major drug organizations alone. Specialized training and the experience gained by officers who participate in multijurisdictional task forces have resulted in enhanced expertise and sophistication of local law enforcement.

Other Drug Enforcement Programs

In addition to the task forces discussed above, States implemented a wide variety of drug enforcement programs. A sample of these programs are discussed below.

New York's statewide street sales enforcement program, called Coordinated Omnibus Municipally Based Anti-Drug Teams (COMBAT), forges an alliance between police and the community to reclaim neighborhoods from drug criminals and to improve safety and the quality of life for residents. In 1992, the COMBAT program included projects in the five boroughs of New York City and eight upstate areas. Police presence has greatly increased, and citizens increasingly provide information, support, and advice to law enforcement. Drug dealers are getting the message that it is not safe for them to operate within the target areas as they have previously. Local officials establish their own priorities and develop strategies to accomplish goals and objectives. Some have conducted street sweeps and undercover drug work to disrupt street-level dealing. Most projects employ community policing concepts to develop improved communications and understanding between the police and community residents. The Bronx, Brooklyn, and New York projects have included efforts to evict drug offenders from public housing when such living space is used for drug transactions.

Some of the most successful programs to enforce drug laws in public housing projects are those that foster a trusting relationship between the community and the police and that involve residents in improving the environment. Drug sales all but disappeared from public view, and calls for service dropped 34 percent during the first year of concentrated enforcement efforts in the Moxey Rigby Housing Project in Freeport, New York. Relations between the police and residents improved as they became familiar with each other. Formula grant funds were used to significantly increase the uniformed police presence during the hours of high drug

trafficking in the 100-unit apartment complex in Freeport. A team of two police officers patrol the grounds of the complex on foot, and a mobile command post was established in the complex. The department initiated surveillance activities based on reports from residents of continued drug activity. This project and similar ones in New York City, Yonkers, and Buffalo were continued in FY 1992.

At the Seth Boyden Court Public Housing Complex in Newark, New Jersey, the Housing Authority rents space, at a nominal fee, to the Board of Education, enabling the facility and 1,000 feet around it to be designated as a Drug-Free School Zone. A vacant building was renovated by prisoners to establish an after-school tutorial program for kindergarten through sixth-grade students residing in the housing complex. Security and identification cards for all the residents were provided. "No Trespassing" signs were posted, and the community center was refurbished. The Board of Education arranged for teachers to provide tutoring at the site three nights per week. The project also pursued aggressive interdiction and demand reduction efforts, strengthening the relationship between participating agencies and the tenants' association.

Given that drug enforcement was not a high priority in many agencies and few drug enforcement units existed prior to enactment of the Anti-Drug Abuse Act in 1986, the enhancement of the capabilities of officers through training and technical assistance became a critical element of many State strategies. For example, the Law Enforcement Satellite Academy of Tennessee (LESAT) provided local law enforcement officers in Tennessee with quality, low-cost, in-service training. During 1992, LESAT teleconferences covered such topics as: deadly force decisions; investigative forensics; domestic violence; techniques for drug interdiction patrol; and criminal law updates. Each teleconference is broadcast three times on the same day to enable officers on all three shifts to participate in the training, which is conducted by instructors who are experts on their topics. Participants can call in questions during the broadcast and afterward are tested on the material covered. Tests are returned for grading to the University of Tennessee's Center for Government Training, which broadcasts the teleconferences. The program, initiated with formula grant funds, is now supported with users fees. Law enforcement departments pay an annual fee of \$9 per 2.5-hour teleconference, for each full-time, commissioned officer. Reserve and part-time officers attend the broadcast without additional charge. An advisory committee assists in determining the curriculum and instructors to ensure that all LESAT programming is responsive to the needs of their users.

Arkansas trains approximately 450 officers annually through training programs implemented with formula grant

funds, including an advanced drug investigation program for narcotics investigators and a basic drug detection program for street officers. The South Dakota Division of Criminal Investigation also provides training designed to make all participants knowledgeable in drug identification and to provide some basic techniques of drug investigation, as opposed to making everyone "drug investigators." A 2-day drug-identification course for patrol officers has been delivered to 285 officers since 1988, and a drug identification course, added to the 6-week basic training program for beginning law enforcement officers, was provided to 205 officers.

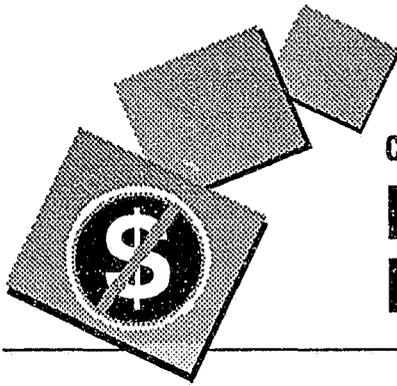
Several States have implemented programs which specifically target drug sales in and around schools. For example, over 4,800 arrests were made between September 1989 and late 1991 by police officers in Baltimore's 41 drug free zones. The Neighborhood Service Foot Patrol Officer program was initiated in the summer of 1990 to work in the drug-free zones. Foot patrol officers are equipped with three-wheel vehicles, which gives them the mobility necessary to pursue drug dealers from one drug-free zone to another and to drive them out of neighborhoods.

Drug detection dogs have been used successfully in a number of States to help law enforcement locate illegal drugs. The Pennsylvania Canine Drug Enforcement Unit, for example, is comprised of 14 strategically located canine drug enforcement teams that provide narcotic detection assistance to local, State, and Federal law enforcement agencies. The narcotic detection dogs receive monthly training in scent association and search patterns, and the handlers receive continuous updates on training methods, new protocols for conducting searches, and intelligence information. During the first three quarters of 1992, the unit arrested 173 drug offenders, participated in the service of 113 drug-related search warrants, and contributed to the confiscation of 515 kilograms of marijuana and 5 kilograms of cocaine. The Commonwealth of the Northern Mariana Islands has also established a Customs Canine Enforcement Service Program with funds from the Formula Grant Program and from the U.S. Department of Interior. The dogs, used to patrol the airport, the docks, and the post office, were responsible for the interdiction of 14.25 pounds of marijuana and 5.12 pounds of "ice" in 1991. These interceptions resulted in 16 arrests and seizure of assets valued at \$15,200.

In addition to the clandestine laboratory disruption conducted by many of the multijurisdictional task forces, several States established specially trained clandestine lab response teams. For example, the Washington State Patrol developed clandestine laboratory teams to help detect, interdict and dismantle illegal drug manufacturing sites,

particularly those involving hazardous chemicals. From October 1, 1991, through September 30, 1992, the State Patrol laboratory teams responded to 23 requests for assistance from 19 different law enforcement agencies. While these numbers are substantially reduced from the previous year, the State Patrol indicates that the labs are larger and more sophisticated than previously, and they are producing more designer drugs. They believe that changes in the State statutes have made it more difficult for illegal drug manufacturers to obtain chemicals, thereby eliminating some of the small labs. The State Patrol also operates a marijuana eradication hotline and offers rewards to callers who provide information leading to successful eradication efforts.

A Clandestine Lab Unit with statewide jurisdiction was established in Utah during 1991. Project officers enter a lab and arrest the suspects; chemists terminate the manufacturing process and identify chemicals; and the hazardous materials team dismantles the lab and processes the evidence. The Unit investigated 10 clandestine lab cases during 1991 and 11 labs during 1992, often in response to requests for assistance from local task forces. The Unit also developed and distributed 1,000 educational brochures and 2,000 posters regarding the hazards of clandestine labs and promoting the Unit's purpose and support capabilities.



CHAPTER 5

Money Laundering/Financial Investigations

When the Anti-Drug Abuse Act was first enacted in 1986, asset seizure, forfeiture, and money laundering laws in many States were inadequate. Few State and local agencies had the expertise or the resources to effectively remove the profits from drug trafficking organizations. BJA initiated a number of programs to provide State and local investigators and prosecutors with the tools needed to dismantle criminal organizations by removing their assets.

Asset Seizure and Forfeiture and Financial Investigation Programs were implemented to teach investigators and prosecutors the techniques of asset seizure and forfeiture and financial investigation. Demonstration programs in both of these areas were implemented to develop model programs and practices for replication by other jurisdictions. BJA also encourages prosecutors, through training and development of model practices, to pursue drug profits through Civil Racketeer Influenced and Corrupt Organizations (RICO) provisions. Use of civil proceedings, in which discovery is broader and the burden of proof is established by a simple preponderance of evidence, is proving very effective in a limited number of drug cases to date. All of these programs were active in FY 1992 and are discussed in more detail below.

Many of the multijurisdictional task forces funded under the Formula Grant Program emphasize seizure and forfeiture of drug-related assets. A number of States established state-wide forfeiture or financial investigation units to enhance the effectiveness of local drug enforcement efforts through removal of profits from drug trafficking organizations.

Discretionary Grant Program

Financial Investigation Program

The twelve Financial Investigation (FINVEST) Projects seized over \$22.5 million in drugs, \$40 million in property, and \$31 million in currency between their inception in 1988 and 1992. These projects are designed to demonstrate the

effectiveness of a centrally coordinated multijurisdictional approach to the investigation and prosecution of narcotics-related financial crime. Techniques used include: tracing narcotics-related financial transactions, analyzing the movement of currency, identifying criminal financial structures and money laundering schemes, and administering asset forfeitures. Emphasis is on the establishment of an interdisciplinary response to commonly shared major crimes related to drug trafficking conspiracies throughout a regional area.

Financial Investigations and Money Laundering Prosecution

Prosecutors are receiving additional tools to attack illegal drug enterprises in the form of prototype strategies, training, and technical assistance related to financial investigations and money laundering prosecutions. Money laundering is an increasingly sophisticated criminal activity that poses a grave challenge to the legitimate economy, the integrity of the political system, and law enforcement. As of early 1993, 22 States had some form of money laundering statutes, many not as comprehensive or as effective as the Federal statutes. This and a lack of experience in this prosecutorial arena, plus limited resources, have left many State and local prosecutors reluctant to invest the human and financial resources necessary to successfully undertake complex and time-consuming financial investigations and money laundering prosecutions.

The National Association of Attorneys General (NAAG) and the National District Attorneys Association (NDAA) are working together under a grant with BJA to help strengthen the financial investigative and money laundering prosecutorial skills of their constituents. The most successful activities involve identifying the hidden proceeds of drug crime, tracing narcotics-related financial transactions, analyzing the movement of currency, and identifying criminal financial structures and money-laundering schemes. Draft model financial remedies legislation and implementing regulations will be available in the summer of

1993 to assist States with the establishment or enhancement of the legislative authority necessary to effectively pursue the profits of drug trafficking organizations. A draft program operations manual will be available in the spring of 1993 to guide State and local prosecutors in implementing a successful financial investigation and money laundering program. Prosecutors will also benefit from the information clearinghouse and technical assistance currently being provided by NAAG, as well as the training under development on financial investigations and money laundering.

Asset Seizure and Forfeiture

The Asset Seizure and Forfeiture Projects demonstrated the effectiveness of asset seizure and forfeiture in removing profits from drug traffickers. The Asset Seizure and Forfeiture Program was developed in response to a need, expressed by State and local law enforcement executives, for assistance in making full use of asset seizures and forfeitures as a valuable tool in narcotics investigations. In response to the passage of legislation patterned after Federal law by many States, BJA entered into a cooperative agreement with the Police Executive Research Forum (PERF) to identify States with effective asset seizure and forfeiture statutes, develop a model program, and provide technical assistance and training. Five sites were selected to demonstrate the model and seized enough assets during their first year of operation to offset the costs of the program. Over 2,680 investigators and prosecutors in 31 States were trained in the effective application of asset seizure and forfeiture laws between 1987 and the end of 1992. PERF has developed a series of Asset Seizure and Forfeiture booklets, with 14 published volumes and two under review at the end of FY 1992.

Utilization of Civil RICO Statutes

The Utilization of State Civil Racketeer-Influenced Corrupt Organization (RICO) and Civil Remedies Program provides State Attorneys General with assistance on the use of State Civil RICO authorization as an effective litigation tool to bankrupt drug trafficking networks by stripping them of their illicit gains and proceeds. This project, conducted through a grant to the National Association of Attorneys General (NAAG), supports technical assistance, training, and an information clearinghouse on the effective use of State Civil RICO statutes. Statewide seminars and technical assistance meetings have been held in eight States with RICO authority and the desire to pursue this enforcement approach. A National Civil RICO Drug Enforcement Conference drew approximately 120 attendees from across the country. Since the initiation of the program, 8 to 10 Offices of the Attorney General have brought Civil RICO

cases for the first time utilizing the NAAG project for guidance and legal assistance. Others have identified staff and civil litigation specialists, formed units, or generally expanded their use of civil remedies.

The monograph entitled *Establishing a Civil RICO Unit Within the Office of the Attorney General* provides guidance to Attorneys General on the establishment of a Civil RICO unit in their offices. A *Civil Rico Pleading Manual* was published to provide government attorneys with a basic understanding of what RICO statutes can do, as well as to provide new civil litigators with a blueprint for construction of RICO cases. Demonstration projects in Arizona, Colorado, Oregon, and Washington are showing that the effective application of State Civil RICO statutes can take the profits out of drug trafficking. They are using different organizational and operational approaches, which will be analyzed to develop a model for Civil RICO programs.

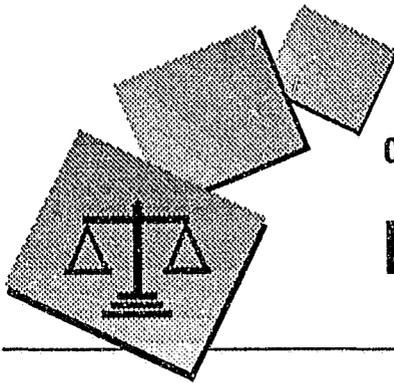
Formula Grant Program

Identification and removal of drug-related assets is a high priority for many of the task forces and other law enforcement programs discussed earlier. To enhance the effectiveness of task force and other drug enforcement activities, a number of States have established forfeiture units, generally within a State agency, to assist local agencies with the removal of drug profits. The following examples illustrate the types of programs that have been established.

Formula grant funds in Pennsylvania enabled the Financial Asset Investigation Unit in the Office of the Attorney General to conduct more in-depth investigations into major trafficking organizations and to locate and institute forfeiture actions against their drug-related assets. Experienced narcotics agents have been trained and assigned to each of the eight regional offices.

A Forfeiture Unit was established within the Office of the Rhode Island Attorney General in response to a State law, enacted in 1987, that raised local law enforcement agencies' participation in forfeited assets to 70 percent and eliminated the cap on forfeited assets. The Unit coordinates all forfeiture activity, prepares the cases, distributes assets, and acts as a legal advisor to local and State enforcement agencies.

The Iowa Financial Conspiracy Unit within the Division of Narcotics Enforcement conducts major drug investigations, often in conjunction with agents from the Internal Revenue Service and U.S. Attorney's Office.



CHAPTER 6

Enhanced Prosecution

Most prosecutors' offices throughout the country have experienced a rapid increase in drug cases as a result of enhanced drug enforcement efforts, including those resulting from drug task forces, street sweeps, and other street-level drug enforcement activities. Drug cases have become increasingly complex to prosecute, creating a need for specialists and extensive commitments of time. In addition to prosecuting cases which are more complex, prosecutors in most States are also dealing with significant and frequent changes in legislation related to drug cases. Many prosecutors also participate in multijurisdictional task forces, providing legal advice during investigations and preparing cases for prosecution. However, most prosecutors' offices are not sufficiently staffed to handle this increased burden. According to a Bureau of Justice Statistics Bulletin, *Prosecutors in State Courts, 1990*, many prosecutors' offices in rural areas consist of only one or two full-time prosecutors. In 1990, only half of the elected prosecutors employed one or more full-time assistants. Thus, the high volume of cases often encourages plea bargains as a means of expediting the process.

BJA, through its Discretionary Grant Program, is assisting State and local prosecutors by: developing a compendium of draft model statutes that will give prosecutors the tools they need to effectively prosecute drug cases, providing training and technical assistance to enhance prosecutor capabilities, and identifying and testing effective drug prosecution programs and practices.

The importance of prosecutor leadership and coordination with other system components in addressing drug-related crime is demonstrated through the Regional Prosecution Program and the Statewide Drug Prosecution Program. Although the Statewide Drug Prosecution Program, which encourages criminal prosecutions under the authority of the Attorney General, can be very effective in some States, it may not have wide applicability because of limited criminal jurisdiction available to or exercised by many State Attorneys General. The Statewide Grand Jury Program and the Federal Alternatives to State Trials are designed to test and develop models for specific programs which enhance the

capabilities of State and local prosecutors to pursue high-level drug traffickers and/or complex drug cases.

Formula grant funds have been used in many States to provide local prosecutors with additional personnel resources and training. Formula grant funds have been used to increase the resources devoted to the prosecution of drug cases, training and technical assistance, and career criminal prosecution. Drug prosecutors have been assigned to many of the multijurisdictional task forces discussed in an earlier chapter. Removing drug profits through the seizure and forfeiture of drug cases has also been a high priority for many of the prosecution programs. In a number of States, prosecutors at the State and local levels have been cross-designated as U.S. Attorneys to enable them to file cases in Federal court and/or to expand their jurisdictions.

The following section provides more detailed descriptions of programs which were operational during FY 1992.

Discretionary Grant Program

Model State Drug Statutes

The Model Asset Seizure and Forfeiture Act draws on the most effective language from Federal and State forfeiture laws to help prosecutors aggressively attack the economic underpinnings of the drug industry, while protecting the legitimate interests of third parties. The development of this and other model statutes has been a monumental undertaking initiated in FY 1988 by BJA, with a grant to the American Prosecutors Research Institute (APRI), an affiliate of the National District Attorneys Association (NDAA). A task force of prosecutors, created by APRI, recommended changes to the Uniform Controlled Substances Act to close loopholes in the original draft. The Uniform Controlled Substances Act, the Model Asset Seizure and Forfeiture Act, and statutes for holding drug users accountable have been published in a comprehensive document of model legislation entitled, *State Drug Laws for the '90s*.

Prosecutors in seven States have been provided with "hands-on" training to assist them with the effective implementation of these laws, once passed by their State legislatures. The training program has a built-in customizing feature that allows the training to be adapted, where necessary, to reflect the State laws used by the participants. Lectures and workshops focus on planning an investigation, identifying targets, planning and executing asset seizures, pretrial motions, and preparation for trial, including civil discovery.

The National Commission on Measured Responses to Achieve a Drug-Free America, authorized by the Anti-Drug Abuse Act of 1988, is charged with developing a uniform code of State drug laws. The Commission is made up of 24 State and local officials, half Democrats and half Republicans. The Commission, in its review of the criminal justice area, is expected to build on the Model Uniform Controlled Substances and Asset Seizure and Forfeiture Acts and a Model Financial Remedies Act. The model statutes, with the endorsement of the Office of National Drug Control Policy and the Department of Justice, were provided to the Commission for their consideration as an effective State drug enforcement tool. The Commission is holding hearings around the country and expects to issue recommendations during the summer of 1993.

South Carolina Model State Grand Jury

The effectiveness of using statewide grand juries to prosecute drug traffickers who operate across the jurisdictional lines of local prosecutors is being demonstrated and assessed through the State Attorney General's Criminal Drug Organizations Project in South Carolina. Before the legislature authorized a statewide grand jury, South Carolina, like many other States, had no statewide authority or mechanism to criminally prosecute individuals operating across local jurisdictional boundaries. Although numerous major drug trafficking networks operated throughout the State, the few individuals who were prosecuted were usually charged locally with possession or minor distribution, resulting in no significant impact on the network's operations.

Following enabling legislation in June 1989, the Attorney General for South Carolina began statewide investigations and prosecutions of drug trafficking organizations utilizing the State Grand Jury. The grant from BJA is assisting the Attorney General's Office in undertaking long-term and increasingly complex investigations and prosecutions of individuals operating statewide/multijurisdictional drug trafficking networks in South Carolina. Twenty-five drug trafficking organizations have been prosecuted, and over \$410,000 in cash and assets seized. Approximately 1,125 charges of drug trafficking, distribution, possession and

money laundering have been filed on 422 individuals. The cases reaching disposition have resulted in 209 guilty pleas and 43 convictions at trial for a 95-percent conviction rate. An evaluation is being conducted to determine the replicability of this statewide grand jury approach. Procedures for program implementation and operation will be documented along with the assessment of results.

Federal Alternatives to State Trials

During the first 18 months of the Federal Alternatives to State Trials (FAST) Program in Philadelphia, 326 cases were Federally indicted. Of the cases which reached disposition, 176 resulted in either a guilty plea or a verdict of guilty. Only five cases did not result in a conviction -- one was found not guilty; two were abated upon the defendants' deaths; and two were dismissed for cause. The FAST project is a joint effort between the City of Philadelphia District Attorney's Office and the United States Attorney for the Eastern District of Pennsylvania. It is designed to identify major drug trafficking and armed career criminal cases, and to transfer them from State to Federal court. Assistant District Attorneys are cross-designated as special assistant U.S. Attorneys so they can prosecute cases in partnership with the Federal prosecutors in the U.S. Attorney's Office.

The transfer from State to Federal jurisdiction substantially increases the likelihood that accused local drug dealers and other armed career criminals will remain in custody pending trial. Approximately 80 percent are released pretrial by State courts compared to fewer than 10 percent when Federally indicted. Offenders convicted in Federal court of gun or serious drug charges are sentenced under Federal sentencing laws and typically receive a 5-10 year sentence in a Federal facility. The FAST Program also assists Philadelphia with the management of increasing drug cases in the face of crowded court dockets and detention facilities. Under the project, an average of six to eight major cases are selected each week for prosecution in the Federal system.

Local Drug Prosecution

The American Prosecutors Research Institute (APRI), under a grant from BJA, has provided training and technical assistance to local drug prosecutors in approximately 18 States on innovative and effective drug prosecution programs and policies. The results of an assessment of the key elements of an effective prosecutor-led, multijurisdictional task force are being disseminated through workshops and on-site technical assistance. The project is documenting strategies and complete designs for implementing community-based drug control programs which build on the

leadership role elected prosecutors play in the community. An assessment is being made of emerging policy and management issues relative to local drug prosecution, which will be shared at a policy seminar for elected prosecutors and their key assistants.

Statewide Training for Local Prosecutors

"TOP GUN," a training program developed by frontline police and prosecutors, has provided 306 prosecutors and 115 law enforcement officers with an opportunity to learn about, discuss, and work through common problems arising in drug cases. The TOP GUN Drug Investigation and Prosecution Training course, developed by the American Prosecutors Research Institute (APRI) under a cooperative agreement with BJA, is designed specifically for prosecutors and law enforcement officers who handle narcotics cases. Topics include: how to investigate cases, how to manage confidential informants, recent developments in search and seizure case law, and trial techniques. Each participant's performance in applying a learned concept is videotaped and critiqued. A repeat of the assignment after review of the video shows dramatic improvements in performance. Prosecutors hone their trial skills while investigators learn to present evidence, and themselves, more effectively. Police learn what can be done in an investigation to increase the chances of a conviction. A videotaped training package entitled *The Investigation and Prosecution of Drug Offenses* has been developed and disseminated to 42 organizations in 26 States as well as in Canada.

Domestic Assistance Response Team (DART)

The Domestic Assistance Response Team (DART), located in the Philadelphia District Attorney's Office, coordinates law enforcement, victim assistance, and social services to spouses and their children in the early stages of physical and emotional abuse between cohabitating partners. This project attempts, through counseling, treatment and, when necessary, full prosecution and adjudication to interrupt the abuse before it escalates to serious harm or death. The DART staff is directed by an experienced prosecutor who has operational responsibility over or closely coordinates with the Philadelphia Police Department, victim assistance services, and appropriate domestic violence coalition groups to identify, target, counsel, arrest, prosecute, and provide treatment in domestic violence cases citywide. Since August 1992, 109 cases have been selected as meeting the project's selection criteria. Of the 27 cases reaching disposition, nine were found guilty; two not guilty; eight had charges withdrawn by the complainant; and the prosecutor declined to prosecute eight cases.

Formula Grant Program

Prosecution of Drug Offenders

Drug prosecution programs have been a high priority for the use of formula grant funds, with over 17 percent of the funds devoted to prosecution programs in the first 2 years of the program and approximately 11 percent during the next 3 years. Formula grant funds have been used to increase the resources devoted to the prosecution of drug cases, including statewide drug prosecution units, training and technical assistance, and career criminal prosecution. Drug prosecutors have been assigned to many of the multijurisdictional task forces supported with formula grant funds. Removing drug profits through seizure and forfeiture in drug cases has also been a high priority for many of the prosecution programs. In a number of States, prosecutors at the State and local levels have been cross-designated as U.S. Attorneys to enable them to file cases in Federal court and/or to expand their jurisdiction. Examples of these types of programs are described below.

Prior to 1987, only two county attorneys in Arizona had deputies assigned full time to drug cases. In 1992, 13 of the 15 county attorneys in Arizona had at least one full-time drug prosecutor, made possible by funds from Federal grants and the State Drug Enforcement Account. There were 30 full-time drug prosecutors in the State at the county attorney or city attorney levels, compared to 15 in 1987. In 1992, there were six full-time attorneys and five full-time investigators dedicated to asset forfeiture activities, whereas in 1987 there were none. The drug prosecution programs reported 6,082 felony drug offender convictions and 2,403 misdemeanor drug offender convictions between July 1991 and June 1992. Approximately 38 percent received jail or prison sentences.

In Michigan's jurisdictions with multijurisdictional drug teams, formula grant funds have provided prosecuting attorneys with one or more additional assistants for vertical prosecution of drug offenders. Prosecutors provide 24-hour on-call service to law enforcement officers and assist the teams in investigations by preparing, securing, and executing search warrants. The availability of counsel in forfeiture cases is particularly important, as it allows prosecutors to make decisions relative to the seizure of property or contraband under the authority of the warrant or on an otherwise legally sound basis. The Attorney General and several prosecutors may convene a multicounty grand jury when it is determined that the investigative approach is appropriate to apprehend and convict major drug dealers. During 1991, over 4,300 persons were charged or indicted under these programs.

State Drug Prosecution Programs have been established in a number of States to prosecute high-level and multijurisdictional drug cases and to provide resources, technical assistance, and training to local prosecuting attorneys. For example, a State Drug Prosecution Program was established in South Dakota to provide drug investigative and prosecutorial support to agencies across the State, to assist with the gathering and disseminating intelligence information, and to enhance drug prevention education through Project DARE (Drug Abuse Resistance Education). In South Dakota, only three of the 66 counties have full-time State's Attorneys with the time and resources to devote to drug prosecution. The State Drug Prosecution Program is a specialized unit responsible solely for prosecuting drug cases and coordinating seizure and forfeiture procedures. The attorneys are available to take part in extensive drug investigations and prosecutions throughout the State; to take over cases or assist local prosecutors during major drug cases; to assist with wiretaps and investigative grand juries; and to follow cases up the chain of the drug supply. Investigative grand juries are used to obtain testimony on sources of drug supply from convicted drug felons and defendants.

The Louisiana Attorney General's Office established a State Drug Prosecution Program with formula grant funds in 1989 to focus prosecution on complex, multijurisdictional narcotics trafficking conspiracies. Approximately 128 cases involving narcotics trafficking that crossed State or parish boundaries and/or conspiracies had been referred to the program through late 1991. In that year, the program obtained convictions in 93 cases.

Prosecuting attorneys in a number of States have been cross-designated as U.S. Attorneys to broaden their jurisdiction and to allow them to file cases in Federal court. A State Drug Prosecution Project in Maine integrates drug prosecution with the investigative efforts of the Bureau of Intergovernmental Drug Enforcement (BIDE). Assistant U.S. Attorneys and Assistant Attorneys General, some of whom come from District Attorney offices, consult and collaborate with agents to produce an integrated and unified investigation and prosecution strategy. Law enforcement agents are provided with full-time prosecutorial advice and other legal resources during an investigation and after an arrest. The prosecutors are cross-designated as Assistant Attorneys General and Assistant U.S. Attorneys.

Since its inception in the spring of 1988 through August 1991, BIDE has generated 1,700 cases. As a result of substantial involvement by the U.S. Attorney's Office, approximately one-third of the drug cases are prosecuted in Federal Courts. In 1992, in response to recommendations in an interim assessment report, a team approach to prosecution was implemented, with the district attorneys as a part of

the team. The attorneys prosecuting drug cases under the project as Assistant Attorneys General now report directly to the District Attorney in whose prosecutorial district they are assigned.

In Vermont, two Assistant Attorneys General and three Deputy State's Attorneys have been assigned to State Police Task Forces to ensure that each task force is advised by a trained attorney from the onset of an investigation through the prosecution stage. These prosecutors have been cross-designated as U.S. Attorneys so that they may prosecute cases in either the State or the Federal system. The expertise being developed by the prosecutors, along with their dedication to complex drug cases, have been greatly enhanced by this arrangement. The task force attorneys also act as resources for all the county State's Attorneys.

The Focused Attack Linking Communities, Organizations, and Neighborhoods (FALCON) Narcotics Abatement Unit (NAU) in Los Angeles, California, is designed to revitalize neighborhoods by encouraging voluntary abatement of narcotics nuisances at targeted locations. It is a cooperative approach involving property owners, the Los Angeles Police Department, the City Attorney's Office, and the Department of Building and Safety. FALCON NAU seeks not only to eliminate the criminal nuisance, but also to address those causal factors that create a favorable environment for crime. Community impact teams have been formed to launch multi-pronged attacks on crime and blight in specific neighborhoods. In the last year, the project completed 49 abatement investigations and 33 buildings were voluntarily abated by their owners.

A "Comprehensive Career Criminal and Drug Prosecution Support Program," administered by the Iowa Prosecuting Attorneys' Training Council, provides direct funding for specialized prosecutors and supports all prosecutors through automation, training, and technical assistance. During the past 2 years, more than 100 county attorneys and assistants have participated in specialized training that emphasizes the need for increased cooperation with drug enforcement agencies. The program combines the best components of a career criminal prosecution program and a prosecution management support system. Funding is provided to county attorneys participating in multijurisdictional drug enforcement task forces or to those who otherwise demonstrate a need for enhanced drug and career criminal prosecution capabilities.

Crime Laboratory Enhancement

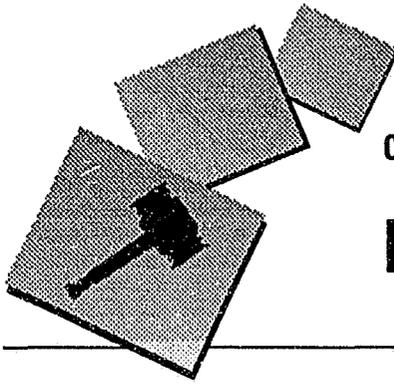
Crime laboratory enhancements in nearly 80 percent of the States enabled the labs to respond to rapid increases in drug cases while reducing backlogs and turnaround time for

analyses. The successful prosecution of drug cases requires the timely identification of all suspected controlled substances. As drug enforcement efforts were enhanced with the passage of the Anti-Drug Abuse Act in 1986, crime labs in many States became overwhelmed by requests for drug analyses. A number of States reported that cases were being dismissed because their crime labs were unable to provide results quickly enough to meet speedy trial requirements. Thus, crime lab enhancement and expansion programs were a high priority for formula grant funding in most States, as illustrated by the following examples:

The number of drug cases submitted to the Illinois State Police (ISP), the Chicago Police Department (CPD), and the Northern Illinois Police crime labs almost doubled between 1983 and 1990, increasing from 28,343 to 56,425 cases. The types of drugs submitted for analysis are increasingly drugs other than cannabis, which take longer to analyze. Drug analysis capabilities were unable to meet the increased demand for services, resulting in a growing backlog of drug cases. By December 1986, 716 drug cases had been dismissed by the court because timely analysis results were not available from CPD lab. Formula grant funds in Illinois were used to hire drug chemists and/or install state-of-the-art equipment in

the three labs mentioned above and in the DuPage County Sheriff's Office lab. ISP estimates that without formula grant assistance, the backlog would have risen to over 11,000 cases. The cases processed in 1 to 7 days increased from a low of 27 percent in 1987 to 72 percent through the first 9 months of 1992. Similar results were observed at the other labs. Legislation, designed to defray the costs of drug analysis services by enabling the courts to assess a crime laboratory analysis fee of \$50 per offense on convicted drug offenders, became effective in January 1991.

Formula grant funds in Michigan were used to provide additional laboratory scientists and equipment, which enabled the forensic laboratories to process 11.2 percent more drug cases in 1991, while reducing the turnaround time from 5.9 days in 1990 to 4.6 days in 1991. Laboratory personnel trained over 2,000 criminal justice practitioners in patrol interdiction procedures, as well as in the recognition and field testing of controlled substances. They also assisted with the training of narcotics detection dogs.



CHAPTER 7

Expeditious Adjudication

Information provided by the States in their statewide drug control strategies shows that court caseloads have grown significantly since the enactment of the Anti-Drug Abuse Act, more than doubling in many jurisdictions. The growing workload has resulted in an increase in time required to process a case and a growing backlog of cases (those not disposed within established time goals).

BJA's court-related Discretionary Grant Programs are designed to assist the States by exploring ways of reducing delays in case processing and by training judges in the identification of effective treatment and sanctions for drug offenders. The Differentiated Case Management Program, Expedited Drug Case Management, Court Performance Standards, and other delay reduction programs were designed to help the courts deal with the rapid influx of drug cases by reducing case processing times. Night courts and special drug courts are demonstrating ways of increasing the judicial capacity to process drug cases, without the high cost of expanding facilities. Programs that increase the sentencing options available to judges in drug cases, such as the Denial of Federal Benefits Program and fines, have also been developed.

The States have allocated a relatively small, but increasing, portion of their formula grant funds for court-related programs. In FY 1992, approximately 6 percent of the funds were allocated for court-related programs compared to under 3 percent in FY 1987. In a number of the States, the judiciary has chosen not to participate in this Executive Branch program because of separation-of-powers issues. In some States, other components of the system are perceived as having a greater need, because the judiciary has been more effective in obtaining State General Fund increases when needed. Other States are attempting to address the needs of the courts within their statewide strategies.

Several States are funding court delay reduction programs that bring the judge, prosecutor, and public defender together to prioritize drug cases, establish case processing schedules, and reduce the number of continuances. Others have established special drug courts or are increasing

resources to the public defenders' offices in efforts to reduce the backlog of drug cases. Some States are using formula grant funds to expand the sentencing options available to judges for drug offenders.

Discretionary Grant Program

Differentiated Case Management

A significant reduction in case processing time was achieved in both criminal and civil courts that implemented the Differentiated Case Management (DCM) model. For example, the DCM program in Pierce County (Tacoma), Washington, which targeted drug cases, reported a significant decrease in case processing time despite a 50 percent increase in drug caseloads. Benefits derived from the more efficient processing of cases include an estimated 50 percent decrease in the number of bench warrants issued for noncustody defendants and a reduction in pretrial detention days. The DCM program in Detroit/Wayne County, Michigan, reported a 38 percent increase in productivity as measured by the number of cases disposed of per judge. The DCM model requires early case evaluation by both the court and the attorneys; classification according to case processing complexity and priority; assignment of each case to appropriate "tracks" or "plans"; establishment of event deadlines and adherence to all schedules; and continuous monitoring of each case. BJA selected five courts to develop and test the DCM model. A Program Brief, which will assist other jurisdictions with implementation of the DCM model, was under development in FY 1992.

Expedited Drug Case Management

The success of the DCM program, discussed above, gave rise to the Expedited Drug Case Management (EDCM) Program, which applies the DCM concepts to the adjudication of drug cases. Philadelphia's participation in EDCM was prompted by an effort to deal with a 7,000 drug-related

case backlog. The EDCM program assigned all new filings in the Felony List Program to one of four time tracks, based upon the speed with which adjudication and disposition could be expected. Within 8 months, 4,455 cases in the program had been adjudicated. Philadelphia experienced a 26-percent reduction in the average number of days from arraignment to disposition for felony cases and a 36-percent reduction in the average number of jail bed days for pretrial detainees. This translates into a savings of about 230,000 jail bed days over an 18-month period, or 420 beds per day. Efficiencies such as prioritizing the work of the crime lab and/or providing fax machines between the court, the crime lab, and the criminal records division were also implemented. As agencies became more efficient, the productivity of the staff increased along with their commitment to the program.

Increasing caseloads and a growing concern over delays in processing drug-related criminal cases prompted the New Jersey Administrative Office of the Courts to implement a EDCM program in Middlesex County. Three tracks were established for the EDCM program: Track A, cases with the likelihood of incarceration; Track B, no incarceration, plea of guilty likely; and Track C, cases to go to trial. The program that evolved is the direct result of a collaborative effort by the court, the prosecutor, and the public defender to establish and implement an entirely new concept of case management. The average time from drug case initiation to disposition in Middlesex County, New Jersey, decreased 66 percent, from 238 to 81 days, as a result of increased efficiency achieved under the EDCM Program. Marion County (Indianapolis), Indiana, was the third site selected to demonstrate the EDCM model.

Court Performance Standards

The Trial Court Performance Standards (TCPS), published in 1990, provide 22 standards and 75 measures for improved judicial administration and accountability. The measures are fully described in *Measurement of Trial Court Performance; 1990 Supplement to the Tentative Trial Court Performance Standards with Commentary*. TCPS have been endorsed and disseminated by the major judicial organizations, including the Conference of Chief Justices, the Conference of State Court Administrators, and the National Association of Court Management and are widely used throughout the courts community. Many of the TCPS address the findings of the BJA-funded Large Trial Court Capacity Program which examined the pace of litigation, including drug cases, in 26 urban trial courts. The TCPS provide State courts with the strategic management tools to:

promptly implement changes in laws and policies adopted by State legislatures to curb illegal drug use.

establish and comply with recognized guidelines for timely processing of dramatic increases in drug-related cases while keeping current with incoming caseloads.

coordinate with other components of the justice system, such as law enforcement and the prosecutor's office, that also impact the expeditious processing of drug cases.

adhere to relevant laws, procedural rules, and established policy to keep drug cases from "falling through the cracks" and to avoid mistakes that lead to reversals of cases on appeal.

seek, use, and account for the public resources allocated for the administration of drug cases.

The usefulness, feasibility, and validity of the TCPS and measurement system have been verified by 12 courts in the States participating in BJA's demonstration, as well as by many other courts which have begun to use the standards and measurement system as an aid in handling the flood of cases confronting them. TCPS have also aided in securing the resources needed to deal with the implications of the drug crisis. Courts in Alabama, California, New Jersey, Ohio, Virginia, and Washington are participating in the demonstration program.

Drug Night Courts

The Drug Night Courts Program is assisting courts in expediting the adjudication of large numbers of drug cases and saving jurisdictions the tremendous expense of capital expansion by using existing courtrooms to add an evening shift. The goals of the Drug Night Court Program are to identify and assess the effectiveness of courts that have extended operations into the evening, develop prototype strategies, and develop training materials to assist interested courts in effectively expanding their hours of operation.

The assessment phase of the program addressed issues raised by the American Bar Association about the productivity and quality of justice in drug night court operations. Court administrators, chief judges, district attorneys, and chiefs of public defender offices in the 50 largest cities have been surveyed by mail to assess their receptivity to drug night court operations and the potential obstacles to such operations. The assessment identifies both the benefits and the drawbacks of drug night courts. A prototype drug night court design and program guide is being developed for dissemination to interested courts. In addition, a training program under development in FY 1992 will address: staffing the drug night court, case selection criteria, financial incentives, special needs assessment for night court cases, coordination with other court services, and program evaluation.

Structured Fines

The Structured Fines Program is being implemented to demonstrate the use of fines as an effective intermediate sanction for offenses. The results from a pilot experiment conducted by the National Institute of Justice (NIJ) in Staten Island, New York, and a fines program in Arizona suggest that properly administered structured fines provide a timely, meaningful, and credible intermediate sanction for many felony and misdemeanor offenses. BJA-established Structured Fines Programs in Connecticut, Iowa, and Oregon are demonstrating strategies for applying and enforcing structured fines in felony and misdemeanor cases. Critical program elements that have been incorporated into these programs include: sentencing standards, case screening, monitoring, fine collection, and enforcement of compliance. Fines are applied to a broad range of offenses, either as a stand-alone sanction or as part of a sanctioning package. If fines are not paid, judges can choose from a range of established sanctioning options that are less stringent than jail, yet punitive and enforceable. The Vera Institute of Justice was awarded a grant to develop a prototype of the program, provide training and technical assistance to the demonstration sites, evaluate the effectiveness of the structured fines program, and produce a program implementation guide.

Formula Grant Program

Court-related programs initiated or expanded with formula grant funds generally focus on reducing the delay in case processing caused or aggravated by the influx of large numbers of drug cases. A sampling of these programs, designed to expand the options available to judges for sentencing drug offenders, are described below.

States that have implemented effective Court Delay Reduction programs have found that cooperation and coordination among the court, the prosecutor, and defense services are essential to success. For example, in New Jersey an alliance between the courts, the prosecution, and the defense was established in order to provide additional resources to the courts. Judges were transferred from the civil to the criminal divisions and, with a team of public defenders, prosecutors, and other support staff, addressed the criminal case backlog. Formula grant funds were used to create special drug courts in seven counties using this team approach. Three urban counties implemented differentiated case management programs, and five county courts implemented programs to improve trial court administration.

The average processing time has been reduced by several months on cases selected for expedited treatment under a differentiated case management program in the Fourth Circuit Court of Appeals in Louisiana. The program was established to deal with the 150-percent increase in criminal appeals and writ applications filed since 1984, due to the rise in crime rates and increased drug enforcement efforts. Criminal appeals are screened by a central staff attorney at the time of filing to determine whether the case should be placed on an accelerated docket. Selected cases are assigned to a panel of judges.

In Delaware, a Criminal Administrative Order established time standards for each phase of a criminal case in Superior Court. The standards became effective on April 1, 1992, and imposed sanctions for failure to comply. Formula grant funds were used to implement several programs to increase the efficiency and effectiveness of the court. Procedures for the processing of continuance requests were revised; a control calendar was maintained; and procedures were implemented to revoke drivers' licenses for all drug offenders. As a result, the average time between the order for a presentence report and disposition in Kent and Sussex Counties was reduced from 87.2 days to 53.5 days by providing two full-time court clerks. In New Castle County, the average time in detention for detainees dropped from 27 to 22 days, at least partially due to efforts to centralize and streamline the management of drug cases.

Los Angeles County's Early Disposition Project obtained over 3,600 felony certified pleas, saving the county almost \$14 million. A deputy district attorney and a deputy public defender work together at the felony arraignment and reach an agreement on a guilty plea in most cases. The Probation Department agreed that when a certified felony guilty plea is obtained under this program, a probation report would be completed 14 days after the defendant entered the plea in court rather than the usual 80 days.

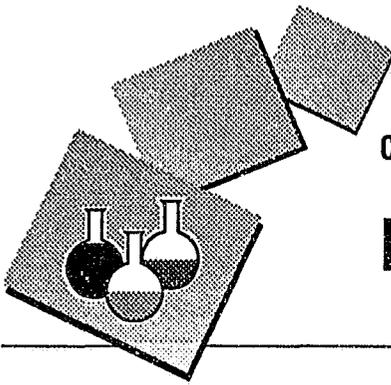
A structured fines pilot project has been implemented by the District Court in Polk County, Iowa, to demonstrate and study the use of criminal fines as an intermediate sanction as well as to provide information to Iowa policymakers on the benefits of a statewide structured fine system. The program is designed to decrease the use of incarceration as a criminal sanction by increasing the use of fines when appropriate. The project establishes fine amounts that are realistic and enforceable and standardizes the application and administration of fines to reduce the potential for inequities. South Dakota also makes extensive use of fines as a sentencing option for those convicted of drug-related offenses. During 1989-91, fines were imposed on 56 to 62 percent of the those convicted of drug offenses.

The Philadelphia Court of Common Pleas implemented a Pretrial Services Special Release and Monitoring Program designed to reduce failure to appear in court and recidivism rates of high-risk offenders released prior to trial. Those defendants accepted by the program are granted a conditional bail reduction and are assigned a court representative to monitor, track, and assist the defendant. Defendants in need of treatment and counseling are referred to appropriate programs. The court representative subpoenas the defendant for all open court dates and contacts him or her prior to the specified court date to assure appearance. Any failures to appear, or rearrests, result in the immediate issue of a noncompliance warrant. Field investigators, who make unannounced home visits, remind the defendant of court dates and report any special problems in the defendant's home environment to the court representative. The field investigators are empowered with the authority to arrest and will make an immediate arrest of a defendant who violates the program.

A number of States are developing training programs for judges and court personnel on substance abuse, interventions, and court delay reduction. The Ohio Supreme Court has received two formula grants to train judges and court

personnel in substance abuse issues and court delay reduction. Iowa has used formula grant funds to train a cadre of judges and support staff at a national drug training program. Iowa also used formula funds to conduct a 2-day seminar to provide juvenile court officers information about substance abuse intervention and legal issues relating to juveniles. Trained judges present this information to other court officials at judicial conferences throughout the year.

Several States found that insufficient public defense services were contributing to delays in the processing of drug cases and provided formula grant funds to public defense offices to increase the availability of defense attorneys. The Defender Assistance Program in Washington State provides resources to improve and coordinate statewide indigent defense proceedings involving drug offenses. The program provides for the development and distribution of a defense manual for drug cases, training for public defenders who handle drug cases, development of a computerized brief bank, and provision of two attorneys and support staff to serve as resources in drug cases.



CHAPTER 8

Drug Testing

BJA played a leadership role in encouraging States to test offenders for drugs and in providing guidance on implementation of quality, cost-effective drug testing programs. Demonstration programs to assess the effectiveness of drug testing in pretrial services and intensive supervision programs were supplemented with programs that evaluate testing technologies, estimate the cost of drug testing, develop drug testing standards, and demonstrate the effectiveness of comprehensive testing programs. Over 90 percent of the States have implemented drug testing programs in some or all parts of their criminal justice systems.

The American Probation and Parole Association's Drug Testing Guidelines and Practices for Adult Probation and Parole Agencies provides a composite of and a guide to the best practices available for agencies developing a new program or upgrading an existing program. The development of the guidelines, which are based on an analysis of drug testing policies and procedures from more than 125 probation and parole agencies across the Nation, was supported by BJA and the Office of Juvenile Justice and Delinquency Prevention. The guidelines are designed to assist probation and parole agencies in developing judicially acceptable programs that will provide the information needed to confirm or deny offender drug use. The policies and procedures developed in accordance with these guidelines will enable agencies to withstand legal challenges of drug test results. The guidelines should be used as a standard for the development of rigorous collection, identification, and chain-of-custody procedures.

A BJA- and National Institute of Justice-sponsored comparison of urinalysis technologies for drug testing in criminal justice was extremely useful in helping State and local agencies establish cost-effective drug testing programs. The study showed that immunoassay drug tests are more accurate than thin-layer chromatography, which performed poorly in identifying the presence of illegal drugs. The study also showed that trained staff in an on-site testing facility can obtain test results from the immunoassay technologies that are as accurate as those obtained by certified technicians in a commercial laboratory. BJA also published a monograph,

Estimating the Costs of Drug Testing to assist policymakers and planners in developing a rough estimate of how much it will cost to implement and operate a drug testing program.

The guidance provided by BJA's drug testing program has assisted State and local governments in significantly reducing the costs and time associated with researching the most suitable drug testing technology. BJA's programs have also assisted them with the establishment of effective procedures for initiating a drug testing program, thereby reducing the legal costs associated with challenges to test results.

Some States have used formula grant and/or State funds to institute comprehensive programs to test offenders for drugs at all stages of the criminal justice process. Other States, which have found the cost of a comprehensive program prohibitive at this time, are generally incorporating drug testing into formula grant-funded programs. A number of States which have evaluated their programs report a significant drop in drug use among offenders who are tested.

The following section describes programs which were operational during FY 1992.

Discretionary Grant Program

Drug Testing Throughout the Criminal Justice System

Multnomah County (Portland), Oregon, and Montgomery County (Dayton), Ohio, are establishing programs to demonstrate the effectiveness of drug testing offenders at each stage of the criminal justice process. The Drug Testing Throughout the Criminal Justice System Program is designed to demonstrate a comprehensive offender management system using drug testing to identify and monitor drug-abusing arrestees/offenders throughout the process. The Multnomah County Program illustrates the various points in the system where drug testing can be used to make decisions about the offender. It is designed to process a

high number of drug samples and evaluations daily and to disseminate the results to the case managers in an expedient manner. Positive drug tests or noncompliance with the conditions of release result in referrals to treatment, notification to the court, and/or a revocation hearing. Populations served by the program include: pretrial release clients with identified substance abuse problems; high-risk probationers and parolees; participants in a women's drug treatment program; participants in a program for pregnant female offenders; and participants in a work camp program.

Drug Testing Technical Assistance and Training

During FY 1992, BJA continued to sponsor training based on the *American Probation and Parole Association's Drug Testing Guidelines and Practices for Adult Probation and Parole Agencies*. The training has provided administrators and program personnel with the knowledge and skills necessary to develop and implement a drug testing program. Over 450 administrators and line probation, parole, and treatment providers have participated in seminars designed to provide a thorough understanding of the process and elements required to establish a systemwide drug testing program. The training seminar, entitled "A Systemwide Approach to Drug Testing for Criminal Justice," is jointly administered by the American Probation and Parole Association and the Pretrial Services Resource Center. Twenty probation and parole agencies have been selected from seminar participants to receive technical assistance and a small grant of up to \$5,000 to enhance their drug testing program. Each jurisdiction is testing at least 125 offenders for drugs over a 6-month period to demonstrate the benefits of conducting an effective drug testing program. The funds are used to purchase drug testing supplies and services.

Formula Grant Program

Drug Testing Offenders

Regular drug testing of offenders, in combination with stiff penalties for positive results, has been shown in a number of States to be effective in reducing drug use. Over 90 percent of the States have implemented drug testing programs in at least some parts of their criminal justice systems. Many of these programs have been initiated or expanded with formula grant funds. Drug testing activities in a number of States are discussed below.

Oklahoma, for example, has implemented a comprehensive, centralized, statewide drug testing system. Drug testing of felons is conducted primarily by the Department of Correc-

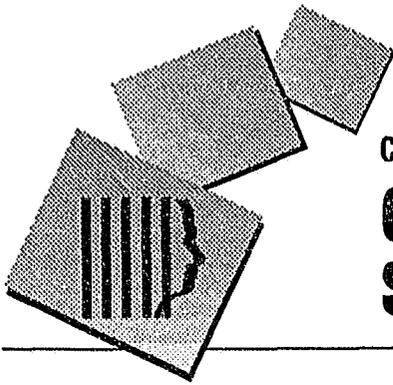
tions (DOC), which has supervisory authority over all State probationers, parolees, and incarcerated inmates. Drug test results are used for offender management and as a tool for treatment referral. Testing is used to make decisions at the following points in the system: pretrial release, sentencing, probation and parole, an early correctional release program, incarceration and community treatment.

The District of Columbia operates a systemwide drug testing program. All arrestees for serious crimes are tested, with the results used by the court for making pretrial release decisions. During periods of incarceration, inmates are randomly and periodically tested as a means of ensuring that illegal substances are not entering the correctional setting. Probationers are tested as a condition of their sentence, and if found "dirty" can have their probation revoked and be sent to prison. Similarly, parolees are periodically tested to ensure compliance with parole conditions. Positive results are used as a basis for revocation proceedings and a return to prison.

Drug testing in the Illinois Intensive Parole Supervision programs has resulted in a marked decline in drug use over the first 18 months of the program, from 34 percent positive during the first 6 months to 19 percent positive during a recent 6-month period. Since the program began, 11 percent of the program's participants have had their parole violated for a new offense compared to 18 percent of those in the comparison group.

Comprehensive legislation for drug testing of defendants and offenders was signed into law by the Governor of Texas in 1989. As a condition of release on personal bond, a defendant who has been shown to have a history of drug abuse is required to submit to drug testing and participate in a drug abuse or education program. If there is evidence that an offender has been involved with controlled substances, the court is required to mandate drug testing as a condition of probation and parole.

Many other States also report the use of drug testing of defendants and offenders at all, or several, points in the criminal justice process. For example, Ohio and Colorado indicate that drug testing is used to some extent in all components of the criminal justice system. States such as Georgia, Idaho, Massachusetts, Utah, and Wyoming test some or all prison inmates, parolees, and probationers. Sheriff's offices in Massachusetts have developed rules and guidelines for testing inmates and regularly test those working in the community on work release or furlough. A few States indicate that, although drug testing is regularly incorporated into formula grant-funded programs, its use for criminal justice clients is generally limited. Several States have reported that cost factors have prohibited either implementation of comprehensive drug testing programs or expansion of current drug testing efforts.



CHAPTER 9

Corrections/Intermediate Sanctions

During the 1980s, most States experienced unprecedented increases in their prison populations, due in large part to the increases in drug cases and changes in legislation requiring mandatory incarceration and longer sentences. Between 1979 and 1990, State prison populations increased by more than 150 percent. As a result, many States are investing tremendous resources into the expansion of their prison systems.

In addition to problems faced by State prison systems, probation and parole agencies throughout the country are being forced to supervise an increasing number of serious offenders with inadequate resources. In 1990, of the adults under correctional supervision in the United States, 61 percent were under probation supervision, 12 percent were on parole, 9 percent were in local jails, and 17 percent were in State and Federal prisons. The number of offenders on probation rose 36 percent from 1985 to 1990, and those on parole increased 77 percent.

Through the Discretionary Grant Program, BJA assists the States in managing prison overcrowding and developing intermediate sanctions to enhance public safety while offenders are under supervision in the community. The Prison Capacity Program, implemented in FY 1987, provided States with guidance and technical assistance to analyze their overcrowding problem and to develop a strategy to address it. It showed that unless States establish policies to regulate the use of imprisonment, their prisons will continue to be chronically crowded in spite of an ambitious prison construction program. The 15 participating States worked through a five-step planning process to: establish a long-term vision of the State's correctional system; objectively analyze the crowding problem; identify viable solutions to prison crowding; assess the impact of the proposed solutions to prison crowding; and implement and monitor the plan. As a consequence, they developed the capability to forecast prison populations, draft and assess the impact of legislation, and implement programs which can ultimately reduce prison and/or jail crowding.

Discretionary programs were also implemented to develop and test the effectiveness of various intermediate sanctions, such as boot camps, intensive supervision, and electronic monitoring. Intensive Supervision Programs were shown to have considerable utility in punishing and controlling less serious offenders, but the programs that targeted higher-risk offenders were no better at controlling crime and no less costly than routine supervision. They also had little effect on prison crowding, according to National Institute of Justice and other research. Intensive Supervision Programs were initiated by BJA in eight sites during FY 1987 and 1988. In addition to smaller caseloads and frequent face-to-face contacts, the projects included drug testing, drug/alcohol counseling or treatment, employment services and/or use of electronic monitoring devices. Many of the projects experienced difficulty implementing the rehabilitative aspects of their programs.

BJA published a monograph entitled *Electronic Monitoring in Intensive Probation and Parole Programs*, which describes a process for defining the objectives of electronic monitoring, developing policies, reviewing equipment bids, and securing technical assistance. Electronic monitoring devices are used in conjunction with house arrest programs to limit and monitor the movement of criminal offenders. They provide a relatively low-cost method of protecting public safety while allowing the offender to reside and work in the community.

During the first several years of the program, BJA also explored and tested various drug treatment strategies to help the States reduce the drug involvement of offenders. When the States prepared their first drug control strategies in 1987, most indicated that treatment services for offenders in the criminal justice system, both within institutions and in the community, were inadequate or nonexistent. The use of both discretionary and formula grant funds has resulted in a significant improvement in the availability of treatment services for offenders in most States.

The 11 States which participated in BJA's Comprehensive State Department of Corrections Drug Treatment Strategy

Program completed and are implementing comprehensive treatment plans resulting in a significant expansion in the availability of drug treatment services for inmates. The efforts of Alabama, which overhauled its correctional system to make treatment available to inmates using a combination of discretionary, formula and State funds, provides a good example of the types of activities implemented under this program and are discussed in more detail in the Formula Grant Program section of this chapter. One of the important findings from the Comprehensive Treatment Strategy Program was that States need not spend funds on elaborate diagnostics and individualized programming. Inmate populations are quite homogeneous in their drug abuse histories and need patterns. Once identified as drug abusers, other external factors, such as expected time to release, are often more important than a detailed treatment needs assessment in determining the appropriate intervention. Matching inmates to the right sequence of interventions requires, at a minimum, knowledge that the inmate has a drug problem, some general idea of the severity of that problem, and the inmate's expected release date. BJA also funded programs for Drug Treatment in Individual Correctional Institutions, explored Innovative Drug Treatment programs developed in the States, and provided training and technical assistance to encourage the wider use of Treatment Alternatives to Street Crime (TASC), a program which has been proved effective.

Only 7 percent of the inmate population in local jails were receiving drug treatment, according to a BJA-sponsored survey conducted by the American Jail Association in 1987. Fewer than 20 percent of all jails had a drug treatment program with paid staff, and only 2 percent provided more than 10 hours of treatment activities per week. In response to this survey, BJA initiated the Drug Treatment in a Jail Setting Program to demonstrate effective programs. Although most offenders spend only a short time in jail, treatment can be effective because being jailed creates a point of crisis for many offenders which increases their receptivity to treatment. The program also showed that treatment aftercare upon release from jail is important and should be court-ordered to ensure that services are available, that the offender participates in the treatment, and that the offender's progress is monitored.

Beginning in FY 1991, BJA reduced its involvement in funding drug treatment programs and has adopted the position, suggested in the National Drug Control Strategy, that the criminal justice system make referrals to treatment rather than provide such treatment. Treatment for drug abusing offenders should be provided with funding and guidance from the Department of Health and Human Services (HHS). Since the establishment of the Office for Treatment Improvement within HHS, BJA's Discretionary

Grant Program involvement in drug treatment has been limited to coordination and information dissemination.

In FY 1992, Congress earmarked \$13 million of Discretionary Grant Program funds for Correctional Options. This program, which consists of three parts -- demonstration sites, training and technical assistance, and boot camp prisons -- is discussed further below.

Although formula grant funds may be used for the construction of correctional facilities, only a few States have used them for this purpose. Formula grant funds represent only a small fraction of the many millions of dollars needed for prison construction. Most States recognize that building alone is not going to solve their prison overcrowding problem. Therefore, the formula grant funds have been used to implement intermediate sanctions, which can be used to relieve overcrowding and provide increased supervision for serious offenders who would otherwise have been placed in the community with little supervision. Many States continue to use formula grant funds for, and have made significant progress in, developing and implementing drug treatment programs within institutions and expanding services for offenders in the community. A number of States are implementing comprehensive drug treatment programs within their prison systems using a combination of State and Federal resources. Almost all States have developed or expanded some drug treatment services for offenders.

Discretionary Grant Program

Correctional Options

In 1990, Congress authorized, but did not appropriate, funds for the Corrections Options Program, which provided BJA with the authority to establish a comprehensive program of financial assistance to support the development of cost-effective alternatives to traditional modes of incarceration. In FY 1992, Congress earmarked the Byrne Discretionary Grant Program funds to implement the Corrections Options Program.

Correctional Options include community-based incarceration, weekend incarceration, boot camp prisons, electronic monitoring, intensive probation, and any other innovative sanction that is an alternative to traditional modes of incarceration while effectively achieving its objectives. The program supports the following activities as defined by law:

- four grants, using 80 percent of the available funds, in various geographical areas throughout the United States, to public agencies for correctional options demonstration

programs (including the cost of construction) that provide alternatives to traditional modes of incarceration and offender release programs.

❑ grants, using 10 percent of the funds, to public agencies to establish, operate, and support boot camp prisons.

❑ grants, using 10 percent of the funds, to private, nonprofit organizations to provide training and technical assistance to criminal justice personnel, and establish small innovative projects.

Demonstration Grants were awarded to Alameda County, California, and to the Departments of Correction in Florida, Maryland, and New Hampshire. Alameda County is implementing a comprehensive program of previously successful approaches with drug-abusing offender populations, such as intensive supervision, Day Reporting Centers, and TASC, and providing services through a centralized location. Florida is implementing a comprehensive strategy of secure intensive residential treatment, reentry services, and supervised aftercare on an outpatient basis. The program includes: group counseling, relapse prevention, lifestyle/values re-structuring, and AIDS/HIV education and prevention. Maryland is enhancing its boot camps, work/pre-release, and home confinement programs and is developing day reporting and regimental housing programs. Drug testing and electronic monitoring are being used during community supervision. New Hampshire is implementing a new 60-bed Bridge program of intensive services; a new 50-bed Bypass Program of modified shock incarceration; a high-intensity supervision unit; and expanded pre- and post-release programming in areas of substance abuse treatment, employment, vocational counseling, and work.

Boot Camps are being established by the St. Louis, Missouri, Medium Security Institution; the Cook County, Illinois, Sheriff's Department; and the Kentucky Department of Corrections. St. Louis' Boot Strap Partnership Program brings criminal justice and social service agencies together to provide substance abuse treatment, work, educational services, and mental/physical conditioning for 120 nonviolent, prison-bound youthful offenders. The Cook County Boot Camp Project also provides an alternative to incarceration for youthful offenders. Inmates are given a split sentence of boot camp followed by probation. The program incorporates military-style discipline with an emphasis on responsible behavior and self-esteem. Services available to the offender include: a therapeutic community, small group sessions, individual counseling, educational and other social services, and release planning. Kentucky's 50-bed Shock Incarceration Unit is designed to "jolt" nonviolent first-time offenders into abandoning their criminal behavior. It offers discipline, education, physical training,

plus individual and group counseling, with a strong emphasis on substance abuse treatment.

The National Institute of Justice has been provided funds from BJA to evaluate projects funded through the Correctional Options Program and to develop standards that will help in guiding the future development and evaluation of correctional boot camps for both adults and juveniles.

Formula Grant Program

Intensive Supervision of Offenders

Approximately one-half of the States have used formula grant funds to establish or expand Intensive Supervision Programs for offenders. Most States experienced a rapid growth in probation and parole populations, and caseloads for many correctional officers more than doubled as a result of increased drug-related arrests and convictions during the late 1980's. Most States estimate that between 70 and 80 percent of those under probation or parole supervision have substance abuse problems. The goal of the Intensive Supervision Program is generally to provide an increased level of probation/parole supervision that ensures community safety. Specialized caseloads with a smaller number of clients are established to enable the probation officer to develop a greater understanding of and rapport with the individual client, which assists the officers in evaluating the substance abuse problem, obtaining the most appropriate services, and maintaining the client in treatment. The following examples illustrate the scope of some of these programs.

Virginia is using formula grant funds to expand an intensive probation/parole supervision for drug offenders project statewide. Over 1,500 inmates were assigned to intensive supervision in FY 1992. The active caseload at the end of June 1992 was 1,209, up from 918 one year earlier. Of that number, over 400 were employed for 30 hours or more per week and had gross earnings of approximately \$243,000 for the month. Two-thirds of the clients received drug treatment and counseling. Only 12.5 percent of those assigned to the program in FY 1992 committed a new felony or misdemeanor.

In 1990, Minnesota established an Intensive Community Supervision (ICS) program, which deals exclusively with prison-bound felony offenders. The program utilizes formula grant funds and funds appropriated by the State Legislature. To be eligible for ICS, offenders must not be serving a minimum mandatory sentence and must not present a danger to public safety. Offenders progress

through three stages of decreasing supervision. The legislation also permits the probation officer to use electronic surveillance to monitor the offender at any time during the various phases.

Utah used formula grant funds to expand two intensive supervision programs (ISP) for adults and one for juveniles. Youth who score high on risk assessments are ordered into the juvenile ISP, with the goals of reducing repeat offenses and increasing compliance with community service, restitution, fines, and other court orders. Specific conditions of probation may include home confinement, daily face-to-face contacts with the probation officer, random drug screening, school or work attendance, and electronic monitoring. The period of intensive supervision is approximately 90 days, with possible extensions.

Intermediate Sanctions

Other intermediate sanction programs implemented by the States include boot camps, house arrest, and restitution programs. Examples of these types of programs are described below.

A number of States are testing the effectiveness of "boot camps" as sentencing options for youthful offenders. The "boot camp" program concept originated in Georgia in 1983 with the establishment of Special Alternative Incarceration (SAI) at Dodge Correctional Institute. The SAI program, which could be mandated by the judge as a condition of probation, required offenders to serve the first 90 days in prison. The first phase, consisting of manual labor, rigorous physical conditioning, and military-style discipline, was followed by less structured community supervision. As of early 1992, 23 States had instituted boot camp programs. Wisconsin, for example, has developed the Challenge Incarceration Program for youthful offenders, which serves 20 inmates with controllable substance abuse problems. After 6 months in the program, successful participants are paroled for 1 or 2 years. Program components include a military regimen, work in the community, and substance abuse counseling. The Department of Corrections (DOC) plans to increase the capacity of this program to 64 beds in 1993.

House Arrest Programs with electronic monitoring are being implemented on a small scale in a number of States and are proving to be cost-effective. For example, Puerto Rico placed 389 offenders in an Intensive Electronic Monitoring Program over a 3-year period through FY 1992. The Electronic Monitoring Program costs \$19 per client per day, plus costs associated with drug testing, compared to \$44 per day to incarcerate the offender. In addition, fines for overcrowding imposed by the Federal court average at least \$300 per day per overcrowded inmate. Puerto Rico estimates that

during FY 1991, the Electronic Monitoring Program saved the Commonwealth approximately \$4.6 million.

The Vermont DOC operates seven "house arrest" programs, supported with formula grant funds, for 121 low-level offenders per day who would otherwise be incarcerated. Eighty-one percent of these offenders have successfully completed the program and have been re-integrated into their communities. Wisconsin has also implemented home detention with electronic monitoring programs for both adults and juveniles. Home detention is widely used as a nonsecure detention option for pre-adjudicated juveniles.

Connecticut has used formula funds to establish drug offender day programs in Hartford, New Haven, and Bridgeport that provide a range of services, such as supervision, drug testing, counseling, and job and education assistance. Originally intended for pretrial detainees, the programs have been expanded to include short-term sentenced offenders. The programs provide prison overcrowding relief, as well as a means of controlling and rehabilitating offenders who remain in the community.

A Youth Restitution Work Program was initiated with formula grant funds in Utah to target first-time offenders and provide them with a means to pay restitution to their victims. The intention is to break the cycle of crime. The program has been implemented in five cities with four half-time restitution/probation officers having an average caseload of seven youth per officer. Between July 1, 1991, and June 30, 1992, 244 youth participated in the program, paying \$34,361 in restitution. Twenty-nine juveniles were rearrested during the report period.

Minnesota makes extensive use of a broad variety of community service programs. The Minnesota Citizens Council on Crime and Justice coordinates the placement of persons sentenced to community service and reports that a significant percentage of those who perform it continue to serve either as volunteers or as paid staff for the organizations to which they were originally assigned. Minnesota's Sentencing to Service (STS) program was established in 1986 to put non-serious offenders to work on community projects. STS is a joint project of the Minnesota Department of Correction, the Minnesota Department of Natural Resources, the courts, county sheriffs, and local units of government. More than 9,000 offenders worked over 450,000 hours on STS crews during FY 1992, saving an estimated 31,000 jail days. The dollar benefit of jail days saved at \$35 per day was \$1 million. The dollar benefit of STS labor, had workers been paid \$5 per hour, was worth more than \$2.2 million. In response to the success of STS, the 1990 Minnesota Legislature, as part of its anti-drug initiative, appropriated money to expand STS statewide.

Drug Treatment for Offenders

Many States have made significant progress over the past years in developing and implementing drug treatment programs within institutions and expanding services for offenders in the community. A number of States are implementing comprehensive drug treatment programs within their prison systems using a combination of State and Federal resources. Almost all States have developed or expanded some drug treatment services for offenders. The following examples illustrate the types of programs being implemented in the States.

The Alabama DOC has developed and is implementing a drug treatment strategy which shows that effective treatment services can be provided economically to all inmates who need them. It estimates that 1,500 prison beds can be converted to quality in-patient drug treatment beds for just over \$2 million per year. An inmate can be placed in residential drug treatment for approximately \$150 per month in addition to the already obligated prison housing costs. The \$1,050 per month it costs (\$900 to house an inmate plus \$150 for the drug treatment program) compares very favorably to the \$9,000-\$12,000 per month that drug treatment costs in the community. Alabama, which was one of 10 States that participated in BJA's Comprehensive State DOC Treatment Strategy, is providing drug treatment to over 17,000 inmates. Its goal is to convert between 5 and 10 percent of all prison beds to drug treatment beds using a combination of State funds, discretionary and formula grant funds, and funds available through the Department of Health and Human Services.

In order to maintain as much separation as possible between inmates undergoing treatment and the general population of inmates, Alabama is devoting entire facilities to treatment. The 640-man Ventress Correctional Unit is such a dedicated drug treatment facility. Inmates are placed in Continuing Recovery Dorms after completing 8 weeks of intensive substance abuse treatment. During this period in Continuing Recovery, inmates participate in counseling sessions, Alcoholics Anonymous (AA) meetings, work, classes, and workshops on job-related and family issues, as well as programs available to them in the community. Aftercare planning is an integral part of in-patient treatment. Plans completed by each inmate, in conjunction with his counselor, are provided to work release camps and parole officers.

A number of other States have also established a continuum of drug and alcohol treatment. For example, in Florida, formula grant funds were used to support two State and 20 county drug abuse education and treatment projects within correctional facilities. Almost 12,000 inmates have partici-

pated in the DOC multi-tier drug treatment programs. Tier I is a 40-hour drug education program which has been provided to 7,771 inmates. The intensive 8-week residential, modified therapeutic community program designed for inmates with serious substance abuse problems was provided to 1,566 inmates. A Drug Intervention Center program consisting of a 4-month residential therapeutic community was provided to 1,298 inmates, and 1,344 inmates in Community Corrections Centers were provided counseling services. The local projects provided drug treatment services to 8,031 offenders incarcerated in county jails and juvenile detention centers.

Prior to 1988, Illinois had drug education programs in only one juvenile and three adult institutions, and long-term substance abuse therapy groups existed in only four adult institutions. A combination of formula grant and treatment block grant funds have been used for the development of a continuum of services, which now includes programs in all adult and juvenile institutions, all work release centers, and several special parole units. Services range from basic substance abuse education to outpatient and intensive residential treatment. The Illinois DOC has also implemented an alternative to the conventional parole model known as PRESTART, which is designed to enable releasees to make the transition from prison to the community. PRESTART places emphasis on reintegration and provision of services rather than on enforcement and supervision.

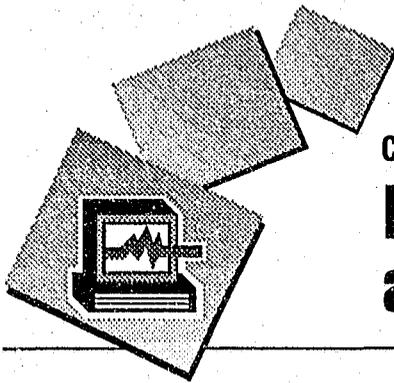
In Kansas, every inmate entering the penal system is required by law to enter into an agreement for rehabilitation. Successful completion of recommended educational, vocational, mental health, substance abuse, or other programs determined necessary to prepare the inmate for release is required before the inmate can be considered for parole. Serious substance abuse patterns are noted in over 80 percent of the new admissions to the DOC, resulting in some form of treatment recommendations. Formula grant funds have been used for community corrections programs and for staff to coordinate treatment programs, identify service gaps, and recommend ways to reallocate resources to better meet inmate and parolee needs.

New York has invested a significant portion of its formula grant funds in the expansion of treatment opportunities for drug-involved offenders. A Comprehensive Alcohol and Substance Abuse Treatment Program (CASAT), one component of New York's comprehensive efforts, was established in five correctional facilities to provide a three-phased continuum of treatment services. The first phase is placement in a therapeutic community that focuses on chemical dependency and includes drug education, counseling programs, and fostering the development of coping

mechanisms to facilitate recovery. Success in the therapeutic community prepares the inmate to participate in the community reintegration phase. During this phase, the inmate is moved to work release or community placement to continue in a structured treatment program while becoming reintegrated to the responsibilities of employment and community living. The aftercare phase, administered by the Division of Parole for approximately 1 year upon the individual's release from prison, focuses on relapse prevention.

Treatment Alternatives to Street Crime

Treatment Alternatives to Street Crime (TASC) Programs, which serve as a bridge between criminal justice and treatment, have been established or expanded with formula grant funds in approximately 25 percent of the States. The goal of TASC is to interrupt the drug-using behavior of offenders by linking the sanctions of the criminal justice system to the therapeutic processes of drug treatment programs.



CHAPTER 10

Information Systems, Statistics, and Technology

Criminal history information about drug and other serious offenders is vital to decisions on the release and sentencing of offenders, employment in sensitive positions (e.g., working with children), and the sale of firearms. Yet this information is often incomplete or inaccurate. In accordance with a commitment made by former Attorney General Richard Thornburg to improve criminal history records, BJA allocated \$27 million of the Discretionary Grant Program funds over a 3-year period for the improvement of criminal history records. In FY 1992, the States began implementing a legislative requirement to use 5 percent of their formula grant award for the improvement of criminal justice records. During FY 1991, BJA, in consultation with the Bureau of Justice Statistics (BJS) and State and local criminal justice practitioners, developed and published guidance for the implementation of this provision. The combination of these two efforts are expected to significantly improve criminal history records and the availability of accurate and timely information.

BJA also supports the development and implementation of operational and management information systems to help criminal justice agencies meet the day-to-day challenges of processing the growing numbers of drug cases with limited resources. The systems are designed to increase the efficiency and effectiveness of these agencies. For example, computerized management information systems have been developed for the Treatment Alternatives to Street Crime (TASC) programs, crime laboratories, prosecutors, and jails. Training and technical assistance are provided to assist State and local agencies with the implementation of these and other public domain software.

A number of States have used a portion of their formula grant funds to develop or enhance criminal justice information systems. In addition to implementing criminal history records improvement programs, management information systems, and generating data for research, a number of States have used formula grant funds to implement intelligence information networks.

Discretionary Grant Program

Criminal History Records Improvement Program

Improvements achieved by States participating in the Criminal History Records Improvement (CHRI) Program include: identification of felons; interfaces between the central repository and the courts; backlog reduction; increased arrest and disposition reporting; compliance with Federal Bureau of Investigation (FBI) reporting standards; and improved data quality and timeliness. The program is designed to make systemic improvements in the quality and timeliness of State criminal history records, accurately identify convicted felons, and meet new FBI/BJA voluntary reporting standards. Criminal history records are the most widely used records within the criminal justice process. They are a primary source of information vital to making decisions for both criminal and, increasingly, noncriminal justice purposes. All States are participating in this program, which is administered by the Bureau of Justice Statistics. Most States have been successful in significantly improving their criminal history records systems along with achieving various other innovations. The types of improvements which the States are implementing are shown below:

Activity	Percent of States
Improve Reporting	93
Purchase Equipment	72
Meet FBI Standards	58
Identify Felons	56
Add to Computerized Criminal History (CCH)	53
Data Conversion	42
Participate in Interstate Identification Index (III)	40
Backlog Reduction	35
Increase Automated Master Name Index	28
Establish CCH	14

BJA provided a grant to Queues Enforth Development, Inc., a Cambridge, Massachusetts, research firm, to evaluate the CHRI Program. The impact evaluation will include all States and will be followed by an intensive, systemic evaluation of three to five States that have been particularly successful in improving their records. Evaluation work is slated for completion in February 1994.

Operational Systems Support Training and Technical Assistance

The ability of criminal justice practitioners and policymakers to make informed decisions regarding the purchase, implementation, and maintenance of automated information systems has been enhanced by the training and technical assistance provided under the Operational Information Systems Support Program. SEARCH Group, Inc., under a cooperative agreement with BJA, operates the National Criminal Justice Computer Lab and Training Center located in Sacramento, California. The purposes of the Center are to: provide hands-on training in microcomputer-based software for statistical, graphics, and operational applications; conduct software demonstrations; provide objective evaluations of computer products to assist criminal justice agencies with their purchasing decisions; and assist officials nationwide in developing appropriate solutions to serious and complex information management problems.

Programs consisting of on-site technical assistance and outreach training at locations throughout the country have been developed in recent years specifically for small- and medium-sized criminal justice agencies. A consortium of academic institutions and criminal justice associations and agencies that maintain microcomputer labs has been established to facilitate training of criminal justice personnel. Quarterly *Technical Bulletins* identify, describe, and assess new and emerging technologies that have existing or potential application in criminal justice information management.

Formula Grant Program

Criminal Justice Records Improvement

In FY 1992, the States began implementation of a new Congressional mandate, enacted through the Crime Control Act of 1990, which requires the States to use 5 percent of their formula grant funds for the improvement of criminal justice records. During FY 1992, States were in various stages of establishing advisory boards to oversee these

efforts, and developing and implementing criminal records improvement plans. By the end of 1992, the plans from 22 States had been approved. A sample of programs being implemented by the States are described below:

Texas has been working on the improvement of its criminal history records since 1987. The 5-percent set-aside is being used to continue these efforts. Case dispositions are entered at the county-level into court case tracking systems, which have been automated in the largest counties. Formula grant funds are being used to automate court case processing systems in all 254 counties and to implement electronic reporting between these systems and the State's criminal history repository.

Pennsylvania established a Criminal History Records Improvement Committee to examine the quality of the State's criminal history records system and to recommend necessary initiatives to improve data quality. The Committee found that approximately 40 percent of recent cases initiated by arrest or summons for fingerprintable offenses did not result in a criminal history record and that one-third of the automated criminal histories were missing one or more dispositions. Pennsylvania is implementing a plan to make data quality a priority; to expand automation and improve data linkages; to educate and train personnel; and to establish policies and procedures to monitor the completeness, accuracy and timeliness of the information.

Although Missouri has a fully automated criminal history and fingerprint record system and legislatively mandates the reporting of dispositions at every level of the criminal justice system, full reporting has yet to be achieved. Missouri is implementing a plan designed to expedite the linkage of existing automated systems, automate systems in agencies where none exist, and increase the awareness of laws governing the reporting of criminal history information.

Reporting Alien Convictions to INS

States also began implementation of a provision that requires them, as a condition of receiving formula grant funds, to report convictions of aliens, free of charge, to the Immigration and Naturalization Service (INS). The Immigration Act of 1990 enacted in November 1990, along with technical amendments to the Immigration and Nationality Act enacted in December 1991, changed Section 503 of the Omnibus Crime Control and Safe Streets Act to require States to make the following assurance as part of their application for Formula Grant funds:

An assurance that the State has established a plan under which the State will provide, without fee to the Immigration and Naturalization Service, within 30

days of the date of their conviction, notice of conviction of aliens who have been convicted of violating the criminal laws of the State and under which the State will provide the Service with the certified records of such a conviction within 30 days of the date of a request by the Service for such record.

The requirement is being implemented in two phases. Phase I targets serious offenders, defined as those who are sentenced to incarceration. Phase II requires the establishment of mechanisms and procedures for reporting convictions of all other aliens and suspected aliens. The two-phased approach allows States to develop reporting mechanisms which minimize the burden on them and for INS to target the resources necessary to deal with the large increase in cases.

Many States are establishing mechanisms through their State criminal records repository to automate reporting to INS, which should result in more complete and timely reporting. By the end of 1992, plans for implementation of Phase I had been approved for all States except eight. Plans for the eight States were still being negotiated with INS or were awaiting final INS review. Plans for implementation of Phase II from 15 States had been approved, and 7 were under review by INS.

Other Information Systems Improvements

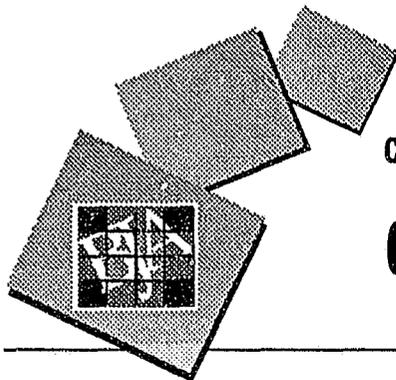
Several States implemented management information and intelligence systems to support their multijurisdictional drug task forces and other drug enforcement activities. For example, Ohio reports that the multijurisdictional approach to drug law enforcement has resulted in identification of numerous operational and information needs. Prior to the funding of the Prosecutors Information System project, each of Ohio's 88 county prosecutors operated and stored criminal history data independently. All counties are expected to eventually participate in the system. The State Sheriff's Association received formula grant funds to provide computerized information systems for all 88 sheriffs' departments. In addition, the Attorney General's Office is implementing an automated fingerprint identification system.

The Mississippi Bureau of Narcotics received formula grant funds to enhance its intelligence information network, which benefits Federal, State, and local narcotics agencies. Mississippi reports that money and many hours of manpower have been saved by the ability to access intelligence on suspected drug offenders across the State. The Bureau enters 600 records per day and responds to approximately 10,000 requests per year for information. The Utah Department of Public Safety also implemented an automated

central intelligence system in 1991 that contains data on drug and violent crime offenders. As of July 1, 1992, information on over 26,500 known or suspected criminals had been contributed by 41 Federal, State and local criminal justice agencies and had been entered into a database. Long-range plans include the linking of district and circuit court offices to the system.

The District of Columbia's computerized photographic identification system, Life Net System, interfaces with criminal history records to provide a complete mug shot of the suspect. Additionally, the system can provide "like" photographs for photo line-ups and other investigative uses. The interdiction program instituted by the District at the Lorton Correctional complex is enhanced by the Eyedentification System, which uses a Retina Scanner to positively identify a visitor entering the facility, verify the individual as an authorized visitor, and search for contraband. The name is entered into the system to check for any outstanding warrants. As a result of this program, the flow of drugs brought into Lorton by visitors has dropped significantly.

Iowa has implemented a project to collect and analyze data from hospital emergency rooms and pharmacies. All but five of Iowa's hospitals are voluntarily reporting emergency controlled substance abuse admissions. In addition, selected pharmacies provide computer-generated information regarding controlled substances prescriptions. As the data are collected, project personnel analyze the information to identify drug and chemical substances currently abused and monitor patterns and trends of substance abuse. As of April 1992, 120 hospitals, or 95 percent, were voluntarily submitting reports.



CHAPTER 11

Other BJA Categorical Programs

Regional Information Sharing Systems (RISS) Program

Regional Information Sharing Systems Program services were utilized by member agencies in investigations resulting in 40,119 arrests since the program's inception in 1984 through September 1992. During that time, project services were utilized in investigations which resulted in seizures and recoveries of controlled substances valued at over \$2 billion, seizures of assets valued at over \$335 million, and Civil RICO recoveries of \$14.6 million. Training has been provided to over 66,300 attendees from State and local agencies in 2,958 sessions. The RISS Program supports six projects with a membership of 3,394 State and local agencies and 310 Federal agencies covering all 50 States. The RISS projects operate on a regional basis and enhance the ability of State and local criminal justice agencies to identify, target, investigate and prosecute multijurisdictional organized crime, drug trafficking, and white-collar crime. A seventh project, the National White Collar Crime Center, formerly known as LEVITICUS, has refocused its objectives to take the lead in the multistate investigation of white collar crimes including, but not limited to: investment fraud, telemarketing fraud, securities fraud, boiler room operations, and advanced fee loans. The FY 1992 appropriation for the RISS Program was \$14.5 million.

Public Safety Officer's Benefits Program

The Public Safety Officers' Benefits (PSOB) Act provides death and disability benefits when a Federal, State, or local public safety officer's death or total and permanent disability is the direct and proximate result of a traumatic injury sustained in the line of duty. A public safety officer is an individual serving a public agency in an official capacity, with or without compensation, as a law enforcement officer,

fire fighter, corrections officer, probation/parole officer, judicial officer, or as a member of a public rescue squad or ambulance crew.

Both death and disability benefits are adjusted annually by the percentage of change in the Consumer Price Index. During Fiscal Year 1992, the PSOB death benefit for injuries sustained on or after October 1, 1991, was increased to \$119,894 from \$109,460. The disability benefit for injuries sustained on or after October 1, 1991, was increased to \$104,954 from \$100,000.

Since the beginning of the PSOB Program on September 29, 1976, 3,358 line-of-duty death claims have been approved, with benefit expenditures of over \$214.5 million. During FY 1992, 179 death benefit claims were approved totalling \$20.9 million in benefit payments. These benefits were awarded to the eligible survivors of 123 police officers, 44 firefighters, 3 correctional officers and 9 other public safety officers such as judges, ambulance and rescue squad members. The PSOB disability program was enacted on November 29, 1990. The disability program's first claims were paid during Fiscal Year 1992. Three disability awards were made to two law enforcement officers and one firefighter, totalling \$300,000.

The November 18, 1988, amendment to the PSOB Act authorized the use of up to \$150,000 of PSOB funds to establish national programs to assist the families of public safety officers who died in the line of duty. Accordingly, BJA has awarded these funds annually to Concerns of Police Survivors, Inc., (COPS), a nonprofit corporation. COPS is an organization that coordinates and directs a national network that responds with psychological and emotional support and other assistance to the families who have lost their public safety officers in the line of duty. This network consists of families who themselves have lost a public safety officer and who have come through that deeply traumatic experience to resume reasonably normal, productive lives. Each May 14-16, COPS conducts their annual National Survivor Family Conference in Washington, D.C., for law enforcement survivor families throughout the Nation.

Private Sector/Prison Industry Enhancement Certification Program

The Private Sector/Prison Industry Enhancement Certification Program provides for the limited deregulation of Federal prohibitions affecting the movement of State prisoner-made goods in interstate commerce and purchase by the Federal Government. It serves the purposes of 1) engaging offenders in work for which they are paid, enabling them to make a contribution to society by offsetting the cost of their incarceration, compensating their victims, and providing family support; 2) reducing prison idleness; and 3) increasing the prospect for inmate rehabilitation through improved job skills. As of September 30, 1992, 992 inmates were employed in 28 certified programs comprised of 75 projects operated by private sector companies. Since the inception of the program in December 1979, inmates employed in these programs have earned almost \$27.2 million in wages. They have contributed over \$4.7 million in room and board payments, \$1.7 million in family support, \$3.0 million in taxes, and \$1.6 million in compensation to victims for a total of nearly \$11.2 million in contributions. The Crime Control Act of 1990 increased the statutory limit on the number of programs which can be certified from 20 to 50 programs. BJA provides technical assistance and training through a cooperative agreement with the American Correctional Association to participating programs and State and local units of governments interested in developing a program.

Emergency Federal Law Enforcement Assistance Program

The Emergency Federal Law Enforcement Assistance (EFLEA) Program provides assistance to States and local units of government facing law enforcement emergencies. During FY 1992, BJA awarded a total of \$4.8 million in EFLEA payments to the States of California, Florida, and Louisiana. Awards were made to assist State and local law enforcement agencies to respond to the Los Angeles riots, to a serial arsonist involved in 30 church fires in Florida, and to the devastating effects of Hurricane Andrew.

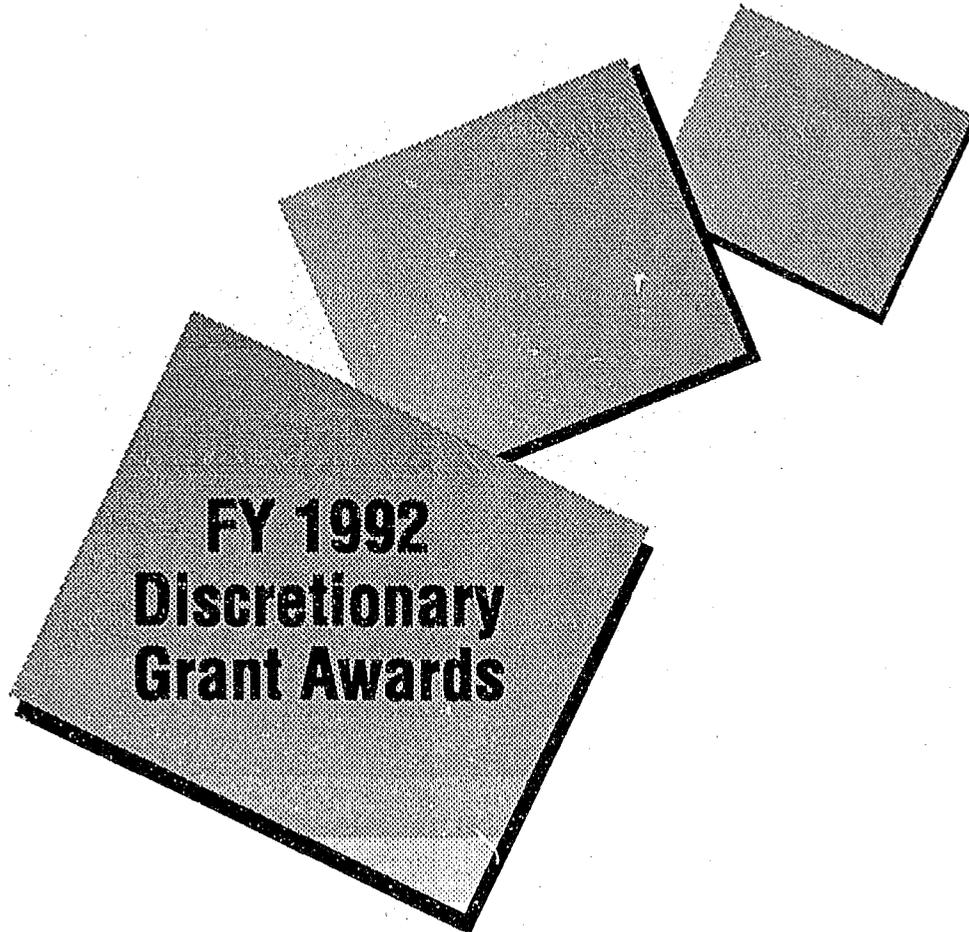
Mariel Cuban Reimbursement Program

The Mariel Cuban Reimbursement Program provides assistance to the States to defray expenses associated with the incarceration of Mariel Cubans in State facilities, following their conviction for a felony after having been paroled into the United States by the Attorney General during the 1980 influx of Cubans leaving the Port of Mariel. The Mariel Boatlift included a minority of violent people who had been released from Cuban prisons. Many were subsequently convicted of felonies and were incarcerated in State prisons, burdening the States with the costs of incarceration. During FY 1992, awards totalling \$4,963,000 were made to 39 States. The prorated awards of \$176 per month/per inmate are reimbursements to the States for expenses incurred as the result of the incarceration of 2,277 inmates verified as meeting the eligibility criteria under the Mariel Cuban Program. The FY 1992 appropriation for this program was \$4,963,000.

Federal Surplus Real Property Transfer Program

The Federal Surplus Real Property Transfer Program is designed to alleviate crowding in State and local correctional facilities by transferring suitable Federal property and buildings for new construction or renovation. The expansion of correctional facility capacity through this program enhances the ability of participating jurisdictions to provide programs which contribute to the care and/or rehabilitation of incarcerated offenders. Since the enactment of the legislation in 1985, 18 properties have been transferred to State and local units of government for use as correctional facilities.

Appendix A



FY 1992 Discretionary Grant Awards

<u>PROGRAM/PROJECT</u>	<u>GRANTEE</u>	<u>OTHER FUNDS*</u>	<u>DISC AWARDS</u>
<u>DEMAND REDUCTION</u>			
National Crime Prevention Campaign	National Crime Prevention Council		\$3,000,000
National Night Out	National Association of Town Watch		100,000
Demand Reduction Model Development	National Crime Prevention Council		1,175,000
Neighborhood Crime & Drug Abuse Prev	Eisenhower Foundation		500,000
Strategic Intervention for High-Risk Youth	Bridgeport Futures Initiative, CT	87,500	88,219
	Austin, TX	87,500	126,778
	National Institute of Justice		331,952
	Seattle Department of Housing & Human Services, WA	87,500	117,705
	Youth Service USA, Inc., TN	87,500	119,301
Communities in Action to Prev Drug Abuse	National Training & Information Center		400,000
Drug Abuse Resistance Education (DARE)	AZ Department of Public Safety		410,000
	Los Angeles, CA		310,000
	IL State Police		320,000
	NC State Bureau of Investigation		340,000
	VA Dept of State Police		320,000
Boys & Girls Club	Boys and Girls Clubs of America		2,300,000
Texas Mayors Safety Crime & Law Enforcement	National Crime Prevention Council		150,000
Gang Prevention Documentation	Foundation for Advancement In Science Education		332,610
Partnership for Drug-Free Neighborhoods Workshop	National Association of Neighborhoods		24,989
TOTAL DEMAND REDUCTION		350,000	10,466,554
<u>COMMUNITY-ORIENTED POLICING</u>			
Innovative Neighborhood-Oriented Policing (INOP)-Urban	Louisville, KY		187,296
	Norfolk, VA		110,186
	Hayward Police Department, CA		200,000
	New York City Police Department, NY		110,262

<u>PROGRAM/PROJECT</u>	<u>GRANTEE</u>	<u>OTHER FUNDS*</u>	<u>DISC AWARDS</u>
	Portland, OR		225,000
	Tempe Police Department, AZ		185,000
INOP-Rural	Caldwell, ID		56,623
	Fort Pierce Police Department, FL		50,349
	Newton County Police Department, IN		99,976
	Richmond, ME		50,000
INOP Training and Technical Assistance (T/TA)	Police Executive Research Forum		384,399
Drug-Impacted Small Jurisdictions	Ft. Myers Police Department, FL		99,910
	Pittsfield, MA		94,560
Operation Weed and Seed	Atlanta Department of Police/Finance, GA	425,500	187,500
	Chicago Housing Authority, IL	425,500	187,500
	Charleston, SC	425,500	187,500
	Denver Office of the Mayor, CO	425,500	187,500
	Fort Worth, TX	425,498	186,719
	Madison Mayor's Office, WI	425,500	187,500
	Omaha Mayor's Office, NE	250,000	500,000
	Philadelphia Mayor's Office, PA	425,500	187,500
	San Diego Office of Comptroller, CA	425,500	187,500
	DC Off of Criminal Justice Plans & Analysis	425,500	187,500
	DE Criminal Justice Council	425,500	187,500
	Kansas City Police Department, MO	207,500	
	MA Common Criminal Justice	425,500	187,500
	Metro Richmond Coalition Against Drugs, VA	24,995	187,496
	Pittsburgh Department of Public Safety, PA	425,500	187,500
	San Antonio Police Department, TX	425,490	187,494
	Santa Ana Police Department, CA	425,500	187,500
	Seattle Police Department, WA	425,500	187,500
	State of New Jersey	743,142	
Operation Weed and Seed TA	Institute for Law and Justice, Inc.		350,000
Youth Gang Prevention and Intervention Services	Youth Development, Inc.		100,000
Operation PAR Training for Weed and Seed	Operation PAR, Inc.		200,000
Vouchers for Community Groups	Office of Juvenile Justice and Delinquency Prevention		150,000
T/TA for Mayors on Weed and Seed	National Conference of Black Mayors, Inc.		100,000
Community Policing in Public Housing	Institute for Law and Justice, Inc.	1,725,000	25,155
Safe Haven	Cities in Schools Inc.	2,000,000	500,000
TOTAL COMMUNITY POLICING		11,733,125	6,777,925

<u>PROGRAM/PROJECT</u>	<u>GRANTEE</u>	<u>OTHER FUNDS*</u>	<u>DISC AWARDS</u>
<u>LAW ENFORCEMENT EFFECTIVENESS</u>			
Organized Crime/Narcotics Trafficking (OCN)	AZ Department of Public Safety		64,000
	Broward County Sheriff's Office, FL		64,000
	Omaha, NE		64,000
	Dallas County Sheriff's Department, TX		64,000
	Jefferson County Police Department, KY		64,000
	Kansas City Police Department, MO		64,000
	Las Vegas Metro Police Department, NV		64,000
	MD Dept. of Public Safety & Cor. Services		64,000
	ME Department of Public Safety		64,000
	Multnomah County District Attorney's Office, OR		64,000
	NM Department of Public Safety		64,000
	NY County District Attorneys Office		64,000
	OH Attorney General		64,000
	Pima County Sheriff's Department, AZ		64,000
	Riverside Police Department, CA		64,000
	Suffolk County District Attorney, MA		64,000
	UT Department of Public Safety		64,000
Institute for Intergovernment Research		398,739	
Statewide Integrated Resources Model	AZ Office of Attorney General		150,000
	FL Department of Law Enforcement		150,000
OCN Center for Task Force Training	Institute for Intergovernmental Research		713,231
Washington, D.C. Metro Drug Task Force	Arlington County Police Department, VA	950,000	700,000
Urban Street Gangs Drug Trafficking Enforcement	Fort Wayne Police Department, IN		250,000
	Kings County District Attorney, NY		225,000
Urban Street Gang TA	Institute for Law and Justice, Inc.		149,650
Gangs & Drugs Policy Program	Office of Juvenile Justice & Delinquency Prevention		110,000
Clandestine Lab T/TA	Drug Enforcement Administration		200,000
Financial Investigations Pilot Project (COMMAND)	University of Nevada-Reno		200,000
Training in Anti-Drug Activities Involving Illegal Aliens	International Assn. of Chiefs of Police		150,000
Crack/Focused Substance Task Force Report	Institute for Law and Justice		9,990
Drug Market Analysis	National Institute of Justice		200,000

<u>PROGRAM/PROJECT</u>	<u>GRANTEE</u>	<u>OTHER FUNDS*</u>	<u>DISC AWARDS</u>
SE Summit on Violent Crime	Community Research Associates, Inc.		124,615
TOTAL LAW ENFORCEMENT EFFECTIVENESS		950,000	4,819,225

MONEY LAUNDERING/FINANCIAL INVESTIGATIONS

Financial Investigations Demonstration	Broward County Sheriff's Office, FL		150,000
	San Diego Office of Comptroller, CA		150,000
	GA Bureau of Investigation		150,000
	Kansas City Police Department, MO		149,503
	Multnomah County District Attorney Office, OR		150,000
	NV Dept. of Motor Vehicles and Public Safety		149,895
	NY County District Attorney's Office, NY		150,000
	Pima County Sheriff's Department, AZ		150,000
	Prince George's County Police Department, MD		149,499
	Riverside Police Department, CA		150,000
	SC Law Enforcement Division		350,000
	Suffolk County District Attorney, MA		150,000
Financial Investigations Training	Institute for Intergovernmental Research		399,311
Assets Seizure & Forfeiture Training	Police Executive Research Forum		299,993
Asset Forfeiture Training for Prosecutors	American Prosecutors Research Institute		299,746
Civil RICO T/TA	National Association of Attorneys General		250,000
TOTAL MONEY LAUNDERING			3,247,947

ENHANCED PROSECUTION

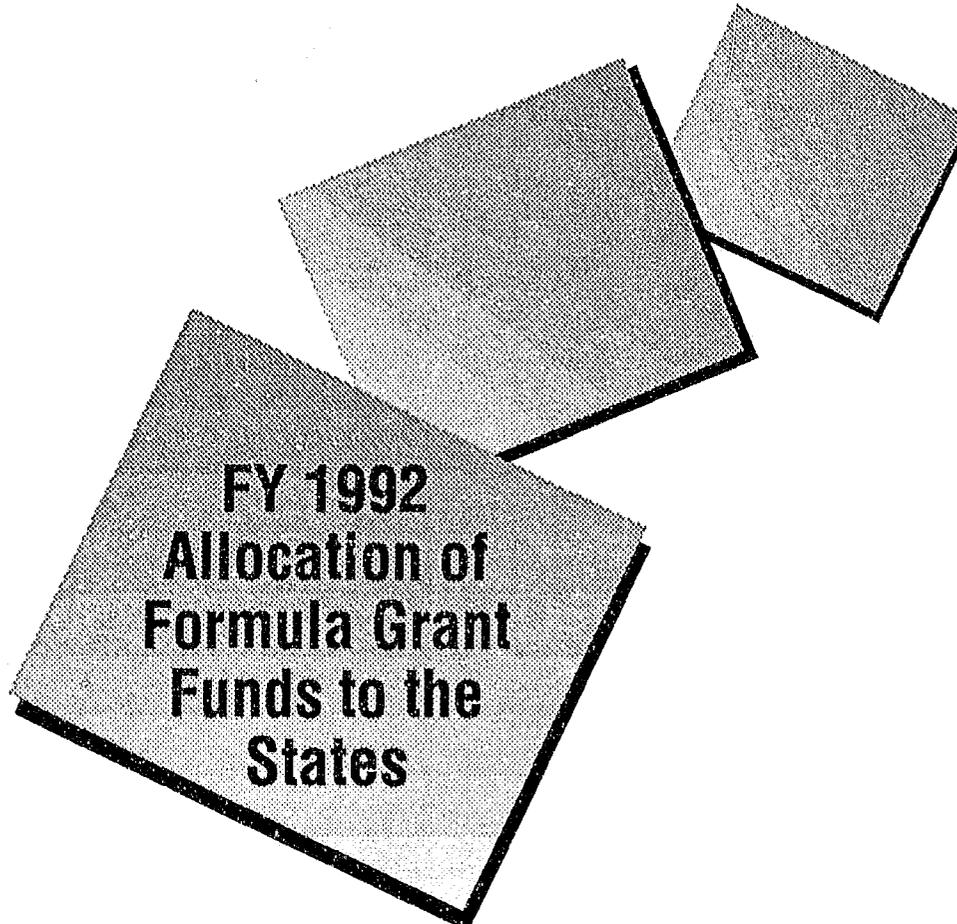
Model State Statute Development	American Prosecutors Research Institute		349,988
South Carolina Model State Grand Jury	SC Attorney General's Office		430,000
Federal Alternatives to State Trials (FAST)	Philadelphia District Attorney's Office, PA		198,177
Local Drug Prosecution	American Prosecutors Research Institute		249,992
Statewide Training for Local Drug Prosecutors	American Prosecutors Research Institute		199,970
Domestic Abuse Response Team (DART)	Philadelphia District Attorney's Office, PA		41,289
Regional Drug Prosecution Units Program	American Prosecutors Research Institute		99,992
System to Track Criminal Justice - Related Legislation	National Criminal Justice Association		42,837
TOTAL ENHANCED PROSECUTION			1,612,245

<u>PROGRAM/PROJECT</u>	<u>GRANTEE</u>	<u>OTHER FUNDS*</u>	<u>DISC AWARDS</u>
<u>EXPEDITIOUS ADJUDICATION</u>			
Drug Case Management	American University	150,000	149,821
Nat. Conference on Drugs & the Courts	State Justice Institute		100,000
Structured Fines TA/T	Vera Institute of Justice		200,000
Judicial Training and Education	National Judicial College	1,000,000	
TOTAL EXPEDITIOUS ADJUDICATION		1,150,000	449,821
<u>DRUG TESTING</u>			
Drug Testing Model Demonstration	OR Dept. of Community Corrections		499,947
TOTAL DRUG TESTING			499,947
<u>CORRECTIONS/USER ACCOUNTABILITY</u>			
Correctional Options Demonstration	Alameda County Probation Department, CA		1,950,000
	FL Department of Corrections		2,470,000
	MD. Dept. of Public Safety & Cor. Services		2,470,000
	NH Department of Corrections		2,470,000
Boot Camp T/TA	National Institute of Corrections		950,000
Boot Camps Demonstration	Cook County Sheriff's Office, IL		420,000
	IL Department of Corrections		200,000
	KY Department of Corrections		420,000
	OK Department of Corrections		200,000
	St. Louis Medium Security Institute, MO		420,000
Private Sector/Prison Industries Enhancement	American Correctional Association		349,782
Drug Treatment Intervention	Correction Research Institute		159,750
TOTAL CORRECTIONS			12,479,532
<u>INFORMATION SYSTEMS, STATISTICS AND TECHNOLOGY</u>			
Improving Criminal History Information Systems	Bureau of Justice Statistics		9,000,000
Operational Information Systems	Search Group, Inc.		700,000
TOTAL INFORMATION SYSTEMS			9,700,000

<u>PROGRAM/PROJECT</u>	<u>GRANTEE</u>	<u>OTHER FUNDS*</u>	<u>DISC AWARDS</u>
<u>EVALUATION</u>			
Evaluation of Discretionary and Formula Grant Programs	National Institute of Justice		2,521,000
Consortium to Assess Strategies	Justice Research & Statistics Association		175,000
Criminal History Information System Evaluation	Queues Enforth Development		525,000
State Reporting and Evaluation	Justice Research and Statistics Association		750,000
Assessment of Private Sector/ Prison Industries Programs	Criminal Justice Associates		10,000
TOTAL EVALUATION			3,981,000
<u>OTHER</u>			
BJA Clearinghouse	National Institute of Justice		1,008,104
National Victims Resource Center	Office for Victims of Crime		100,000
T/TA for Victims of Drug-Related Crime	National Organization for Victims Assistance		149,949
Prosecution-Based T/TA	Office for Victims of Crime		100,000
Victims of Bias Crimes	Office for Victims of Crime		150,000
Drug Data Clearinghouse	Bureau of Justice Statistics		200,000
Drug Use Forecasting	National Institute of Justice		800,000
Working Group of State Drug Control Executives	President & Fellows of Harvard		270,891
TOTAL OTHER			2,778,944
TOTAL		14,183,125	56,813,140

- * "Other Funds" include the following transfers or appropriations to BJA:
- \$350,000 from the Office of Juvenile Justice and Delinquency Prevention for the Strategic Intervention for High-Risk Youth Program (\$410,000 transferred).
 - \$8,008,125 from the Executive Office of U.S. Attorneys for Weed and Seed (\$9 million transferred).
 - \$1,725,000 from the Department of Housing and Urban Development for Community Policing in Public Housing.
 - \$2 million from the Department of Education for Safe Haven.
 - \$950,000 from the Drug Enforcement Administration for the Washington, D.C. Metro Drug Task Force.
 - \$150,000 from State Justice Institute for Drug Case Management
 - \$1 million line item appropriation for the National Judicial College.

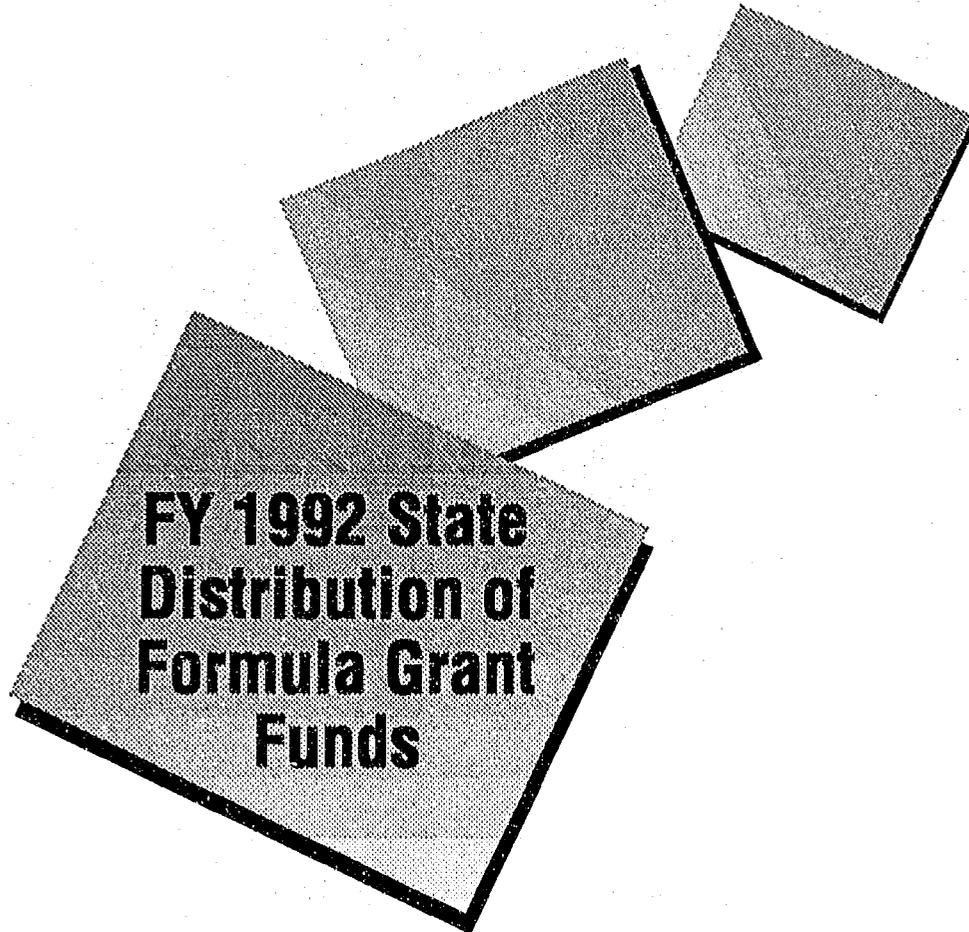
Appendix B



FY 1992 Allocation Of Formula Grant Funds To The State

State	State Allocation	Percentage Pass-through to <u>Local Jurisdictions</u>
Alabama	\$6,894,000	50.95
Alaska	1,852,000	21.97
Arizona	6,352,000	61.04
Arkansas	4,453,000	54.87
California	44,048,000	63.15
Colorado	5,817,000	58.82
Connecticut	5,806,000	36.96
D.C.	1,934,000	100.00
Delaware	2,020,000	26.87
Florida	19,747,000	61.56
Georgia	10,416,000	53.39
Hawaii	2,658,000	46.45
Idaho	2,512,000	52.41
Illinois	17,570,000	64.51
Indiana	9,066,000	56.78
Iowa	5,069,000	40.79
Kansas	4,637,000	47.49
Kentucky	6,381,000	32.30
Louisiana	7,154,000	51.92
Maine	2,831,000	41.59
Maryland	7,965,000	44.47
Massachusetts	9,749,000	36.64
Michigan	14,485,000	53.10
Minnesota	7,378,000	70.29
Mississippi	4,775,000	52.52
Missouri	8,449,000	58.22
Montana	2,212,000	58.56
Nebraska	3,338,000	60.36
Nevada	2,794,000	62.01
New Hampshire	2,660,000	51.46
New Jersey	12,224,000	57.67
New Mexico	3,246,000	42.23
New York	27,046,000	63.29
North Carolina	10,633,000	41.36
North Dakota	1,980,000	56.16
Ohio	16,727,000	64.42
Oklahoma	5,602,000	45.41
Oregon	5,163,000	46.98
Pennsylvania	18,221,000	64.83
Rhode Island	2,507,000	41.76
South Carolina	6,094,000	42.53
South Dakota	2,063,000	47.16
Tennessee	8,103,000	48.78
Texas	25,596,000	65.60
Utah	3,546,000	49.76
Vermont	1,870,000	25.11
Virginia	9,996,000	30.04
Washington	8,088,000	60.25
West Virginia	3,648,000	47.93
Wisconsin	8,124,000	61.98
Wyoming	1,713,000	54.95
Puerto Rico	6,145,000	0
Virgin Islands	1,205,000	0
Guam	1,250,000	0
American Samoa	795,960	0
Northern Mariana Islands	392,040	0
Total	423,000,000	

Appendix C



FY 1992 State Distribution of Formula Grant Funds

<u>State</u>	<u>Purpose 1 Demand Reduction</u>	<u>Purpose 2 Task Forces</u>	<u>Purpose 3 Eradication</u>	<u>Purpose 4 Crime Prevention</u>	<u>Purpose 5 Property Crime</u>	<u>Purpose 6 Org/WC Crime</u>	<u>Purpose 7 Police Operations</u>	<u>Purpose 8 Career Criminal</u>
ALABAMA	200,000	4,434,900	0	100,000	0	0	0	0
ALASKA	0	881,941	0	0	0	0	0	0
ARIZONA	200,548	2,815,621	0	0	0	0	0	0
ARKANSAS	0	3,721,980	0	0	0	0	76,117	0
CALIFORNIA	0	36,390,200	2,632,000	0	0	0	0	0
COLORADO	475,000	1,754,855	0	50,000	0	0	480,573	0
CONNECTICUT	18,750	93,750	0	0	0	0	0	1,060,155
DELAWARE	198,473	109,809	0	83,118	0	0	0	220,660
DIST. OF COLUMBIA	0	0	0	248,300	0	0	140,000	0
FLORIDA	1,028,121	0	0	1,075,768	0	368,246	0	24,305
GEORGIA	861,500	5,543,020	0	0	0	0	0	0
HAWAII	67,810	0	441,056	46,000	0	0	106,730	0
IDAHO	447,667	550,546	0	41,015	0	0	0	0
ILLINOIS	0	4,732,249	0	153,750	0	0	935,000	150,000
INDIANA	468,891	4,206,000	0	400,000	0	0	143,000	0
IOWA	202,455	1,910,022	138,159	0	0	0	6,000	362,700
KANSAS	722,398	1,115,867	75,000	0	0	0	745,457	0
KENTUCKY	800,000	2,800,000	547,850	420,000	0	0	25,000	0
LOUISIANA	716,486	3,282,230	0	0	72,616	0	563,418	447,453
MAINE	0	1,332,672	241,100	291,520	0	0	0	0
MARYLAND	580,442	612,126	254,663	37,500	0	0	400,275	0
MASSACHUSETTS	122,500	3,985,000	60,000	242,550	0	799,500	127,000	0
MICHIGAN	100,000	6,875,750	0	300,000	0	0	0	900,000
MINNESOTA	100,000	3,059,912	0	810,038	0	0	76,450	0
MISSISSIPPI	50,000	2,000,000	0	377,500	0	0	0	0
MISSOURI	1,448,726	1,943,439	93,750	442,918	0	0	1,301,390	238,608
MONTANA	340,000	1,320,000	0	0	0	0	0	0
NEBRASKA	302,411	2,286,393	0	0	0	0	0	0
NEVADA	0	611,600	0	0	0	0	0	0
NEW HAMPSHIRE	300,000	1,055,500	0	0	0	0	0	0
NEW JERSEY	0	3,462,898	0	4,368,000	0	0	0	0
NEW MEXICO	656,055	740,500	0	39,045	0	0	451,000	70,000
NEW YORK	300,000	1,100,100	0	0	0	0	7,589,900	4,268,600
NORTH CAROLINA	106,138	3,628,373	0	0	100,000	0	1,487,922	224,282
NORTH DAKOTA	0	0	0	0	0	0	0	0
OHIO	0	4,624,300	300,000	1,260,000	0	0	0	50,000
OKLAHOMA	1,559,919	1,592,709	131,250	60,000	0	0	67,873	0
OREGON	53,822	871,095	0	607,050	0	0	328,000	0
PENNSYLVANIA	0	3,282,200	0	0	0	0	0	0
RHODE ISLAND	30,000	100,000	0	0	0	0	0	25,000
SOUTH CAROLINA	1,536,425	609,255	0	142,207	0	0	741,911	0
SOUTH DAKOTA	38,000	552,000	35,000	75,000	0	0	0	175,000
TENNESSEE	15,000	1,431,180	0	0	0	98,875	0	0
TEXAS	0	20,806,896	0	0	0	0	0	0
UTAH	80,484	1,848,707	0	0	0	0	268,035	0
VERMONT	16,821	1,219,066	0	0	0	0	0	0
VIRGINIA	0	610,524	0	1,106,494	0	0	74,490	0
WASHINGTON	300,000	4,673,000	0	0	0	0	200,000	0
WEST VIRGINIA	478,830	1,493,635	0	0	0	0	97,979	0
WISCONSIN	45,833	3,664,719	105,000	145,833	0	0	0	0
WYOMING	0	1,454,527	0	0	0	0	7,500	0
PUERTO RICO	0	0	0	0	0	1,040,500	156,000	0
VIRGIN ISLANDS	0	0	110,000	255,000	0	75,000	0	0
AMERICAN SAMOA	50,264	212,774	0	42,029	0	5,000	0	10,000
GUAM	10,000	102,000	0	0	0	0	0	0
N. MARIANA ISLANDS	0	300,000	0	0	0	0	0	0
TOTAL	15,029,567	157,915,940	5,164,828	13,209,635	172,616	2,387,121	16,596,020	8,227,063

FY 1992 State Distribution of Formula Grant Funds

Purpose 9 Financial <u>Investigations</u>	Purpose 10 Court <u>Programs</u>	Purpose 11 Corrections <u>Programs</u>	Purpose 12 Prison <u>Industry</u>	Purpose 13 <u>Treatment</u>	Purpose 14 Vic/Wit <u>Assist</u>	Purpose 15 Improved <u>Technology</u>	Purpose 16 Drugs in <u>Innovative</u>	Purpose 17 Public <u>Housig</u>
0	75,000	500,000	0	150,000	0	744,700	0	0
0	0	0	0	0	0	92,600	0	0
0	871,204	209,740	0	0	0	294,089	0	0
0	0	72,757	0	127,768	0	308,589	0	0
0	0	831,888	0	0	0	2,202,400	0	0
0	200,000	900,000	0	268,876	0	1,211,846	0	0
0	170,756	667,500	0	2,207,530	0	171,241	0	0
0	401,811	0	0	89,619	0	266,714	333,902	0
0	139,000	350,000	0	275,000	0	585,000	0	0
408,123	125,505	3,249,954	0	6,148,326	0	1,855,938	485,117	0
0	103,100	865,000	0	625,000	0	902,800	55,800	626,500
255,000	0	0	26,250	35,250	0	436,650	318,750	213,000
208,194	0	561,686	0	0	0	165,502	226,725	0
120,000	500,000	2,372,148	0	0	0	1,359,636	1,750,000	0
0	0	546,588	0	1,424,075	0	1,346,178	0	0
336,997	32,656	456,928	0	548,661	0	592,508	0	0
0	127,993	0	0	482,353	0	231,850	167,514	0
65,000	100,000	270,000	0	36,000	0	649,050	0	0
244,280	191,954	447,223	0	100,000	0	659,100	0	0
86,200	0	0	0	135,127	0	613,868	0	0
35,925	830,275	499,422	0	167,131	0	194,500	2,554,391	73,000
0	1,540,000	290,000	0	700,000	60,000	860,000	150,000	0
0	2,000,000	1,600,000	0	0	0	724,250	0	0
0	207,000	650,000	0	0	0	368,900	271,800	0
0	100,000	150,000	0	0	450,000	440,000	250,000	0
0	137,543	1,599,869	0	0	0	805,497	0	0
0	0	42,000	0	20,000	18,000	111,000	0	0
0	54,086	0	0	129,148	0	166,900	220,029	0
0	0	0	0	0	0	139,700	0	0
250,000	0	375,000	0	0	0	163,500	0	0
0	1,697,452	0	0	1,560,000	0	0	0	150,000
0	130,000	95,000	0	0	0	162,300	255,000	0
0	3,041,400	900,000	0	3,161,700	0	1,352,300	800,000	800,000
54,323	578,974	1,040,477	0	0	0	1,997,752	0	0
0	0	0	0	0	0	99,000	0	0
0	780,000	1,800,000	0	0	850,000	3,236,360	0	0
0	0	205,282	0	35,000	0	1,051,189	449,513	0
0	0	988,974	0	282,000	0	501,690	41,025	0
0	0	3,718,010	0	702,700	0	544,410	1,299,100	0
50,000	400,000	150,000	0	200,000	0	289,420	0	0
0	436,773	233,625	0	38,880	0	698,274	0	0
0	0	489,492	0	160,616	0	103,150	0	0
0	1,227,000	1,012,256	0	950,000	0	548,619	0	0
0	1,317,738	0	0	0	0	2,143,719	0	0
100,000	0	65,000	0	228,882	0	92,862	54,000	0
0	35,000	240,000	0	0	0	319,312	0	0
544,810	0	1,430,002	0	850,388	290,612	1,249,528	0	0
225,000	231,000	0	0	0	0	504,000	750,000	0
0	0	300,000	20,000	318,540	0	432,400	0	0
0	164,000	437,849	0	47,365	0	1,083,750	224,660	625,000
0	0	0	0	0	0	114,872	0	0
278,732	340,000	1,054,620	0	706,133	0	1,434,079	0	671,786
0	0	134,250	0	250,000	25,000	185,250	0	0
0	72,842	0	0	0	0	210,429	109,872	0
0	0	0	0	0	0	993,500	67,000	0
0	0	0	0	0	0	19,802	0	0
3,280,574	18,380,062	31,582,640	46,250	23,222,066	1,693,612	38,032,243	10,834,198	3,159,286

FY 1992 State Distribution of Formula Grant Funds

<u>State</u>	<u>Purpose 18</u> <u>Domestic</u> <u>Violence</u>	<u>Purpose 19</u> <u>Evaluation</u>	<u>Purpose 20</u> <u>Detention</u> <u>Alternatives</u>	<u>Purpose 21</u> <u>Street</u> <u>Sales</u>	<u>Administration</u>	<u>Unallocated</u>	<u>AWARDS</u>
ALBAMA	0	0	0	0	689,400	0	6,894,000
ALASKA	0	0	0	0	92,600	784,859	1,852,000
ARIZONA	0	0	0	0	317,600	1,643,200	0,352,000
ARKANSAS	0	0	0	0	145,811	0	4,453,000
CALIFORNIA	0	0	0	0	2,191,512	0	44,048,000
COLORADO	0	0	0	0	475,850	0	5,817,000
CONNECTICUT	0	0	656,250	350,709	290,300	119,059	5,806,000
DELAWARE	0	100,000	25,000	61,424	138,500	0	2,020,000
DISTRICT OF COLUMBIA	0	0	0	0	96,700	90,670	1,934,000
FLORIDA	83,752	362,386	0	3,632,203	699,258	0	19,747,000
GEORGIA	0	0	0	0	833,280	0	10,416,000
HAWAII	673,023	0	52,500	0	86,981	0	2,668,000
IDAHO	0	59,465	0	0	251,200	0	2,512,000
ILLINOIS	100,000	850,000	1,141,472	2,527,245	878,500	0	17,570,000
INDIANA	0	77,958	0	0	453,300	10	9,066,000
IOWA	108,896	0	103,558	59,470	210,000	0	5,069,000
KANSAS	0	0	0	129,724	109,083	729,761	4,637,000
KENTUCKY	30,000	0	0	0	638,100	0	6,381,000
LOUISIANA	0	0	0	0	429,240	0	7,154,000
MAINE	0	0	0	0	130,513	0	2,631,000
MARYLAND	0	0	55,482	584,240	399,000	686,628	7,965,000
MASSACHUSETTS	225,000	0	0	0	487,450	40,000	9,749,000
MICHIGAN	0	0	0	1,500,000	485,000	0	14,485,000
MINNESOTA	570,000	0	874,000	78,550	311,350	0	7,378,000
MISSISSIPPI	0	90,000	90,000	300,000	477,500	0	4,775,000
MISSOURI	0	0	0	0	341,240	96,020	8,449,000
MONTANA	8,000	0	239,000	25,000	89,000	0	2,212,000
NEBRASKA	0	0	0	62,182	76,500	30,351	3,338,000
NEVADA	0	0	0	0	198,000	1,844,700	2,794,000
NEW HAMPSHIRE	0	0	250,000	0	133,000	133,000	2,660,000
NEW JERSEY	0	0	0	0	374,450	611,200	12,224,000
NEW MEXICO	147,500	0	0	175,000	324,600	0	3,246,000
NEW YORK	0	0	0	3,282,000	450,000	0	27,046,000
NORTH CAROLINA	557,287	0	109,055	0	948,417	0	10,633,000
NORTH DAKOTA	0	0	0	0	99,000	1,782,000	1,960,000
OHIO	0	100,000	2,900,000	0	836,350	0	16,727,000
OKLAHOMA	103,000	0	0	39,300	280,100	26,865	5,602,000
OREGON	175,000	0	518,000	0	516,300	300,044	5,163,000
PENNSYLVANIA	0	100,000	0	0	911,050	7,663,530	18,221,000
RHODE ISLAND	100,000	150,000	0	887,230	125,350	0	2,507,000
SOUTH CAROLINA	20,974	26,250	79,942	1,241,337	246,531	41,416	6,094,000
SOUTH DAKOTA	75,000	44,000	171,332	0	144,410	0	2,083,000
TENNESSEE	0	0	0	2,610,070	210,000	0	8,103,000
TEXAS	0	47,747	0	0	1,279,800	0	25,596,000
UTAH	210,561	0	0	0	100,000	497,469	3,546,000
VERMONT	0	0	0	0	40,001	0	1,870,000
VIRGINIA	0	0	0	2,939,552	999,600	0	9,996,000
WASHINGTON	200,000	140,000	0	440,000	225,000	0	8,088,000
WEST VIRGINIA	0	0	49,875	111,821	344,920	0	3,648,000
WISCONSIN	0	0	0	1,139,300	252,600	188,091	8,124,000
WYOMING	0	0	0	0	0	136,091	1,713,000
PUERTO RICO	175,000	0	0	0	291,250	0	6,146,000
VIRGIN ISLANDS	0	0	0	50,000	120,500	0	1,205,000
AMERICAN SAMOA	0	0	0	0	68,750	0	1,250,000
GUAM	0	29,000	0	0	62,500	0	795,980
N. MARICANA ISLAND	0	33,234	0	0	39,204	0	392,040
TOTAL	3,462,993	2,210,040	7,315,466	22,426,357	21,446,449	17,444,964	423,000,000

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

Washington, D.C. 20531

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