



BJA Bureau of Justice Assistance

A REPORT TO THE ATTORNEY GENERAL

**MULTIJURISDICTIONAL TASK FORCES
USE OF OVERTIME AND RELATED ISSUES
FY1994**

FEBRUARY 9, 1996

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FY 1994

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INTRODUCTION

On September 29, 1995, the Bureau of Justice Assistance (BJA) and the National Institute of Justice (NIJ) briefed the Attorney General on issues relating to evaluation and the Byrne Formula Grant Program. Following that briefing, the Attorney General raised a number of questions regarding the Byrne Program. This report presents information that addresses the question concerning multijurisdictional task forces (MJTFs). Specifically, the Attorney General expressed an interest in receiving the following information for the Byrne Formula and Discretionary Grant Programs: the use of overtime by task forces; the amount of funds allocated to overtime; and other related aspects of task force implementation.

BJA's response includes an analysis of overtime for the baseline year of fiscal year (FY) 1994, and a presentation of initial results from a survey conducted covering characteristics of Formula Grant funded task forces. This report also includes an analysis of Discretionary Grant multijurisdictional task force programs for FY 1994.

On October 24, 1995, BJA mailed a survey to 493 Formula Grant funded multijurisdictional task forces across 29 states. This group represents 62 percent of all task forces funded in FY 1994. Completed and validated responses were received from 278 task forces across 26 states, representing 34 percent of all funded task forces, and followup calls were made to each respondent between November 15, 1995, and December 18, 1995. In addition to revealing useful information concerning overtime, the survey results provide comprehensive information on task force organization and operations--including the amount of task force expenditures per budget category (including overtime), whether federal agencies participate in and/or coordinate with specific task forces, and data on a number of other programmatic issues and concerns.

The Discretionary Grants Program Division (DGPD) conducted an analysis of discretionary funded multijurisdictional task forces for FY 1994. As requested, special emphasis was given to the funding of overtime, but this report also includes a complete breakdown of all budget categories. In addition, information was documented on task force management, organization and operations, criteria and guidelines used for implementation, and a number of other programmatic issues and concerns.

In connection with these analyses, BJA convened a Multijurisdictional Task Force Working Group Meeting on January 24-25, 1996, in Washington, D.C., to review the results, assist in producing conclusions, and advise BJA and NIJ on future directions for evaluating task forces. The group's discussion of results contributed greatly to our understanding of task forces and their operations. The working group included representatives from Arizona, Illinois, Nebraska, New Jersey, Tennessee, Vermont, and Wisconsin.

PART I:

**BJA FORMULA GRANT SUPPORT FOR
MULTIJURISDICTIONAL TASK FORCES**

PART I:

BJA FORMULA GRANT SUPPORT FOR MULTIJURISDICTIONAL TASK FORCES

Multijurisdictional task forces have become a vital element in the national effort to reduce the availability and use of illegal drugs, and to reduce levels of violent crime. Because most law enforcement authority is limited to specific jurisdictions, but criminal activity is not, it is possible for large criminal enterprises to commit crimes beyond the scope of power of a particular agency. Dealing with this type of problem requires cooperation among numerous law enforcement agencies. One solution to this problem is the organization of multijurisdictional task forces (MJTFs).

Under the auspices of the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, BJA has provided substantial resources to state and local law enforcement and prosecutorial agencies through its Formula Grant Program. Under this formula program, states have allocated a significant portion of their funds to multijurisdictional task forces, substantially impacting the development and maintenance of such task forces.

For more than 6 years, federal assistance through the Byrne Formula Grant Program has led to improved cooperation among agencies, enabling the agencies to work as a single unit across jurisdictional boundaries. Smaller departments have been able to engage in undercover activities that they could not perform solely with their own resources. Task forces have enabled agencies to dedicate personnel full time to such activities as drug enforcement, gang abatement, and major financial investigations. The use of such dedicated personnel permits task forces to increase the size of caseloads and obtain better equipment. Undercover operations are improved by the facilitated exchange of undercover officers among agencies. These officers are able to operate more effectively because they are unknown to local drug dealers and members of the target community. Task forces have been able to adopt a problem-solving approach that includes targeting and apprehending higher level criminals, deterring other distributors from entering markets, and making undetected movement across jurisdictional boundaries more difficult.

BJA's Formula Grant Program promotes the development of multijurisdictional task forces that combine the talents of a variety of organizations and eliminate procedural barriers inhibiting criminal justice system efforts across jurisdictional lines. Specifically, BJA has recommended that Formula funded task forces combine and coordinate the capabilities of otherwise disparate elements of criminal justice, such as law enforcement, prosecution, and the courts. It is clear that in the absence of BJA support in the form of funding and technical assistance, a significant number of state and localities would not have multijurisdictional task forces.

The results of our recent survey across 278 task forces offer a number of interesting findings. The table below shows the 26 states covered by the survey and the number of task forces responding from each state. The survey instrument is attached as an appendix to this report.

MULTIJURISDICTIONAL TASK FORCE PROFILE

COMPLETED AND VALIDATED SURVEY RESULTS: **FORMULA GRANT PROGRAM STATES (# OF TASK FORCES)**

1. Arizona (11)
2. Colorado (7)
3. Connecticut (1)
4. Florida (9)
5. Idaho (3)
6. Illinois (20)
7. Indiana (8)
8. Massachusetts (13)
9. Michigan (10)
10. Minnesota (22)
11. Mississippi (10)
12. Missouri (11)
13. Montana (4)
14. Nebraska (5)
15. New Jersey (16)
16. New Mexico (7)
17. New York (6)
18. Ohio (13)
19. Oklahoma (17)
20. Oregon (3)
21. Tennessee (16)
22. Texas (29)
23. Utah (5)
24. Vermont (2)
25. Washington (15)
26. Wisconsin (15)

The total number of MJTFs:	278
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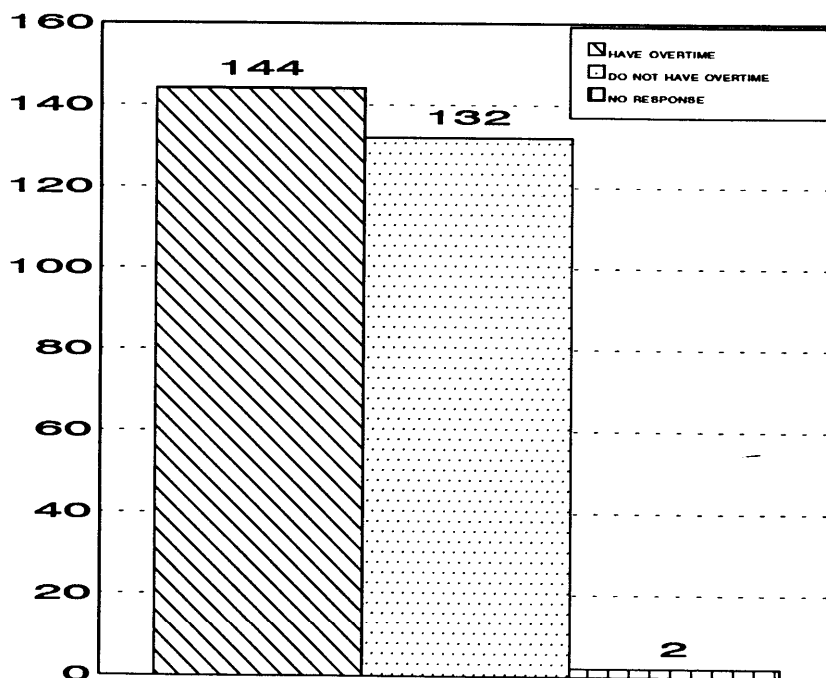
Study MJTFs as percent of total funded MJTFs:	34%
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1. PRESENTATION OF SURVEY RESULTS ON TASK FORCE OVERTIME

Use of overtime. During FY 1994, the total amount of BJA Formula funds distributed to the 278 task forces in the survey study was \$45,504,000, and the total annual budgets of these 278 task forces amounted to \$263,859,485. Byrne Formula funding accounted for just over 17.2 percent of the total funds. The results showed that 144 task forces allocated overtime funds in their budgets; 132 did not use overtime. Two task forces failed to respond on this issue. The bar graph below visually presents this data.

Amount of funds allocated to overtime. Total overtime across the 144 task forces allocating overtime was \$5,322,309 (amounting to 11.6 percent of Byrne funds and just over 2 percent of total budgets; see budget analysis on page 7). These task forces averaged \$41,000 for overtime. Many task forces reported other means for overtime compensation: including agreements that home agencies fund overtime; wide use of compensatory time off; and use of forfeiture funds for overtime.

FORMULA GRANT PROGRAM MULTIJURISDICTIONAL TASK FORCE PROFILE FY 1994 TASK FORCE USE OF OVERTIME

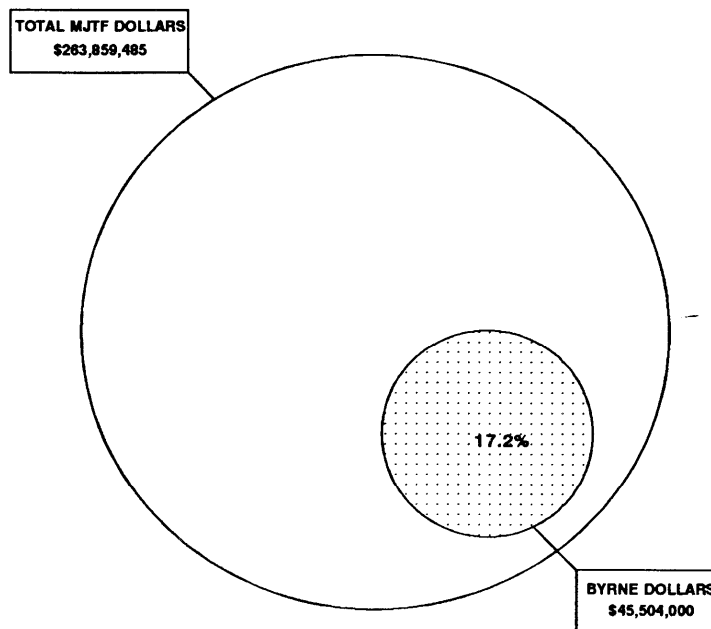


2. FORMULA GRANT MULTIJURISDICTIONAL TASK FORCE PROFILE

Response to the survey. Completed and validated responses were received from 278 task forces across 26 states, representing 34 percent of all funded task forces. The survey was mailed on October 24, 1995, and followup calls were made to each respondent between November 15, 1995, and December 18, 1995. In addition to revealing useful information concerning overtime, the results provide comprehensive information on task force organization and operations--including the amount of task force expenditures per budget category (including overtime), whether federal agencies participate in and/or coordinate with specific task forces, and data on a number of other programmatic issues and concerns.

Formula funding as part of total task force funding. During FY 1994, the total amount of BJA formula funds going to the 278 task forces in the study was \$45,504,000; and the total annual budgets amounted to \$263,859,485. (Byrne Formula funding accounted for just over 17.2 percent of the total funds.) The vast majority of task forces are small, comprised of 10 or fewer personnel. These small organizations are more dependent (sometimes totally dependent) on federal funding than the mid- to large-size task forces. Some of the larger task forces in major urban areas use federal funds only for specialized purposes, such as prosecutorial support. This federal funding represents a very small part of the overall budget for such larger task forces.

FORMULA GRANT PROGRAM MULTIJURISDICTIONAL TASK FORCE PROFILE FY 1994 TOTAL DOLLARS VERSUS BYRNE FORMULA DOLLARS 278 TASK FORCES SURVEYED

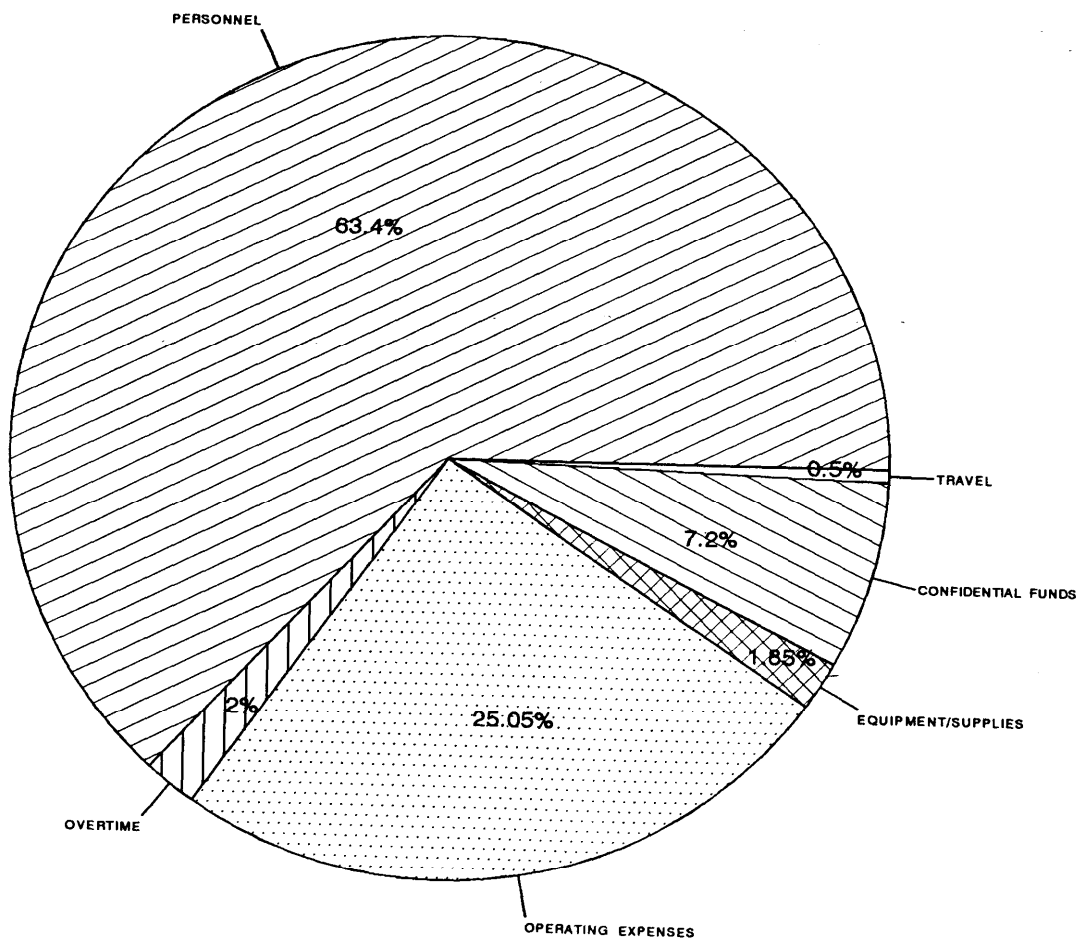


Budget analysis across task forces. Analysis of the 278 task force budgets revealed that personnel costs (pay and benefits) accounted for 63.4 percent of the total amount. Other budget item costs included: confidential funds (7.2%); overtime (2%); equipment and supplies (1.85%); and travel (0.5%). The final category, operating expenses, included training, space, contracting, and other costs (25.05%). See the pie chart presented below.

The work group that reviewed the results noted repeatedly that, in most cases, task forces also receive "in-kind" contributions--such as materials, equipment, and other support. These contributions do not show up as part of their budgets, but nevertheless are critical to the operation of the task force. Although some of this support comes from state and federal agencies, a large portion comes from associations and community groups.

FORMULA GRANT PROGRAM MULTIJURISDICTIONAL TASK FORCE PROFILE

FY 1994 BREAKDOWN OF TASK FORCE BUDGETED OVERTIME VERSUS OTHER BUDGET CATEGORIES



Task force membership, federal participation, and federal coordination. Task force size, in terms of number of assigned personnel, helps explain task force diversity, and hence the diversity of task force operations put into place. Of the 278 task forces: 192 task forces ranged in size from 1 to 10 personnel; 57 task forces ranged in size from 11 to 22 personnel; and the remaining 29 task forces ranged in size from 23 members to one statewide task force with 355 personnel. Categories of personnel--those who are formal members and those who participate and/or coordinate with federal agencies--are presented in the following three tables, and discussed below.

- o **MEMBERSHIP:** First, the reviewing group determined that the makeup of task force membership is more complex than expected. The results confirm that local and county law enforcement account for the vast majority of participants. However, 20 task forces (7.2 percent) report no local participation and 33 (11.9 percent) report no county participation, representing state level and county/state task forces. Federal law enforcement agencies are members of 66 task forces (23.7 percent), and 22 task forces (7.9 percent) also included a federal prosecutor. These levels are somewhat higher than expected, as are the number of task forces (166 or 59.7 percent) that include a state prosecutor. (See page 9 for a complete breakdown on membership.)
- o **FEDERAL PARTICIPATION:** Federal participation occurs when a task force with no federal members conducts joint investigations and operations with one or more federal agencies. Federal participation also includes situations where federal agencies meet the ad hoc needs of task forces (providing equipment, sharing intelligence, etc.). The survey revealed that of all federal agencies participating the Drug Enforcement Administration (DEA) is most involved with these task forces. This result was expected because the primary objectives of most respondents address drug abuse and control problems. Almost a quarter of the task forces participated with the Bureau of Alcohol, Tobacco and Firearms (ATF), a somewhat higher level than expected by our work group. Although the level of participate with the Federal Bureau of Investigation (FBI) is about as expected, the level of involvement by the U.S. Attorney offices was higher than expected. The number and types of agencies participating are presented in the table. (See page 10 for a complete breakdown on federal participation.)
- o **FEDERAL COORDINATION:** Coordination represents concrete efforts of task forces and federal agencies to communicate and cooperate on a regular basis, even though they do not conduct any operations jointly. Task force coordination with federal agencies remains at high levels across both the major federal agencies, as well as agencies identified in the table as the "other" category: especially the INS, U.S. Postal Service, IRS, and Border Patrol. Once again the DEA is reported as being most involved with these task forces, followed by the FBI, ATF, and U.S. Attorney offices. (See page 11 for a complete breakdown on federal coordination.)

BJA intends to follow up on the survey results relating to task force participation and coordination with federal agencies for the purpose of better understanding when and where such partnerships exist and work well.

MULTIJURISDICTIONAL TASK FORCE PROFILE MEMBERSHIP

FY 1994 MULTIJURISDICTIONAL TASK FORCE MEMBERSHIP

AGENCY	# MJTF'S MEMBERS	# MJTF'S NOT MEMBERS
CITY	245 (88.1%)	20 (7.2%)
COUNTY	233 (83.8%)	33 (11.9%)
STATE L.E.	127 (45.7%)	147 (52.9%)
FEDERAL L.E.	66 (23.7%)	209 (75.2%)
STATE PROSECUTOR	166 (59.7%)	106 (38.1%)
FEDERAL PROSECUTOR	22 (7.9%)	253 (91.0%)
OTHER**	27 (9.7%)	251 (90.3%)

**FORMAL MEMBERS OF TASK FORCES

National Guard	18
Tribal Law Enforcement	3
Housing Authority	2
Juvenile Probation	1
U.S. Secret Service	1
Transit Authority	1
Railroad Police	1

MULTIJURISDICTIONAL TASK FORCE PROFILE

FEDERAL PARTICIPATION

FY 1994 MULTIJURISDICTIONAL TASK FORCE PARTICIPATION WITH FEDERAL AGENCIES

AGENCY	# MJTF'S PARTICIPATING	# MJTF'S NOT PARTICIPATING
FBI	51 (18.3%)	226 (81.3%)
ATF	65 (23.4%)	213 (76.6%)
DEA	94 (33.8%)	183 (65.8%)
CUSTOMS	49 (17.6%)	228 (82.0%)
US ATTORNEYS	54 (19.4%)	224 (80.6%)
OTHER**	43 (15.6%)	235 (84.4%)

**FEDERAL PARTICIPATION

INS	7
IRS	5
U.S. Postal Service	4
Army CID	3
Federal Police Department	3
U.S. Secret Service	2
Border Patrol	2
National Guard	2
Coast Guard	2
U.S. Marshals Service	2
BIA	2
U.S. Forest Service	2
Tribal Police	1
HUD	1
U.S. Armed Forces Reserves	1
USAF	1
U.S. Park Service	1
Department of Criminal Justice	1

MULTIJURISDICTIONAL TASK FORCE PROFILE

FEDERAL COORDINATION

FY 1994 MULTIJURISDICTIONAL TASK FORCE COORDINATION WITH FEDERAL AGENCIES

AGENCY	# MJTF'S COORDINATING	# MJTF'S NOT COORDINATING
FBI	151 (54.3%)	126 (45.3%)
ATF	149 (53.6%)	128 (46.0%)
DEA	197 (70.9%)	80 (28.8%)
CUSTOMS	124 (44.6%)	153 (55.0%)
US ATTORNEYS	148 (53.2%)	130 (46.8%)
OTHER**	99 (35.6%)	179 (64.3%)

**FEDERAL COORDINATION

INS	28
U.S. Postal Service/Inspector	18
IRS	19
Border Patrol	12
U.S. Marshalls Service	7
U.S. Secret Service	7
Police	6
Army CID	4
Department of Criminal Justice	3
U.S. Forest Service	3
National Park Service	3
Coast Guard	3
HUD	2
National Guard	2
BIA	2
USAF	2
FAA	1
Department of Public Safety	1
Marine Police	1
USN-NIS	1
FDA	1
Alcohol Beverage Commission	1

Critical questions facing task forces. The survey focused on three questions: First, did any task forces exist before Byrne funding? Second, did any of the task forces receive federal funding other than Byrne funding? Third, would task forces funded under the Byrne Program continue to exist if Byrne funding were discontinued?

- o TASK FORCES EXISTING BEFORE RECEIVING FEDERAL FUNDING: Survey results showed that 83 task forces (29.9 percent) were in existence and operating before they received federal funding. Federal funds often led to expansion of operations to additional jurisdictions or to a higher level of objectives.
- o TASK FORCES RECEIVING OTHER FEDERAL FUNDING: Only 26 task forces (9.4 percent) reported receipt of other federal funding in 1994. Most of that funding was one-time funding to cover the specific costs of obtaining equipment and material to support and enhance operations.
- o EFFECT OF DISCONTINUING BYRNE PROGRAM FUNDING: Perhaps the most critical survey issue raised was whether task forces funded under the Byrne Program would continue to exist if Byrne funding were discontinued. Almost 65 percent (180 task forces) said they would shut down. Additionally, many of the remaining 93 task forces reported that they would continue to exist, but with diminished operational capacities. Nearly half of the task forces that were in existence before receiving federal funding reported that their operations would shut down if federal funding were discontinued.

These findings may be surprising, particularly in the case of task forces whose federal funding represents only a portion of their overall budget. However, federal funding often provides the glue that keeps a task force together and operating. In terms of participation and coordination, federal funding supports cooperative agreements across jurisdictional boundaries. More importantly, federal funds provide a means for cooperating in a vertical configuration of local, county, state, and federal participation. Finally, these funds are directed specifically at providing means for linking law enforcement with other government, private, business, or community agencies or organizations.

Further, federal agencies often look to established multijurisdictional task forces to enhance and expand agency reach and operational goals. In many areas, if multijurisdictional task forces did not exist, federal agencies would have to face the considerable task of taking on problems that would seriously stretch or exceed their resources.

Some specific reasons that task force activities would cease upon withdrawal of federal funds include the following:

- ◆ Specialized services critical to task force objectives such as a financial investigator working across the jurisdictions or a hot spot mapping system shared by all, no longer would be available.

- ◆ Existing innovative surveillance/investigative methods would be disrupted, undermining task force strategies.
- ◆ Undercover operations would be impossible without "on-loan" personnel from other jurisdictions.
- ◆ Readily accessible legal expertise, especially from prosecutor's offices, would be discontinued, leading to decreases in case quality.
- ◆ The "cross-designation" capability could disappear, diminishing the ability of local and federal authorities to increase penalties and prosecutorial options.
- ◆ The inability to "pool resources" (where individual agencies make unique contributions to a task force, which produce a viable, larger unit) would not be available as a reason for continued participation by each agency.

Federal funding was meant as an important "seed" in the initiation of multijurisdictional task forces. Many state and local agencies are facing funding constraints, as well as changing priorities of resources, separate from the issue of federal funding. Becoming financially self-sufficient will be possible for some, but could never be a reality for others.

PART II:

**BJA DISCRETIONARY MULTIJURISDICTIONAL
TASK FORCE PROGRAMS**

PART II:

BJA DISCRETIONARY MULTIJURISDICTIONAL TASK FORCE PROGRAMS

The Bureau of Justice Assistance (BJA) assists states and local jurisdictions in making their communities safe through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. Through the Byrne Discretionary Grant Program, BJA provides leadership and guidance on crime and violence prevention and control, and on criminal justice system improvement at the state and local levels. BJA develops and tests new approaches to law enforcement and determines "what works" in criminal justice and crime control. It also disseminates information on effective programs and practices to state and local agencies and assists them with replication. Since its creation, BJA has placed a major focus on demonstration programs for developing, implementing, and evaluating multijurisdictional task force models.

The Discretionary Grants Program Division (DGPD) conducted an analysis of discretionary funded multijurisdictional task forces for FY 1994. Special emphasis was given to the funding of overtime, but this report also includes a breakdown of all budget categories. In addition, information was documented on task force management, organization and operations, criteria and guidelines used for implementation, and a number of other programmatic issues and concerns.

Overall Statistical Summary for Baseline Year FY 1994. The analysis revealed that Discretionary Grant funding for multijurisdictional task forces during the baseline year of FY 1994 totaled \$7,290,140, which represented 9.72 percent of all discretionary program funding.

Use of Overtime. Total overtime for discretionary program task forces was \$1,226,630 for 29 sites. This results in overtime accounting for 16.8 percent of the federal funds. Of the 29 task forces receiving awards, 14 budgeted and used funds for overtime, while the remaining 15 did not.

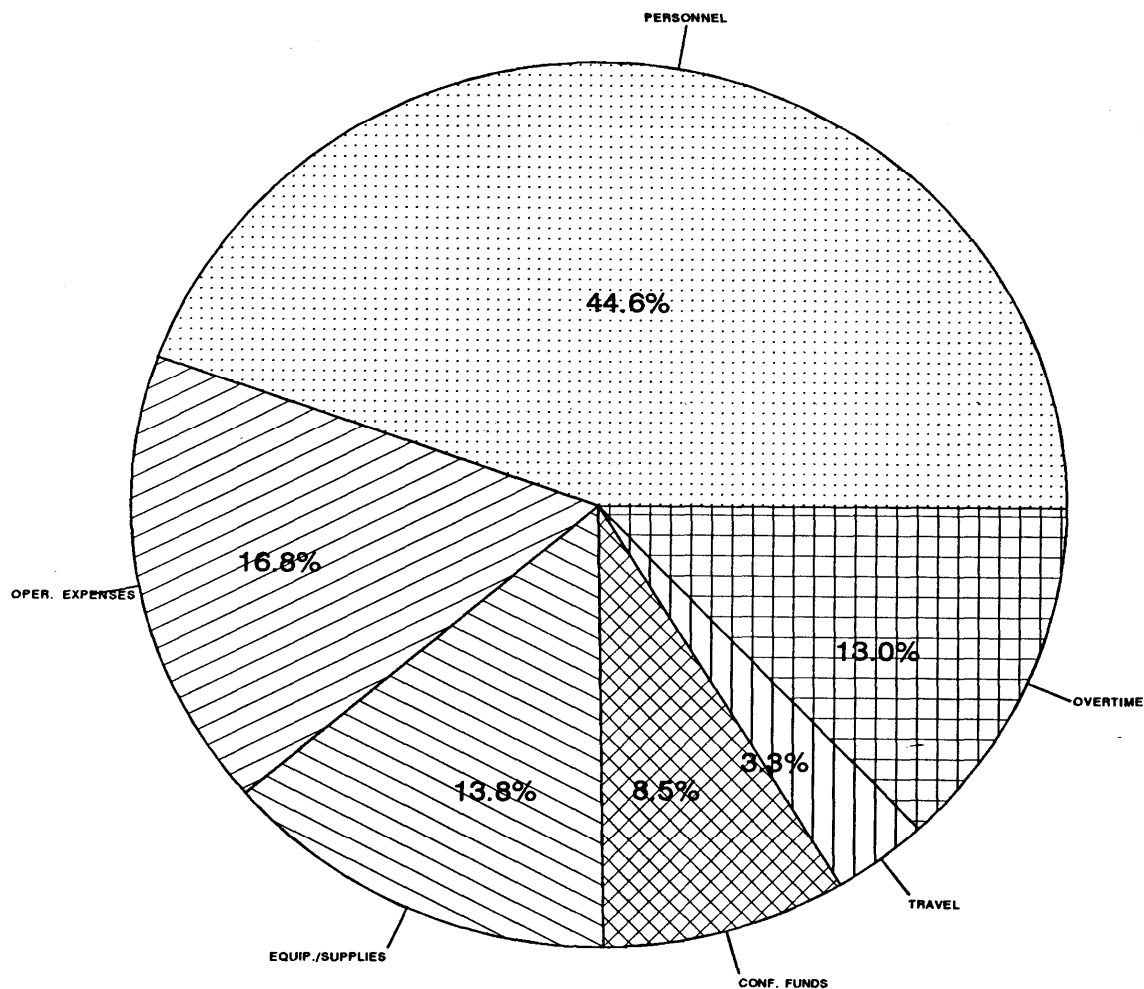
BASLINE YEAR	TOTAL DISCRETIONARY FUNDING	TOTAL MJTF FUNDING	MJTF FUNDING % OF TOTAL FUNDING	TOTAL OVERTIME FUNDING	OVERTIME FUNDING % OF MJTF FUNDING	TOTAL NUMBER OF MJTFs
FY 1994	\$75,000,000	\$7,290,140	9.27%	\$1,226,630	16.8%	29

- o OVERALL BUDGET ANALYSIS OF FY 1994 TASK FORCE PROJECTS: Analysis of the seven task force budgets revealed that personnel costs (pay and benefits) accounted for 44.6 percent of the total amount. Other budget item costs included: confidential funds (8.5 percent); overtime (13.0 percent); equipment and supplies (13.8 percent); and travel (3.3 percent). The final category, operating expenses, included training, space, contracting, and other costs (16.8 percent). See the pie chart below.

DISCRETIONARY GRANT PROGRAM

OVERALL BUDGET ANALYSIS

1994 TASK FORCE PROJECTS



Organized Crime Narcotics (OCN) Trafficking Enforcement Program. The OCN Program was developed in late 1986 by the Bureau of Justice Assistance (BJA) as a Discretionary Grant Program. The OCN Program established a multijurisdictional investigative and prosecutorial approach to problems posed by conspiratorial drug crime, and to the shortcomings of many law enforcement responses. Program emphasis is on establishing a multiagency response to commonly shared major drug crimes throughout a regional area.

The goal of the OCN Program is to enhance, through shared management of resources and joint operational decisionmaking, the ability of local, state, and federal law enforcement agencies to remove specifically targeted major narcotics-trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.

- o CONTROL GROUP MANAGEMENT AND PARTICIPATION: The OCN Program establishes a formal mechanism whereby investigative and prosecutorial resources can be allocated, focused, and managed on a shared basis against targeted offenses and offenders at the highest conspiratorial levels. The formal mechanism differs significantly from a traditional "lead agency" task force. Under the traditional task force configuration, resources from various agencies are assigned to one authority, and operate under the direction of that authority. Assignments to task forces generally are temporary and allegiances may be fleeting. By contrast, under the OCN model, all participating agencies are members of a Control Group, with each member having an equal voice in its operation. Consequently, there is a strong sense of ownership among the participants, and solid partnerships are formed among the participating agencies. The Control Groups are composed of state, local, and federal authorities and must include prosecutorial and DEA representation.
- o OCN PROGRAM GUIDELINES:
 - ◆ Each OCN project must be comprised of a formally organized group of participating law enforcement agencies (the Control Group), one of which is the applicant/recipient agency, and a management Control Group.
 - ◆ Every Control Group must be comprised of participating law enforcement agencies that include, at a minimum, one federal agency and one state or local agency, and must include a prosecutor.
 - ◆ The senior agency administrators of the participating agencies must sign a formal intergovernmental agreement or memorandum of understanding affirming their intent to fully participate in the management and operations of the project.
 - ◆ The Control Group must be comprised of senior operations managers of those agencies expected to be most involved in cases conducted by the project.

- ◆ Involvement of the DEA in each project Control Group is mandatory.
- ◆ Each project must develop formal procedures and processes governing the conduct of project activities--including target selection, allocation of resources, investigative and prosecutorial plans, and case selection.
- ◆ Each project must be capable of conducting coordinated investigation and prosecution of selected targets in a timely and thorough manner.
- ◆ All enforcement operations initiated under project oversight must be based on a formal investigative/prosecutorial plan setting forth case objectives, resources required, specific enforcement activities, agencies involved, and a prosecution strategy.
- ◆ There must be state and/or local agency participation in each project case.
- ◆ There must be federal agency participation in each project case.
- ◆ OCN project funds may be used to support project investigations for such purposes as vehicle rental; surveillance costs; and the purchase of supplies, evidence, and information.
- ◆ Each project case must be fully coordinated with the DEA and applicable U.S. Department of Justice Organized Crime Drug Enforcement Task Forces (OCDETF).
- ◆ Unanimous Control Group consent is required to initiate and continue funding of a project investigation.

OCN program funds are directed exclusively toward reimbursement of covert investigative expenditures, and **not** toward such costs as salaries, fringe benefits, equipment, or construction. Basic funds cover confidential investigative expenses such as the purchase of services, the purchase of evidence, and the purchase of information. Projects may be provided additional funds to pay for overtime expenses of personnel working on approved OCN project cases.

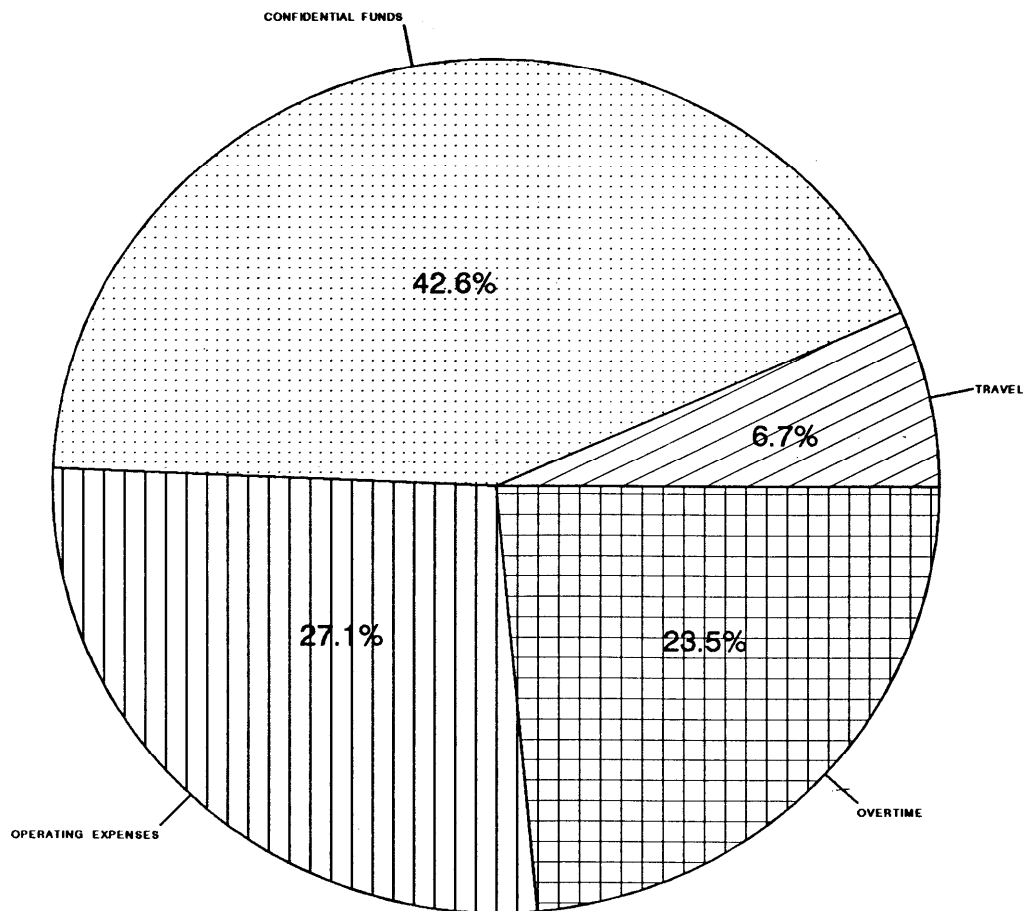
The grant recipients for the six OCN projects in FY 1994 were as follows:

Utah Department of Public Safety; Pima County, Arizona Sheriff's Department; Riverside, California Police Department; Maine Department of Public Safety; New Mexico Department of Public Safety; and the City of Louisville, Kentucky Police Department.

o OCN PROGRAM BUDGET ANALYSIS: Analysis of the OCN Program budget revealed that operating expenses, which included training, space, contracting, and other costs, accounted for 27.1 percent of the total amount. Other budget item costs included: confidential funds (42.6 percent); overtime (23.5 percent); and travel (6.7 percent). Discretionary funding does not contribute to any personnel (pay and benefits) costs. See the pie chart below.

DISCRETIONARY GRANT PROGRAM BUDGET ANALYSIS OF OCN TASK FORCE

FY 1994



Financial Investigations (FINVEST) Program. From the inception of the OCN Program in 1986 through the middle of 1990, selected Organized Crime Narcotics (OCN) Trafficking Enforcement projects included a Financial Investigations Component (FIC). In 1989, through the creation of the Financial Investigations (FINVEST) Program, the Bureau of Justice Assistance (BJA) upgraded the OCN Financial Investigations Component to a separate program.

BJA funding for the Financial Investigations Component under the OCN program provided a core financial investigations staff of investigators, accountants, and analysts. The FIC staff were required to undergo extensive specialized training in financial investigative techniques, analytical techniques, asset forfeiture, and elements of financial crimes. Allowable costs included salaries, personnel fringe benefits, and indirect costs. Other allowable grant costs included rent for office space, office furniture, supplies, and travel expenses for investigative and training purposes. In addition, in recognition of the specialized nature of the FIC, limited funding was made available for microcomputer hardware and software for tracking, analysis, and reporting of project cases and, during the developmental stages of projects, funds also could be used for investigative accountant consultants for on-site instruction and advice.

Because the FINVEST and OCN Programs have a common history, some of the OCN Program tenets were incorporated into the FINVEST Program. Both programs were created out of the recognition that law enforcement responses to narcotics trafficking were affected by several factors that often could not be overcome or addressed by individual law enforcement agencies. Some of the factors included the diffusion of local, state, and federal law enforcement agencies; an absence of investigative and prosecutorial coordination, which can lead to duplication, fragmentation, and general frustration of law enforcement efforts; and the development of cases against high-level criminal conspiracies requiring innovative techniques by highly skilled investigators and prosecutors.

Similar to the OCN Program, FINVEST Program goals are to enhance, through the shared management of resources and joint operational decisionmaking, the ability of local, state, and federal law enforcement agencies to remove specifically targeted major narcotics-trafficking conspiracies and offenders through investigations, arrests, prosecutions, and convictions.

- o **FINVEST PROGRAM CRITERIA:** The FINVEST Program was designed to increase the number of narcotics-related financial crime investigations and prosecutions. The program also develops a comprehensive operational approach to the identification of financial resources of narcotics traffickers and the investigation and prosecution of same, including the recovery of assets related to the criminal activity. Program funds must be used to target investigations that focus on:
 - ◆ Uncovering how funding is raised for the illegal purchase of drugs, and who provides such funding.

- ◆ Discovering how profits from illegal drug transactions are laundered.
 - ◆ Identifying profits resulting from illegal drug trafficking.
 - ◆ Identifying assets acquired from illegal drug trafficking.
 - ◆ Seizing assets gained from illegal drug trafficking under Racketeer Influenced Corrupt Organization (RICO), Continuing Criminal Enterprise (CCE), or similar state statutes.
- o FINVEST MANAGEMENT AND PARTICIPATION: FINVEST Program guidelines follow the OCN Program model with regard to Control Group functions, participation requirements for project grantees, formal agreements and plans, and shared management of resources. Unlike the OCN Program, membership by DEA in the FINVEST Control Group is not mandated. Although the inclusion of DEA in the Control Group is solicited, if the grantee has established a productive relationship with another federal agency in the area of financial investigations, that agency may be selected as the federal participating agency on the Control Group. The FINVEST Program defines in greater detail certain requirements and expectations based on the Financial Investigation Component (FIC) experience, and is expected to achieve some or all of the following results:
- ◆ An enforcement strategy that includes identification and targeting of major narcotics-trafficking conspiracies for financial investigation; planning of human and technical resources required to pursue the financial investigation; prosecution of individuals involved in such conspiracies; and active involvement of agencies necessary to pursue the conspiracies.
 - ◆ Recovery of criminal assets (i.e., assets acquired with funds traceable to criminal activity; and assets used in the commission of crime, including contraband and stolen property).
 - ◆ Creation of a management system for the shared coordination and direction of personnel; and for financial, equipment, and technical resources for the investigation and prosecution of targeted conspirators in support of the enforcement strategy.
 - ◆ Investigation, prosecution, and conviction of major multijurisdictional conspirators.
 - ◆ Reduction of fractional and duplicative investigations and prosecutions.
 - ◆ Increased use of civil remedies.

- ◆ Cooperation and coordination of efforts, as appropriate, between FINVEST projects and BJA-funded Statewide Drug Prosecution projects.

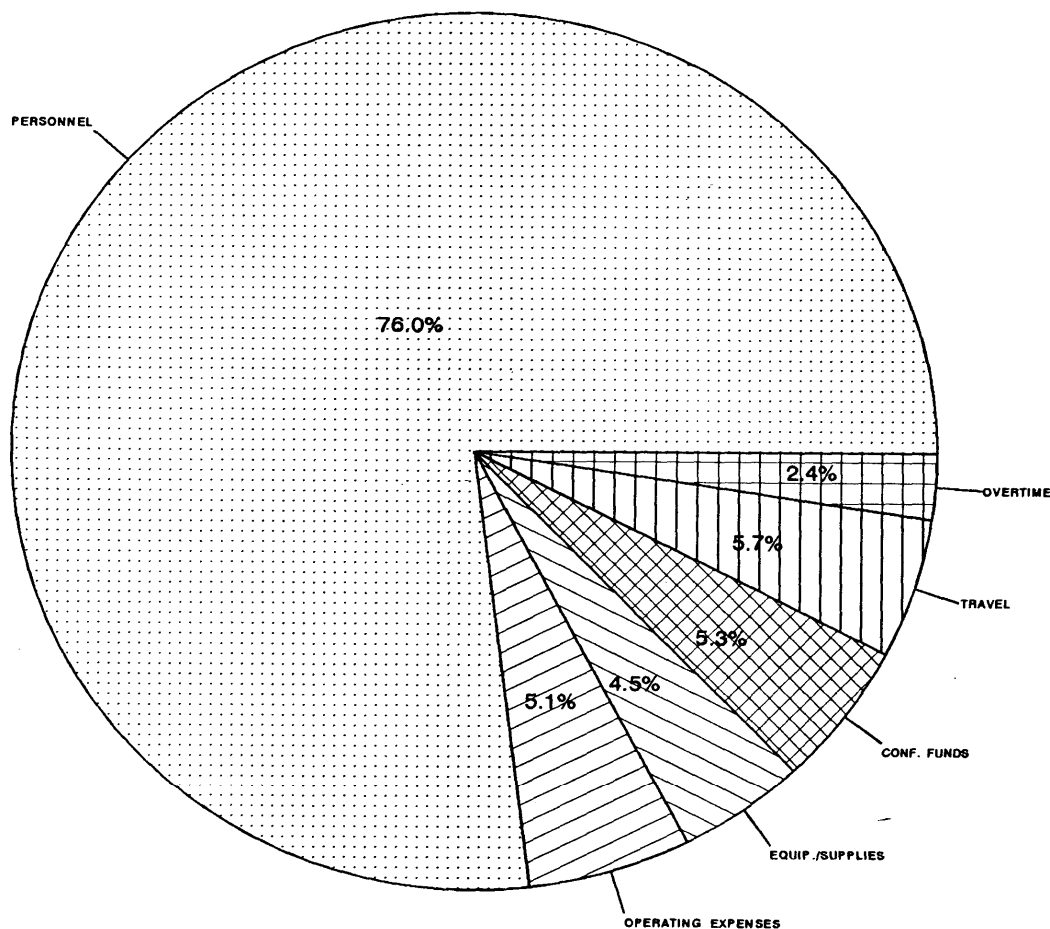
The grant recipients for the 12 projects in FY 1994 were as follows:

Georgia Bureau of Investigation; Suffolk County, Massachusetts District Attorney's Office; New York County District Attorney's Office; Kansas City, Missouri Police Department; Multnomah County, Oregon District Attorney's Office; Broward County, Florida Sheriffs Department; City of San Diego, California Police Department; Riverside, California Police Department; Pima County, Arizona Sheriff's Department; Prince George's County, Maryland Police Department; Nevada Department of Motor Vehicles/Division of Investigation; and the South Carolina Division of Law Enforcement.

o FINVEST PROGRAM BUDGET ANALYSIS: Analysis of the FINVEST Program budget revealed that personnel (pay and benefits) accounted for 76.0 percent of the total amount. Other budget item costs included: confidential funds (5.3 percent); overtime (2.4 percent); equipment and supplies (4.5 percent); and travel (5.7 percent). The final category, operating expenses, included training, space, contracting, and other costs (5.1 percent). See the pie chart below.

DISCRETIONARY GRANT PROGRAM BUDGET ANALYSIS OF FINVEST TASK FORCE

FY 1994



Firearms Trafficking Task Forces. The Firearms Trafficking Program, initiated in FY 1993, was expanded in FY 1994. Under the FY 1994 Program, funds were made available to continue the two projects originally funded in FY 1993, and also to fund projects under the following three firearms programs: the Firearms Licensee Compliance Program, the Firearms Investigative Task Force Program, and the Innovative Firearms Program.

- o FIREARMS PROGRAM OVERVIEW: The Firearms Licensee Compliance Program was originally designed to enhance the ability of law enforcement agencies to conduct more complete and comprehensive background investigations on applications for new or renewed Federal Firearms Licenses (FFL). The initial joint effort between the New York City Police Department (NYPD) and the Bureau of Alcohol, Tobacco, and Firearms (ATF) advised applicants of federal, state, and city firearms licensing laws; provided information regarding the New York City gun dealer permit application process; informed current FFL holders of the laws concerning firearms within New York City; and advised current FFL holders of a program that tracked deliveries of firearms inside New York City. In addition to continuing the NYPD project, funding was provided for replication of the project as a component of a more comprehensive firearms project in the cities of Oakland, Berkeley, and Richmond, California.

The Firearms Investigative Task Force Program was designed to identify, target, investigate, and prosecute individuals and dismantle organizations involved in the unlawful use, sale, or acquisition of firearms in violation of the federal or state firearms laws. This project initially was funded in FY 1993 with a grant involving the Virginia Department of Criminal Justice Services/Virginia State Police and the ATF. In addition to providing continuation funding for the Virginia project, funding was provided for a replication of the project in West Virginia and included participation of the West Virginia State Police.

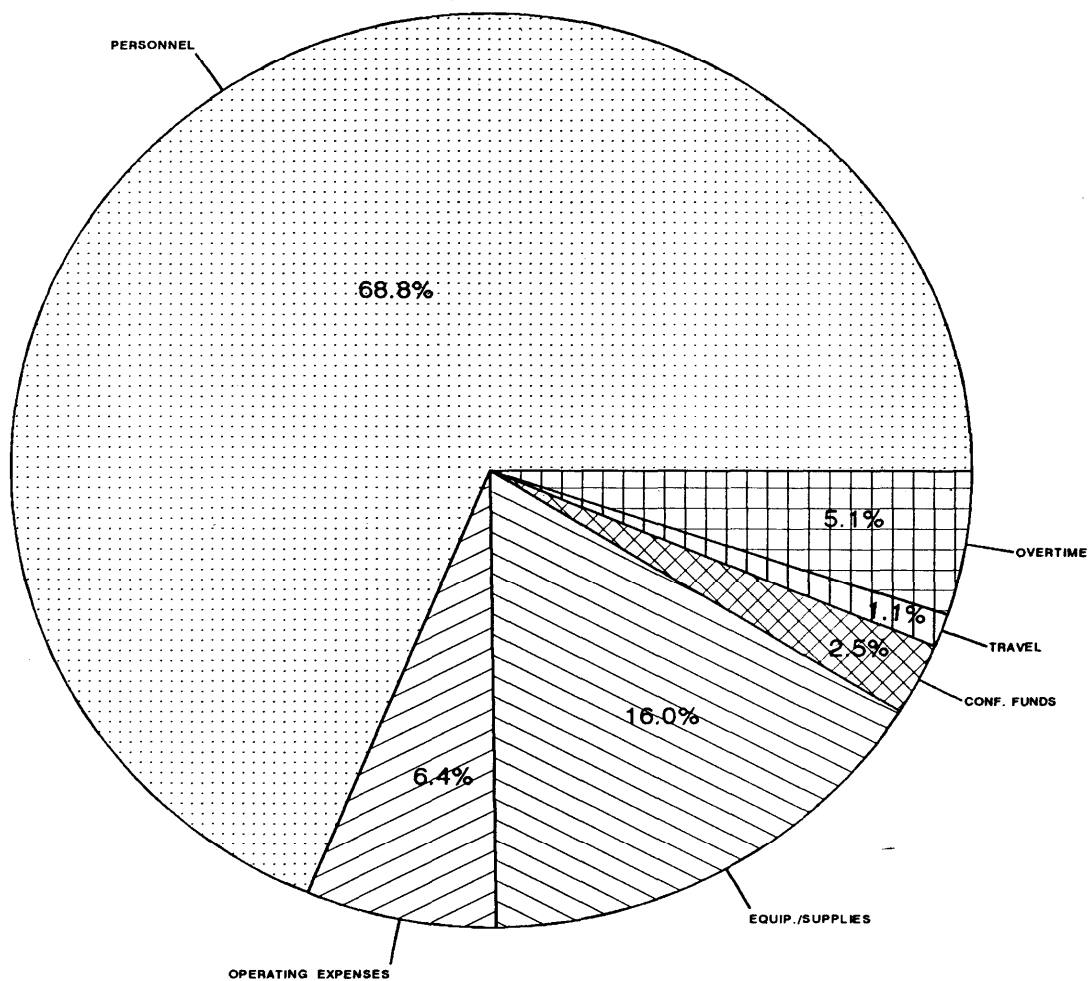
The Innovative Firearms Program provided funding to assist state and local jurisdictions in the development and implementation of new or enhanced projects designed to control illicit firearms trafficking. Funds were allocated for the initiation of two new projects.

The grant recipients for the seven projects in FY 1994 were as follows:

New York City Police Department; Virginia Department of Criminal Justice Services/Virginia State Police; Georgia Criminal Justice Coordinating Council; West Virginia State Police; Indiana Criminal Justice Institute; City of Oakland, California Police Department; and the North Carolina State Bureau of Investigation.

- o FIREARMS PROGRAM BUDGET ANALYSIS: Analysis of the seven firearms task force budgets revealed that personnel costs (pay and benefits) accounted for 68.8 percent of the total amount. Other budget item costs included: equipment and supplies (16.0 percent); operating expenses (6.4 percent); overtime (5.1 percent); confidential funds (2.5 percent); and travel (1.1 percent). See the pie chart below.

DISCRETIONARY GRANT PROGRAM BUDGET ANALYSIS OF FIREARMS TASK FORCE FY 1994



"Special Focus" Task Forces. The following four projects are included in the special focus task force category: the Violent Street Crimes Project; the Washington, D. C., Metropolitan Area Drug Task Force; the Metropolitan Gang Task Force; and the Building/Housing Enforcement Task Force.

The four projects were funded in FY 1994 either as a project for which no formal application process or guidelines were issued or as a Congressional mandated/earmarked project.

The grant recipients for these projects are as follows:

Violent Street Crimes Project

- Florida Department of Law Enforcement, special grant directed at the safety of tourists.

Washington, D.C. Metropolitan Area Drug Task Force

- Arlington County, Virginia Police Department

Metropolitan Gang Task Force

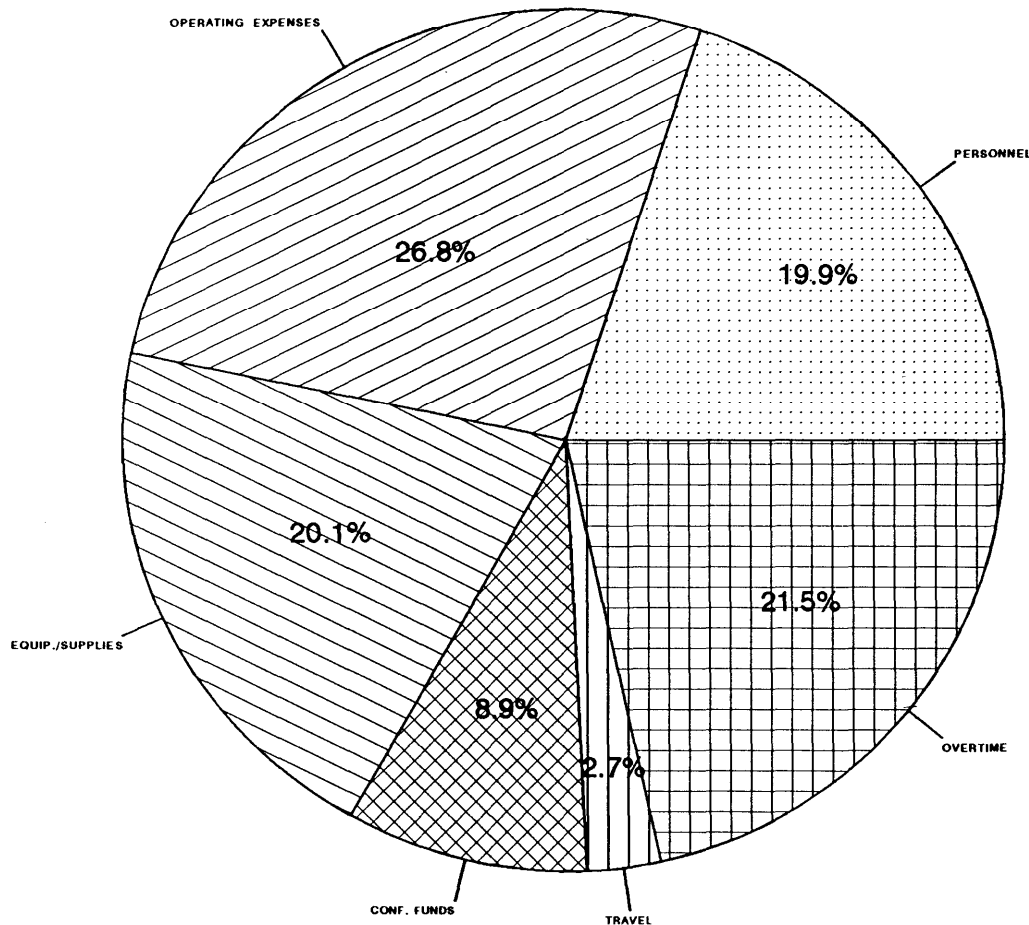
- Aurora, Colorado Police Department

Building/Housing Enforcement Task Force

- Chicago Police Department

o BUDGET ANALYSIS OF FOUR SPECIAL FOCUS TASK FORCES: Analysis of the four special focus task force budgets revealed that personnel costs (pay and benefits) accounted for 19.9 percent of the total amount. Other budget item costs included: equipment and supplies (20.1 percent); operating expenses (26.8 percent); overtime (21.5 percent); confidential funds (8.9 percent); and travel (2.7 percent). See the pie chart below.

DISCRETIONARY GRANT PROGRAM BUDGETS ANALYSIS OF SPECIAL FOCUS TASK FORCES FY 1994



APPENDIX

SURVEY INSTRUMENT:

BJA FORMULA GRANT SUPPORT FOR MULTIJURISDICTIONAL TASK FORCES



U.S. Department of Justice

Office of Justice Programs

Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

OCT 24 1995

Dear Colleague:

At the request of the Attorney General, the Bureau of Justice Assistance (BJA) is conducting a study concerning implementation of multi-jurisdictional task forces by state and local agencies. The enclosed survey is designed to answer specific questions for a report to the Attorney General. We are requesting that you return the completed forms by November 15, 1995.

We will not identify individual task forces in the report, but rather highlight overall aspects and components of the multi-jurisdictional task forces we are contacting. We estimate that completing the survey should not take more than 15-20 minutes. Please find an enclosed return address label if you are not sending your reply by FAX.

I want to thank you in advance for your help in this matter. You may call Robert A. Kirchner of my staff at (202) 616-3455, if you have any inquiries about the study.

Sincerely,

Nancy E. Gist

Director

Bureau of Justice Assistance

Enclosures

MULTIJURISDICTIONAL TASK FORCE PROFILE

The Bureau of Justice Assistance (BJA) is conducting a study of specific characteristics of multijurisdictional task forces to prepare a report for the Attorney General covering the use of federal support given to state and local agencies. Your agency is among almost 500 we have identified for inclusion in the study. Information on national patterns of staffing, budgeting and coordination will be of considerable benefit, not only for the report, but to the entire law enforcement community.

We would be grateful if you would complete the attached forms within 3 weeks and return them by mail or FAX. If you have questions about the study, please contact Robert A. Kirchner at (202) 616-3455. Thank you for your cooperation and response.

PLEASE RETURN TO: Director
Bureau of Justice Assistance
633 Indiana Avenue, N.W.
Washington, D.C. 20531

ATTN: Kirchner

OR BY FAX - (202) 307-0036

MULTIJURSDICTIONAL TASK FORCE PROFILE

Name of Agency: _____

Name and phone number of person completing response: _____

() _____

[illegible][illegible]

TOTAL full-time personnel assigned: _____

TOTAL part-time personnel assigned: _____

TOTAL Annual Budget (1994 CY or FY): _____

Federal Funds for FY 1994

Did the Task Force exist in any form before federal funding became available?

YES _____ NO _____

At this point in time, do you believe the Task Force will continue if federal funds are discontinued.

YES NO

MULTIJURISDICTIONAL TASK FORCE PROFILE

BUDGET CATEGORIES (Please give your best estimates for CY or FY 1994):

Personnel (Pay and Benefits) _____

Overtime Pay _____

Equipment/Supplies _____

Confidential Funds _____

Travel _____

Training _____

Other _____

NOTE: Please include with your response any information available on your agency's policy and/or procedures covering overtime pay. We are particularly concerned with the utility to state and local agencies of federal support for overtime expenditures.

MULTIJURISDICTIONAL TASK FORCE PROFILE

AGENCIES FORMALLY ATTACHED TO TASK FORCE	TYPES & NUMBERS OF AGENCIES
<p>PLEASE INDICATE THE TYPES OF AGENCIES FORMALLY ATTACHED TO YOUR TASK FORCE (Circle all that apply)</p> <p>For each agency TYPE identified, please indicate the NUMBER of agencies for each type in the place provided.</p>	<div style="margin-bottom: 5px;">City/Town Law Enforcement 1 _____</div> <div style="margin-bottom: 5px;">County Law Enforcement 2 _____</div> <div style="margin-bottom: 5px;">State Law Enforcement 3 _____</div> <div style="margin-bottom: 5px;">Federal Law Enforcement 4 _____</div> <div style="margin-bottom: 5px;">State or Local Prosecutor 5 _____</div> <div style="margin-bottom: 5px;">Federal Prosecutor 6 _____</div> <div style="margin-bottom: 5px;">Other (describe) 7 _____</div> <div style="border-top: 1px solid black; height: 15px; width: 100%;"></div>

MULTIJURISDICTIONAL TASK FORCE PROFILE

FEDERAL PARTICIPATION AND COORDINATION	PARTICIPATION	COORDINATION
<p>PLEASE INDICATE THE FEDERAL AGENCIES THAT ARE ATTACHED TO THE TASK FORCE OR WITH WHICH YOU EXPERIENCE ONGOING COORDINATION</p> <p>(circle all that apply)</p>	<p>Federal Bureau of Investigation 1</p> <p>Drug Enforcement Administration 2</p> <p>Alcohol, Tobacco and Firearms 3</p> <p>Customs Service 4</p> <p>U.S. Attorney 5</p> <p>Other (describe) 6</p> <p>_____</p> <p>_____</p>	<p>Federal Bureau of Investigation 1</p> <p>Drug Enforcement Administration 2</p> <p>Alcohol, Tobacco and Firearms 3</p> <p>Customs Service 4</p> <p>U.S. Attorney 5</p> <p>Other (describe) 6</p> <p>_____</p> <p>_____</p>

Do you receive federal funding from any other agency in addition to the Bureau of Justice Assistance?

YES _____

NO _____

If YES, briefly explain:
