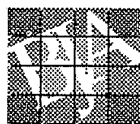


STATE
REPORTING
AND
EVALUATION

VIOLENT CRIME AND DRUG ABUSE IN RURAL AREAS: ISSUES, CONCERNS, AND PROGRAMS

September 1993

**Results From Innovative State and
Local Programs Workshops**



Publication Funded by
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About the Bureau of Justice Assistance

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

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Violent Crime and Drug Abuse in Rural Areas: Issues, Concerns, and Programs

September 1993

**Results From
Innovative State and Local Programs Workshops**

**Sponsored by the
State Reporting and Evaluation Program**

**Prepared by the
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Overview of Rural Issues and Concerns

Violent crime and drug abuse are taking their toll on rural communities across the Nation. According to *Rural Drug Abuse: Prevalence, Relation to Crime, and Programs*, a 1990 report published by the U.S. General Accounting Office (GAO), the total arrest rates for substance abuse violations are as high in rural States, rural counties, and smaller towns as they are in nonrural States, suburban counties, and larger cities, and there is little difference in the arrest rates for substance abuse violations between rural and nonrural areas. In October 1991, the Federal Bureau of Investigation (FBI) noted a 2% decline in reported crime in the Nation's largest cities during the first half of that year. The largest increase over that period was in cities with populations under 10,000, where reported crime rose 5%. Yearend 1991 Uniform Crime Reporting data indicated that rural crime is increasing at a rate equal to or slightly higher than urban crime.

There is little information on the extent of substance abuse and its relationship to crime in rural areas or on the effectiveness of programs that address the increasing levels of rural violent crime and drug abuse. In response to many requests from States that are interested in replicating violent crime and drug control programs that effectively address the needs of rural areas, the Bureau of Justice Assistance, U.S. Department of Justice, conducted the "Innovative Rural Programs Reporting and Evaluation Workshop," which was held in Santa Fe, New Mexico, February 21-23, 1993. Fifty-four participants from twenty-two States participated in the workshop, which focused on identifying and documenting exemplary rural violent crime and drug control programs implemented in the States. This report relates the issues and problems discussed at the workshop, including the characteristics of rural areas, the unique challenges faced by rural communities, and the programs that address rural violent crime and drug abuse.

What Is Rural?

In *Rural Drug Abuse*, the GAO (1) defines a "rural State" as a State with a population density of 50 persons or fewer per square mile and (2) identifies the following 18 rural States: Alaska, Arizona, Arkansas, Colorado, Idaho, Iowa, Kansas, Maine, Montana, Nebraska, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Dakota, Utah, and Wyoming. Many workshop participants indicated that the definition excludes other States that have large rural areas, such as Illinois, New York, Pennsylvania, and Washington.¹ The participants decided, therefore, that the workshop should focus on rural areas rather than rural States, and they identified (1) the characteristics that distinguish rural areas from urban areas

¹ Although those States have population densities of greater than 50 persons per square mile, they can identify areas within their States with population densities of 50 persons or fewer per square mile. The States indicated that those rural areas require programs and strategies designed to combat rural violent crime and drug abuse.

and (2) the unique problems and issues that challenge rural law enforcement and prosecutorial agencies in combating drug abuse and violent crime.

One defining characteristic of rural areas is their low population density, which produces high per-client costs in rural programs because of the "diseconomies of scale." Many of the programs, therefore, are unable to afford trained and experienced providers. To compound the problem, the alternative programs that combat crime and drug abuse are often unaccepted by communities, local agencies, and local school systems because they depart from the status quo. In addition, rural service providers are usually generalists, and they find it difficult to develop expertise and devote adequate time to drug and crime issues. Police officers, for example, handle a range of law enforcement problems, teachers perform a variety of educational tasks, and health care workers provide an array of treatment services. Furthermore, rural jurisdictions often encompass a large geographic area, which makes it difficult to deliver law enforcement, education, and treatment services with limited resources and manpower.

Although rural jurisdictions face many of the same law enforcement problems as their urban counterparts, rural police officers often encounter crime of a different nature. Many of the gangs that are forming in rural areas, for example, have different characteristics than those in urban areas, and the officers require training in different techniques to deal with them effectively. Several workshop participants pointed out that gangs are infiltrating rural areas because the landscape allows them to set up operations discreetly. Rural agencies often lack the manpower to patrol regularly, thus allowing gangs to exert their power and influence in communities.

Participants also recognized that rural crime is difficult to measure, in part because many law enforcement and judicial decisions are made informally and are not recorded, which could be because the victims or perpetrators of rural crimes are often individuals with whom officers are personally acquainted. As a result, infrequent or inaccurate documentation of crimes makes it difficult to justify the request for program funding.

Workshop participants also pointed out that violent crime may have greater impact in rural areas than in urban areas. Because urban areas experience a large amount of violent crime, those areas often become desensitized to the violence. A homicide or rape in a rural community, however, can sometimes devastate that community because it does not routinely deal with such crime and because the victims or perpetrators are often known by the residents of the community. In addition, many rural areas do not have access to public health and law enforcement services designed to handle the social and personal impact of violent crime.

The prevalence of cocaine appears to be lower in rural areas than in nonrural areas, while the prevalence of inhalants appears to be higher, according to data from *Drug Use, Drinking, and Smoking: National Survey Results from High School, College, and Young Adult Populations, 1975-1988* (Institute for Social Research, University of Michigan, prepared for the National Institute on Drug Abuse, U.S. Department of Health and Human Services). Alcohol is

the most widely abused drug in rural areas, and the total substance abuse rates (alcohol abuse plus other drug abuse) in rural States are nearly as high as those in nonrural States. Similarly, most prison inmates in rural States have abused alcohol, other drugs, or both, as have most prison inmates in nonrural States.

What Challenges Do Rural Law Enforcement Agencies Face in Combating Rural Drug Abuse and Violent Crime?²

There are approximately 83,000 cities, municipalities, and townships and 3,109 counties in the United States, which are served by 16,941 law enforcement agencies with 363,000 police officers and 140,760 sheriffs' department officers. Of the total number of law enforcement agencies, 12,288 are general-purpose (nonurban) local police departments with a collective budget of \$20.6 billion, and 3,093 are sheriffs' departments with a collective budget of \$9.1 billion. Other salient facts concerning rural and urban agencies include the following:

- 90% of rural police departments serve populations of less than 25,000, and 75% of them serve populations of less than 10,000.
- 2% of all police departments serve populations of more than 100,000.
- 91% of all police departments serve rural areas and have less than 50 officers, and 50% of them have fewer than 10 officers. The average police department in the United States has 30 officers.
- 8% of rural law enforcement agencies do not require entry-level or basic training, and neither management nor supervisory training is available to those agencies.
- Of the 3,093 sheriffs' departments in the United States, 67% have fewer than 25 officers, and 50% have fewer than 10 officers.
- 11% of sheriffs' department officers receive no training.
- Basic mandated training for entry-level police and sheriffs' departments ranges from 50 hours in rural departments to 700 hours in urban departments.
- The average annual starting salary in rural police and sheriffs' departments is \$15,000, compared with \$26,000 in urban departments.

² The information in this section presents a law enforcement perspective of rural crime and drug abuse issues and was contributed by Lee Colwell, D.P.A., Professor, Criminal Justice Institute, University of Arkansas at Little Rock (UALR). Information was also obtained from "Meeting the Needs of Rural Law Enforcement Management," a proposal of the UALR's Criminal Justice Institute.

Rural law enforcement agencies are at a critical juncture, and it is imperative that strategic planning and action meet their needs. Rural law enforcement officials have virtually no access to professional management education, development, and training or the identification of models for the delivery of such training. Furthermore, the rural police organization is frustrated by officers' lack of adequate training to manage varied assignments, the low degree of job specialization, the lack of timely crime statistics, and the lack of data analysis capabilities. As a result of such deficiencies, rural citizens are often deprived of adequate protection and competent law enforcement services that all U.S. citizens expect under the law.

In March 1992, the University of Arkansas at Little Rock, in cooperation with the FBI, sponsored the Arkansas Law Enforcement Focus Group, which included nine chiefs of police and eight sheriffs from Arkansas communities. The total law enforcement experience of the group was 250 years, an average of 14.6 years per participant. The police chiefs and sheriffs supervised a total of 431 employees, an average of 27 each, and served about 366,900 citizens through the jurisdiction of their agencies, an average of 22,900 each. Eight of the participants had training budgets. Overall, general operating budgets ranged from \$140,000 to \$2 million.

The focus group deliberated on the status of law enforcement in Arkansas' rural communities, and they agreed on several problems and needs, which are highly characteristic of rural law enforcement throughout the United States and which have been dramatically underscored by surveys conducted by the Bureau of Justice Statistics, U.S. Department of Justice.

The participants identified the following challenges for rural law enforcement agencies:

- *Longer hours*—Because there are fewer officers in rural law enforcement agencies, many officers work long shifts and sometimes receive law-enforcement-related calls at home.
- *Fewer opportunities for training*—Rural agencies are less likely than their urban counterparts to have training budgets. In addition, it is difficult to release officers for training because of the need to maintain patrols and because officers must often travel long distances to attend training programs.
- *Need for cross-training*—Because of the limited manpower in rural agencies, there is little or no opportunity for specialization; consequently, officers are involved in tasks ranging from the removal of a hornet's nest to the investigation of arson, gang activities, drug abuse, and homicide. Because major crimes occur less frequently in rural areas, officers have less opportunity to use and refine their enforcement skills.
- *Personal relationships with constituents*—Police officers are often expected to render personal services such as delivering groceries to elderly shut-ins.

- *Larger areas to cover with fewer people*—Rural jurisdictions sometimes span a thousand square miles. Because of limited manpower, there is often no backup for officers when they travel long distances to respond to isolated calls.
- *Less equipment and support*—Rural agencies often lack computers, sophisticated communications systems, and data bases, and some officers must supply their own weapons.
- *High turnover rate*—Because salaries in rural areas are dramatically lower than those in urban areas, rural law enforcement is often seen as the training ground for urban law enforcement. The high turnover rate in rural jurisdictions creates the constant need for training.
- *Nature of rural crime*—Urban areas experience more crimes such as drive-by shootings, homicide, prostitution, and burglaries, while rural areas experience more crimes such as domestic violence, driving while intoxicated (DWI), check fraud, and juvenile-related crime.

The focus group identified high stress, low morale, inadequate supervision, lawsuits, the loss of felony convictions, the injuries and deaths of police officers, and the endangerment of citizens' lives as the consequences of the lack of adequate education and training available to rural law enforcement personnel. The participants emphasized the need for more sophistication and expertise in rural law enforcement because of the following factors:

- One-third of the Nation's citizens live in rural areas.
- Crime passes through rural areas to urban areas.
- Many retirees move to rural areas and are vulnerable to crime.
- Industries consider the crime rate when locating in small cities and rural areas.

To systematically address the growing crime problems and the limited resources available to rural law enforcement managers, there is a need for practical and focused research. In addition, there is a need for the development and dissemination of programs and strategies designed to assist States and units of local government in rural areas across the country. The UALR's Criminal Justice Institute proposes the following goals to meet the needs of rural law enforcement agencies:

- Develop a comprehensive and effective rural law enforcement management education and training plan to serve as a "blueprint" for action in the 1990's and into the 21st century
- Acknowledge successful models and programs

- Explore ideas beyond the traditional urban criminal justice community to develop a comprehensive management education and training plan
- Coordinate the delivery of management education and training for rural law enforcement and integrate those programs into local, State, and Federal initiatives
- Conduct a comprehensive study of economic and social factors leading or contributing to rural crime and the lack of rural law enforcement management education and training and then propose specific legislative and administrative actions to reduce rural crime and the elements that contribute to it.

What Challenges Do Rural Prosecutors Face in Combating Rural Drug Abuse and Violent Crime?³

The American Prosecutors Research Institute conducted a mail survey of 12 local prosecutors' offices representing rural and suburban jurisdictions (with a population of up to 250,000) to identify emerging crime trends and the methods used to control them. The survey, which had a 57% response rate, was designed to identify violent crime and drug abuse problems in rural and suburban jurisdictions as well as innovative programs that prosecutors have implemented in response to those problems.

The survey sample included 21 local prosecutors from the following jurisdictions: 10th Judicial Circuit, Pueblo, Colorado; Chickasaw County, Iowa; Jefferson County, Iowa; Scott County, Iowa; Marquette County, Michigan; Fallon County, Montana; Missoula County, Montana; Merrimack County, New Hampshire; 11th Judicial Circuit, Lexington, South Carolina; 8th District, Sulphur Springs, Texas; Clark County, Washington; and Yakima County, Washington. Each prosecutor serves on the National District Attorneys Association's National Prosecutors Committee, which represents the interests of rural and suburban prosecutors throughout the United States.

The survey results identified juvenile crime and violent crime as increasing law enforcement problems in rural jurisdictions. Environmental crime and property crime were each mentioned by one jurisdiction. The findings also revealed the most common drugs distributed in the surveyed jurisdictions: cocaine, identified by 83% of the respondents; marijuana, identified by 75%; crack and methamphetamine by 33%; LSD and alcohol by 25%; and heroin and amphetamine by 17%. One jurisdiction mentioned methcathenone as the most serious drug problem. In terms of criminal activity, one-third of the survey respondents identified burglary as the most common drug-related crime. Theft was mentioned by one-fourth of the respondents, followed by DWI, which was identified by one-sixth. Gangs were mentioned by one-fourth of the respondents as the prevalent criminal organization.

³ The information in this section presents a prosecutorial perspective of rural crime and drug abuse issues and was contributed by Donald J. Rebovich, Ph.D., Director of Research, American Prosecutors Research Institute.

The prosecutors were asked to characterize rural violent crime, and the majority of them indicated that domestic violence was a contributing factor to such crime. They also cited substance abuse as a contributing factor. Other criminal activities that pose serious problems in the surveyed jurisdictions included check fraud, alcohol-related crimes and burglaries, gang activities, juvenile delinquency, and driving without a license. White-collar theft, domestic violence, theft, DWI, sexual child abuse, sex offenses, and homicide were also identified as problems faced by rural communities.

When asked about problems unique to their jurisdictions, nearly half of the respondents replied "none" or gave "nonanswers." Of the prosecutors who did mention unique jurisdictional problems, their comments included the following: "policing rural areas"; "too few attorneys to cover the geographic area"; "increased drug trafficking in migrant populations"; "methcathene abuse"; "proximity to a metropolitan area"; "bias against domestic violence victims"; and "containing gang infiltration."

The prosecutors were asked to identify innovative programs or practices directed at violent crime in rural areas, and 11 prosecutors mentioned programs directed at controlling family violence, including referrals for victims and batterers, abuser counseling through the Department of Corrections, and strict "no contact" orders until an abuser successfully completes a counseling program. Three jurisdictions developed multidisciplinary child abuse teams consisting of law enforcement, medical, and social service representatives. Four jurisdictions have implemented victim/witness advocacy programs to aid the victims of violent crime. Two jurisdictions mentioned designating attorneys to specific crime areas.

The majority of survey respondents have employed multijurisdictional drug task forces to combat the local drug problem. One-fourth of the rural prosecutors supported school-based education programs such as Drug Abuse Resistance Education and Students Against Drunk Driving. Other innovative drug prosecution programs included diversion programs that provide alternative treatment for first-time drug offenders or counseling with a certified alcohol/drug counselor on the local prosecutor's staff; a hotel interdiction program in which hotel personnel are trained to recognize drug dealers and to notify local law enforcement authorities; and a strategy that dedicates several attorneys to prosecute drug cases exclusively.

The prosecutors revealed the major obstacles they faced when implementing innovative programs and practices in rural and suburban jurisdictions, and five prosecutors mentioned the lack of funding as a restraining factor in their local law enforcement programs. In some instances, rural prosecutors feel "cut off" from Federal assistance. One county indicated that the primary obstacle was the way in which Federal grants are made available to an office of its size. Two prosecutors noted the lack of adequate resources as the greatest constraint on their offices. In addition, the prosecutors mentioned the following obstacles: lack of training; law enforcement turf battles; interagency disagreement; prison crowding; lack of information sharing; and the quick processing of cases by judges to avoid trial.

Because the problems that rural prosecutors' offices face often vary from those confronted by metropolitan offices, the strategies and programs implemented in urban jurisdictions may not be effective solutions for rural communities. In Chickasaw County, Iowa, for example, there have been only two homicides since 1968; therefore, a law enforcement strategy geared toward DWI or check fraud is probably more appropriate for that jurisdiction than a strategy focused on homicide or assault.

In the future, innovative crime programs and strategies should focus on the four emerging crime areas identified in the survey: juvenile crime, violent crime, environmental crime, and property crime. Rural prosecutors need resources and funding to initiate innovative law enforcement programs as well as strategies to combat the crime problems plaguing the rural areas of the United States.

What Solutions Are Available for Combating Rural Drug Abuse and Violent Crime?

Rural communities can compensate for the shortage of funding, expertise, and manpower by pooling resources and coordinating efforts to fight problems that are too complex for a single community to resolve on its own. Rural law enforcement and prosecutorial agencies must develop and implement innovative violent crime and drug abuse programs that address the unique needs of rural areas and that can be replicated. Finally, the successful programs, strategies, and models that have been implemented in rural jurisdictions in the States—such as those reported on in this publication—must be documented and then disseminated.

Border Alliance Group Narcotics Task Force

Statement of the Problem

Cochise County is located in the southeast corner of Arizona and is bordered by the State of New Mexico to the east and the Republic of Mexico to the south. The county covers 6,256 square miles and has a population of 101,725, accounting for 5.5% of the State's land area and 2.5% of its population. With an overall population density of 16 persons per square mile, Cochise is the most sparsely populated of the four Arizona counties that border Mexico, and most of its residents live in five small cities. The four major industries in the county are ranching, farming, military operations, and drug smuggling.

Cochise County provides an ideal environment for the illegal importation of drugs from Mexico because the desert topography, the favorable year-round climate, and the sparse population enhance the operations of the drug smuggler. While the Mexican border runs east and west, the predominant mountain ranges in the area run north and south, creating wide, flat valleys that serve as natural smuggling corridors. The Sonoran Desert is covered with brush and arroyos, or dry streambeds, which provide natural cover for the smuggler.

Douglas and Naco, the two official U.S. ports of entry at the border, are the crossing points for large-scale legitimate international commerce as well as for visitors and tourists from Mexico and the United States. The population of those ports is predominantly Hispanic, and many of the residents have relatives, friends, and business clients on both sides of the border. Those factors provide an often unwitting, but expedient, camouflage for drug-smuggling organizations.

The major drug organizations that are based in the Mexican states of Sonora and Sinaloa dominate the movement of cocaine, marijuana, and heroin into and then out of Arizona. Many of those organizations have substantial economic resources, and they often traffic in stolen vehicles and arms transported from the United States into Mexico. Many of the drug-trafficking groups that are based in the United States—from the highly structured organizations to the amateur free-lance traffickers—utilize Cochise County as the central domestic base for their distribution activities.

Although the large-scale drug trafficking and its related crime are the most critical problems facing Cochise County law enforcement agencies, the county also has "mainstream" drug problems. In Sierra Vista, for example, the largest city in the county and home to the Fort Huachuca Army Base and Proving Grounds, there is a significant amount of cocaine and marijuana abuse. That city has also experienced the recent resurgence of LSD, most likely because of its younger population.

In response to the high level of drug smuggling, the Cochise County Sheriff's Office initiated the Border Alliance Group (BAG) Narcotics Task Force in 1987. Initially, the sheriff's office received a \$20,000 grant from the Arizona Criminal Justice Enhancement Fund to purchase equipment and fund the operations of the task force. In 1988, the task force began to receive funding from the Edward Byrne State and Local Law Enforcement Assistance Formula Grant Program, which is administered by the Bureau of Justice Assistance. In 1991, the task force began to receive funding from the High Intensity Drug Trafficking Area (HIDTA) grant program.

Goals and Objectives

The primary goals of the BAG Narcotics Task Force are (1) to interdict drug-smuggling operations in Cochise County and (2) to reduce the duplicative enforcement efforts of the Federal, State, and local law enforcement agencies that investigate drug-smuggling cases in the county.

Program Components

The task force comprises 11 full-time personnel, including 8 sworn officers, 1 intelligence analyst, and 2 support personnel, who represent six of the State and local law enforcement agencies in Cochise County: Arizona National Guard Joint Counternarcotics Task Force, Benson Police Department, Bisbee Police Department, Cochise County Attorney's Office, Cochise County Sheriff's Office, and Sierra Vista Police Department. The task force maintains close working relationships with the other State and local agencies operating in the county as well as with the Federal agencies that have law enforcement responsibilities in the area.

In fiscal year 1993, the task force is receiving \$204,000 in formula grant funds and \$204,000 in HIDTA grant funds, which account for almost 60% of its total operating costs. The BAG also generates significant revenue through forfeitures and the Federal asset-sharing program. The county's Racketeer Influenced and Corrupt Organizations (RICO) accounts, for example, have accumulated over \$3 million in asset forfeitures over the last 18 months. In addition, the participating agencies provide significant in-kind support, including vehicles, office space, and personnel. Through a tandem drug prosecution program, the Cochise County Attorney's Office also receives formula grant and HIDTA grant funds.

The formal structure of the task force includes a governing board, which comprises the chief executives of the participating agencies and meets quarterly to review operations and provide overall guidance. A subgroup of the board, which includes supervisory and command personnel from many of the Federal, State, and local law enforcement agencies that operate in the county, meets monthly to review cases and to provide more detailed guidance for the operations of the task force.

A sergeant from the Cochise County Sheriff's Office supervises the BAG, and the sworn officers—who are stationed in Bisbee, the county seat, and in Sierra Vista, the largest city in the county—report directly to that supervisor. An attorney from the Cochise County Attorney's Office drug unit is also assigned to the task force and is stationed in the Sierra Vista office, providing case review assistance, search warrant preparation, and general legal advice and training on drug enforcement issues.

Results and Impact

Successes and Accomplishments

The success of the task force is attributed to the strong cooperative ties among the Federal, State, and local law enforcement agencies that focus on drug enforcement efforts rather than turf battles or asset disputes. Since July 1, 1990, the BAG has arrested 362 drug offenders and has seized 2,793 pounds of cocaine and 18,930 pounds of marijuana. The task force has also seized (1) almost \$500,000 in cash, (2) motor vehicles valued at more than \$1,000,000, and (3) weapons worth nearly \$25,000.

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Arizona

Mohave Area General Narcotics Enforcement Team

Statement of the Problem

Mohave County, located in the northwest corner of Arizona, covers 13,227 square miles and has a population of 106,050, which is concentrated primarily in Kingman, Bullhead City, and Lake Havasu City. The latter two communities are located on the Colorado River at the border between Arizona and Clark County, Nevada. Kingman is located in central Mohave County, where Interstate 40 and U.S. Highway 93 intersect. Interstate 40, which spans the United States, is the primary east-west road, and Highway 93 is the major route between Phoenix, Arizona, and Las Vegas, Nevada, where it connects with Interstate 15, which runs between Los Angeles, California, and Salt Lake City, Utah. Those major roads, combined with the remote airstrips and limited-access areas in Mohave County, create an ideal location for clandestine drug laboratories and their distribution centers, which serve Arizona, California, Nevada, and Utah. Currently, methamphetamine is the primary manufactured drug in Mohave County.

By 1997, the rapid growth of the resort and recreational industries along the Colorado River and within the Lake Mead National Recreation Area is projected to increase Mohave County's population by 63,000. The large number of construction and service jobs that coincide with that expansion as well as the numerous tourist attractions in the area, such as the London Bridge, draw many people who promote illicit drug use.

Goals and Objectives

The primary goal of the Mohave Area General Narcotics Enforcement Team (MAGNET) is to reduce the manufacture and distribution of narcotics in the county by coordinating and intensifying law enforcement efforts.

Program Components

The Kingman Police Department is the host agency for the MAGNET, which operates under the command of Captain Arlan Berg and the supervision of Lieutenant "Jeep" Dougherty. In fiscal year 1993, the task force is receiving \$171,457 in Federal and State grant funds, including a hard-cash match of \$34,291, which support the salaries and expenses of four drug investigators. The grant funds account for 31% of the total resources that will be expended during the period by the task force, which comprises 13 members from the

six participating law enforcement agencies: Arizona Department of Public Safety, Colorado City Marshal's Office, Kingman Police Department, Lake Havasu City Police Department, Mohave County Sheriff's Department, and U.S. National Park Service Police.

The MAGNET is also supported through a tandem drug prosecution program that provides the Mohave County Attorney's Office with \$112,571 in Federal and State grant funds, including a hard-cash match of \$22,514, which cover the salaries and expenses of one drug prosecutor and one legal secretary.

The team commander (1) operates the MAGNET's administrative and support office, with the assistance of a secretary, and (2) coordinates the operational activities of the three squads, which are located in Kingman, Lake Havasu City, and Mohave Valley. Each squad has a leader, and the three leaders meet regularly with the operations commander to discuss matters of mutual concern.

The operations commander is responsible for (1) coordinating cases with the Mohave County Attorney's Office, (2) dispersing funds to the participating agencies, and (3) collaborating with the task force's board of directors, which comprises the heads of the six participating law enforcement agencies.

Results and Impact

Successes and Accomplishments

In 1991, the MAGNET successfully dismantled one of the largest underground marijuana-growing operations ever discovered in Mohave County. That and other successes of the task force are attributed to the following factors:

- The cooperative relationship of the board of directors, who ensure that the interests of each agency are considered in the decisionmaking process.
- The close working relationship between the board of directors and Lieutenant Dougherty, who informs the board on matters of interest to them as board members and as agency heads. That interaction has engendered a high level of mutual trust and support.
- The rapport (1) between Lieutenant Dougherty and the three squad leaders and (2) among the squad leaders, who promote their enforcement efforts as a team.
- The focus on drug enforcement problems and their solutions, rather than on peripheral concerns, such as turf issues and the assignment of credit for successful efforts.

The task force routinely exchanges personnel with other drug task forces (1) to provide its officers with additional training and (2) to utilize unfamiliar faces in special investigations. Because the MAGNET is well known and supported in the communities throughout Mohave County, citizens regularly report suspicious activities to the task force.

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Poudre Valley Trailer Park's Community Policing Program

Statement of the Problem

The Poudre Valley Trailer Park covers 41 acres, offers 310 spaces for mobile homes, and has an estimated population of 1,200–1,500 residents. The demographics of the park are equivalent to those of a rural community, but there is one major difference between the two: A rural town has some form of self-government, but a trailer park does not; consequently, a town can provide essential services to its residents, but a trailer park must compete for those services with the remaining segments of the county.

In 1990, for example, the Larimer County Sheriff's Department received 401 calls for law enforcement assistance from the 0.06-square-mile Poudre Valley Trailer Park. Although those calls represented only 1.79% of the total calls handled by the department in 1990 and were concentrated in 0.0025% of the total land area in Larimer County, they accounted for the highest concentration of calls per square mile in the county.

The large number of calls for police assistance, combined with the lower socioeconomic composition of the population in the park as well as the visible signs of decay, such as rundown trailers and excessive amounts of litter, indicated that the trailer park was a prime candidate for a community policing program. Additionally, the park's residents had voiced the need for increased police services because many were afraid to walk through the park or to let their children play at the park's playground. To compound the problem, the residents distrusted the sheriff's department because they did not believe that the department was committed to addressing the root of the crime problem or to taking measures beyond merely arresting people.

Goals and Objectives

The Poudre Valley Trailer Park's community policing program, which began in May 1991, defined the following goals:

- *Establish a strong area presence*—To develop and maintain the residents' trust and confidence in the sheriff's department, the department will operate an outpost office within the park as a resource for the residents and as a substation for area deputies, who will patrol the park on foot or bicycle whenever possible.

- *Conduct positive public relations*—As representatives of the Larimer County Sheriff's Department, the deputies will work to convince the community that the department is there to serve them.
- *Gain familiarity with the park's residents, activities, and problems*—The distribution of questionnaires and smoke detectors will give the deputies opportunities to interact with the residents and demonstrate their interest in the community and its safety.
- *Establish a task force for fighting crimes against children*—Working with other community agencies, the sheriff's department will develop procedures for the prevention and detection of crimes against children who live in the trailer park.
- *Facilitate improvements in the trailer park*—In cooperation with the park's management, the department will (1) change the numbering system for mobile homes and streets to enhance the department's response to incidents; (2) improve the lighting system throughout the park; (3) install a directory panel at the park's entrance; (4) relocate the schoolbus pickup from the entrance of the park to a safer location; (5) address the problem of children running, walking, and playing in the streets; and (6) reduce the number of dogs and cats running at large.
- *Support the Evenstart Learning Center*—The sheriff's department will assist with the summer school program by providing personnel to present drug and alcohol awareness programs for parents and youth involved with Evenstart.
- *Assist in organizing recreational activities for youth*—The deputies will coordinate activities with the Evenstart and the Activities Youth Center programs, such as implementing a softball league with neighboring trailer parks and organizing involvement in the Fort Collins Police Department's Laramie River Rendezvous.

Program Components

Two deputies from the Larimer County Sheriff's Department were assigned full-time to the program, which followed the model already existing in many small towns and rural areas across the country, whereby sheriffs' departments are responsive to the needs of their communities and utilize officers who are well-known members of those communities.

Gaining the trust of the community was one of the key elements of the Larimer County model. During the initial stages of implementation, the sheriff's department developed a close working relationship with the management of the trailer park and devised a plan of action. When the department ensured its commitment to the program, the owners of the park were willing to spend money on improvements and were receptive to suggestions for changes in the park's rules.

Foot patrols were also a vital component of the program because they increased the interaction between the deputies and the residents, particularly the children. The deputies conversed regularly with the residents and often attended social events at the park, demonstrating their interest in serving the community. In addition, the deputies distributed a survey, thereby discovering what the residents perceived as priority problems in their community; consequently, the survey results strongly influenced the direction of the program. The deputies also distributed smoke detectors in a joint effort between the sheriff's department and the Poudre Fire Authority.

Another aspect of the program involved the close working relationship between the community policing officers and the Evenstart Learning Center, a federally funded project designed to help preschool and school-age children of low-income families gain the basic educational skills necessary to succeed in a mainstream school environment. The deputies helped to organize activities such as picnics and trips to sporting events and recreational centers.

Results and Impact

Performance Measures

Subjective measurements were based on reactions from the deputies, the residents, and the park's management, while objective measurements were based on crime statistics and survey results.

Implementation Problems

The community policing officers experienced resentment from other officers, a problem that stemmed from the belief that community policing was not "real police work" and that it produced a heavier workload for other officers. Some members of the department felt that community policing was the work of a social service agency, not of a crime-fighting police force. The department is currently working to correct that negative perception through education, training, and supervision.

Another obstacle was the reaction to the decentralization of authority. Many officers and supervisors had a difficult time making the transition from an autocratic structure to one in which officers were planning the enforcement activities. That change—from reactive to proactive police work—caused problems for some deputies, but the problems were resolved as the deputies developed a better understanding of and became more comfortable working under a decentralized structure.

Successes and Accomplishments

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

community policing was implemented in the trailer park, the deputies received little cooperation in gathering information or evidence for cases; today, however, residents are taking responsibility for the day-to-day activities in the park. In general, community policing has resulted in (1) a higher level of trust between the sheriff's department and the community, (2) a reduction in the fear of crime, and (3) the perception that the Poudre Valley Trailer Park is a better place to live.

The number of service calls to the department has increased since the inception of the program, which could be attributed to the following factors: (1) the increased willingness of the residents to report crimes, (2) the increased presence of the officers in the park, and (3) the increased followup on possible problems because of the officers' concern for a community that they feel they are a part of.

Other accomplishments of the program included (1) cleaning up the park, in cooperation with the park's management, the residents, and the Larimer County Health Department; (2) redesigning the traffic flow within the park to reduce the speed limit and make the area safer for children; and (3) obtaining sports equipment from the Fort Collins Recreation Department to be used at the park's playground.

Prospects for Replication

The Poudre Valley Trailer Park's community policing program will adapt easily to a variety of settings both within the State and across the country, such as incorporated or unincorporated rural communities, mobile home communities, rural high-density subdivisions, and areas with a high concentration of multiethnic populations. Before implementing a similar community policing program, however, communities must seriously consider three factors: (1) A well-defined community boundary, whether geographic or cultural, must exist; (2) the sheriff's department (or other law enforcement agency) must be willing to accept a structure that decentralizes authority and empowers the officers to handle problems on an individual basis; and (3) the officers must be willing to become a part of the community and strive to make it a better place to live.

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Statewide Community Policing

Statement of the Problem

Idaho faces several obstacles in combating violent crime and drugs. First, the lack of funding, technical and informational resources, and manpower has prevented many law enforcement agencies from building a safe and secure environment in the small cities and rural communities that comprise Idaho. Second, the large geographic area of the State makes it difficult for communities that are hundreds of miles apart to pool resources and work together. Third, although teenage drug use in Idaho is increasing and education officials are demanding that law enforcement officials provide the schools with information on chemical dependency and the use and abuse of controlled substances, small, rural law enforcement agencies are unable to commit the time and training and provide the publications necessary to conduct effective drug education programs.

Idaho's proactive response to overcoming those obstacles is community policing, which exhibits a single philosophy: The police and the public they serve have an interdependent responsibility in making their communities safe, healthy, and livable. Community policing in Idaho demands a multifaceted strategy because its rural communities (1) have unique needs and demands, (2) comprise people of many religious and ethnic backgrounds, and (3) branch out into small urban and rural areas across the State.

Goals and Objectives

The primary goals of the Idaho Community Policing Program are (1) to prevent the use and abuse of drugs among adults and youths to the greatest extent possible through education and prevention programs and (2) to reduce crime as well as the fear of crime at the community level. To achieve those goals, the Idaho Department of Law Enforcement has established the following objectives:

- Serve as a clearinghouse of information and resources for local communities.
- Assist and encourage local law enforcement agencies in (1) organizing community-based crime prevention programs and raising the level of public participation in those initiatives; (2) promoting community- and school-based drug education and prevention programs, such as Idaho Drug Free Youth (IDFY), Drug Abuse Resistance Education (DARE), and Parents and Youth Against Drug Abuse (PAYADA); (3) providing drug education materials and programs in more than one language (such as Spanish and Braille); and (4) implementing community policing management and operational training.

- Encourage public and private organizations to participate in a drug-free workplace program.

Program Components

The Community Policing Program has been in operation for 3 years and is coordinated by the Support Services Bureau of the Idaho Department of Law Enforcement. Three senior special agents are currently assigned as community policing officers (CPO's) and are stationed in the north at Coeur d'Alene, in the east at Idaho Falls, and in central Idaho at Boise. College interns are hired as support staff.

To reduce and eradicate drug use and abuse, the CPO's serve on boards, committees, and task forces as drug education/prevention specialists, resource contacts, and facilitators. The officers (1) develop drug education/prevention materials that convey up-to-date information on alcohol, drugs, and related issues; (2) conduct regional and statewide training in schools, businesses, and law enforcement agencies; and (3) assist businesses and industries in establishing a drug-free workplace. The officers also promote special events, such as Red Ribbon Week—a series of activities and contests promoting a drug-free lifestyle, especially among youth—and work closely with community organizations and coalitions, including DARE, PAYADA, and IDFY.

To facilitate the implementation of community policing, the officers (1) identify problems in the community, including fears and perceived fears; (2) identify strategies for solving those problems; and (3) break down barriers by building “bridges” between government agencies, businesses, and community residents. The officers convey the philosophy and benefits of community policing to the residents; empower law enforcement agencies by training the personnel in the concepts of community policing; and make presentations at schools, colleges, workshops, conferences, community meetings, and businesses.

Results and Impact

Performance Measures

Quarterly reports include a narrative description of the successes and failures of the project as well as statistical measurements on the level of effort and participation and the quality of program delivery. Information is collected on the number and types of agencies that request assistance, the number of hours spent with each agency, the number of students attending school programs, the number of adults attending civic group presentations, and the number of meetings attended. A log of travel and prep time is also maintained.

Implementation Problems

The program encountered the following obstacles during implementation:

- *Geographic area*—Because Idaho encompasses a large geographic area, communities are often hundreds of miles apart. As a result, the CPO's spend a great deal of time traveling because there are only three officers to service the State.
- *Scheduling demands*—The requests for services and training far exceeded what the three officers could handle.
- *The nature of rural communities*—In Idaho, rural communities tend to be close knit and skeptical of new ideas and people. Often, the CPO's were viewed with suspicion.

Successes and Accomplishments

One of the most important accomplishments of the program was the development of a network of contacts and resources. During the implementation stage, the CPO's offered free drug identification/prevention lectures to such agencies and personnel as Idaho's Health and Welfare Department and Department of Education, drug education coordinators in the school districts, chambers of commerce, local law enforcement agencies, juvenile service agencies, universities and community colleges, and community service clubs. The lectures were a starting point for developing and nurturing contacts.

Since the inception of the program, the three officers have presented educational programs to over 14,300 students representing 95 school districts, to more than 2,000 teachers and 6,800 adults from 60 communities, and to almost 2,000 police officers representing 75 agencies. The officers also promoted the annual Red Ribbon Week and worked with State and local law enforcement and drug prevention organizations at county fair booths. Community policing in Idaho has also been instrumental in setting up community committees, such as substance abuse councils, drug education consortiums, PAYADA, IDFY, and Idahoans Concerned with Adolescent Pregnancy, Inc.

The officers have assisted five local law enforcement agencies in adopting the community policing philosophy. In addition, the CPO's promoted and the Department of Law Enforcement sponsored a 2-day training seminar at which the philosophy of community policing was widely accepted by the attending police chiefs, sheriffs, administrators, and their support staff.

Prospects for Replication

The Idaho Community Policing Program has been successfully replicated throughout the State for three reasons: (1) There is a demand from communities for community policing efforts; (2) self-motivated community policing officers are already working in many communities;

and (3) the Department of Law Enforcement serves as a central facilitator, providing other agencies with a point of contact for information and assistance. Rural communities in other States that are interested in replicating Idaho's community policing efforts must recognize the importance of maintaining flexibility in addressing communities' and citizens' concerns about involvement in a community policing program.

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Serious Habitual Offender Comprehensive Action Program

Statement of the Problem

Juvenile crime, particularly violent crime, has increased significantly in many Illinois communities, and many juvenile perpetrators have become repeat offenders. Although several agencies take part in addressing the juvenile crime problem, the combination of State laws and agency policies has restricted interagency information sharing and collaboration; consequently, multiple juvenile justice agencies are often working independently with the same juveniles and their families, but their efforts lack coordination.

Because agencies fail to share vital information, a chronic juvenile offender often “falls through the cracks” of the juvenile justice system. When decision making is based on isolated information rather than on all of the available data, the extent of a youth’s criminal activity is not always known, and decisions are not always made in the best interest of the juvenile or the public. In addition, juvenile justice agencies often become frustrated because of the inconsistency in sentences and dispositions. Some habitual offenders remain “untouchable” and repeatedly victimize a community because of insufficient information sharing and coordination.

Goals and Objectives

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) facilitates an interagency response to chronic juvenile offenders. Originally developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice, SHOCAP is a cooperative information-sharing and case management program that promotes coordination among law enforcement, probation, correctional, and social service agencies; prosecutors; schools; and community aftercare services. Through the sharing of information, the agencies are able to develop more comprehensive case histories and to make more informed decisions and recommendations regarding juvenile serious habitual offenders (SHO’s).

The mission of SHOCAP is to control the behavior of SHO’s by reducing the number of offenses they commit and by promoting changes in their behavior through community-based programs. SHOCAP enhances the credibility of the juvenile justice system by developing a unified, consistent methodology for dealing with SHO’s. The program is designed to assemble the most up-to-date information on troubled youths and their families so that

the system can more accurately match needs with services. The following objectives are designed to achieve the mission of SHOCAP:

- Develop an accurate and timely data base that includes information from a variety of sources and focuses on juvenile serious habitual offenders
- Develop operational definitions for the early identification of juvenile serious habitual offenders that can be used by patrol officers and criminal investigators
- Develop operational standards for the detention and processing of juvenile serious habitual offenders
- Develop and refine criminal information files that focus on the methods of operation used by juvenile serious habitual offenders
- Improve the linkage and flow of information among all agencies in the juvenile justice system
- Develop procedures for reducing or eliminating pretrial delays, case dismissals, plea bargaining, and sentence reductions for juvenile serious habitual offenders
- Promote support for SHOCAP among the appropriate criminal justice agencies and community groups.

Program Components

Planning for the Illinois SHOCAP began in 1990, and the program was implemented in 1992, when the city of Decatur and Macon County became a national demonstration site for a countywide SHOCAP effort. Recognizing that a disproportionate amount of serious crime is committed by a relatively small number of juvenile offenders and that a coordinated multidisciplinary approach such as SHOCAP is needed to supervise and rehabilitate those offenders effectively, the Illinois General Assembly amended the Juvenile Court Act to allow each county in the State to establish a multidisciplinary SHOCAP committee, which works to adopt criteria that identify juveniles who qualify as SHO's and to adopt an interagency agreement for the sharing of information that enhances case management yet respects the confidentiality provisions of the Juvenile Court Act.

The chief juvenile circuit judge or his designee can issue a comprehensive information-sharing court order, which allows agencies that are represented on the SHOCAP committee and whose chief executive officer has signed the interagency information-sharing agreement to disclose information to the SHOCAP committee. Staff members from the participating agencies who qualify for access to SHOCAP information must be limited to those individuals who provide direct services to or supervision of SHO's.

The Decatur-Macon County SHOCAP committee includes representatives from the following agencies: Bivens/Whitten Juvenile Center, Decatur Mental Health Center, Decatur Police Division, Decatur School District #61, Illinois Department of Children and Family Services (DCFS), Macon County Juvenile Probation Department, Macon County Regional Office of Education, Macon County Sheriff's Department, Macon County State's Attorney's Office, and Youth Advocate Program.

A point system is used to identify juveniles who are to be treated as SHO's, and the system is based on the number and the seriousness of the offenses committed by them. In Macon County, for example, the number of SHO's targeted each month varies between 20 and 30.

Law enforcement agencies work to identify SHO's and potential SHO's according to the established criteria. The agencies compile comprehensive profiles and rosters on SHO's and share them with authorized agencies. Through their crime analysis units, the law enforcement agencies also provide strategic and tactical support to juvenile justice agencies to ensure responsible and informed decision making regarding SHO cases.

The Macon County State's Attorney's Office strives to expedite SHO cases, handling petitions vertically (with the same prosecutor assigned to the case from beginning to end) whenever possible. If a juvenile is detained, efforts are made to keep him or her in detention pending the adjudicatory hearing. If plea bargaining is used, the prosecutor strives to obtain as favorable a result as possible given the nature of the evidence. At the disposition hearing, the prosecutor is prepared to present information from the SHO profile.

The Macon County Juvenile Probation Department not only supervises SHO's on probation, but also conducts social history investigations, taking into consideration the information found in the SHO profile. The department also provides the local police department's crime analysis unit with information on the formal rules of probation for SHO's and the status of all SHO's on probation.

SHO's who perform community service or restitution work are supervised closely through the Probation Plus Program. All violations of the program's rules and absences from community service or restitution work are reported to the appropriate court representative and SHOCAP member agencies.

While SHOCAP ensures that stringent supervision is imposed on all SHO's, the delivery of intervention, social service, and aftercare services is an equally important program component. The Youth Advocate Program, for example, works to provide Unified Delinquency Intervention Services, Comprehensive Youth Services, and various aftercare services to SHO's referred by the courts or probation agencies.

The Decatur Mental Health Center provides (1) individual, family, and group therapy to SHO's and their families; (2) crisis intervention services 24 hours a day, 7 days a week; and (3) substance abuse assessments and treatment referrals. The center also shares social history and diagnostic information with other SHOCAP member agencies, as allowed by the Mental Health Code.

The Illinois Department of Children and Family Services works to identify SHO's who are the victim or the perpetrator in child abuse/neglect cases and to provide social service and placement opportunities. The department also identifies SHO's who are receiving DCFS services and shares social history and diagnostic information with other agencies, as allowed by the department's rules and regulations and related legislation.

Schools are also active participants in SHOCAP. To enhance a SHO profile, schools provide the crime analysis unit in the local police department with attendance records, discipline records, report cards, and transcripts, as allowed by law and program policy. Schools share information with other SHOCAP member agencies, and they report to the local police department on all crimes committed by an identified SHO that occur on a school campus, during a school-sponsored activity, or against school personnel. For SHO's on probation, schools work to ensure that the terms and conditions of probation that pertain to school are adhered to, reporting such information as unexcused absences and conduct violations to the juvenile probation officer and the crime analysis unit.

Results and Impact

Successes and Accomplishments

The successful implementation of the Decatur-Macon County SHOCAP is attributed to a variety of efforts, including the provision of technical assistance by the Colorado Springs, Colorado, SHOCAP Technical Assistance Host Site, which has operated a SHOCAP for several years and has extensive experience in project implementation, crime analysis, and information sharing. Training was another key factor in the success of the Decatur-Macon County SHOCAP. With funding from OJJDP, the program was able to utilize outside trainers and coordinate their activities with local training activities. Both the training and the technical assistance significantly enhanced the program's crime analysis capabilities.

In addition, the program would not have been successful without the extensive coordination and cooperation that was required (1) to organize multiple agencies working in a variety of disciplines and (2) to facilitate team building, which demanded a great deal of individual effort in developing and nurturing relationships and establishing trust.

Prospects for Replication

The Decatur-Macon County SHOCAP effort has received considerable attention statewide. Currently, a similar program is being implemented in Carbondale, Illinois, which is located about 100 miles southeast of St. Louis in rural southern Illinois. The community has a population of approximately 25,000 and is home to Southern Illinois University. There is considerable racial and ethnic heterogeneity in Carbondale, and the area's economy is largely driven by mining, farming, and the university. The Decatur-Macon County program assists Carbondale with its technical assistance and training needs.

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Iowa

Comprehensive Career Criminal & Drug Prosecution Support Program

Statement of the Problem

Because of the large number of political subdivisions in Iowa, it is difficult to coordinate multijurisdictional drug and crime control operations. In addition, Iowa's law enforcement efforts often lack the resources, funding, and expertise to implement and sustain initiatives that combat the high level of interstate drug trafficking. To address those problems, the Iowa Department of Justice receives monies from the Drug Control and System Improvement Grant Program to fund the Comprehensive Career Criminal & Drug Prosecution Support Program (CCC&DPSP). The funds are used to provide additional prosecutors in counties or groups of counties that are involved in multijurisdictional task forces or that demonstrate a need for additional resources or training to enhance career criminal and drug prosecution. The CCC&DPSP currently funds nine full-time prosecutors, who support 10 task forces that serve 35 of Iowa's 99 counties.

Goals and Objectives

The first goal of the CCC&DPSP is to improve public safety and disrupt patterns of serious criminal activity, particularly drug offenses, through additional prosecution resources and effective case management. The objectives designed to meet that goal include the following:

- Place additional prosecutors in counties or task force areas that demonstrate a need for enhanced drug enforcement or career criminal prosecution
- Provide sufficient local support, in the form of clerical assistance, travel expenses, and office automation, to enable the prosecutors to focus attention on task force investigations
- Make prosecutors available on a 24-hour basis
- Establish local case management and case-tracking systems that allow vertical prosecution of career criminal and drug offenders.

The second goal is to provide statewide prosecution support for drug and career criminal prosecutions and to generate timely data on workload distribution, case handling, management analysis, and prosecution policies. The objectives designed to meet that goal include the following:

- Staff the Drug Prosecution Information Clearinghouse
- Provide specialized training to prosecutors statewide
- Produce drug prosecution resource materials.

Program Components

The CCC&DPSP addresses the drug and crime problem in Iowa by (1) funding drug and career criminal prosecutors directly, (2) providing support and technical assistance, (3) training prosecutors and investigators in regional programs, (4) assessing prosecutors' automation needs, and (5) providing computer software and support to enhance the ability of drug and career criminal prosecutors to compile case-tracking data. Those activities involve the two components discussed below.

Prosecutors. Each prosecutor has established a career criminal and drug prosecution unit in the office of a county attorney or in the offices of county attorneys sharing resources as part of a task force. The prosecutors practice vertical prosecution, thereby assuming responsibility for a case from beginning to end, and are on call 24 hours a day to assist law enforcement officers.

Each local program has developed procedures to screen all felony charges and defendants and to identify those cases to be referred to the prosecution unit. Three factors used during the screening process are (1) the nature of the offense, (2) the defendant's criminal history, and (3) the strength of the case.

Each prosecution unit attempts to limit the scope of plea negotiations; strives to develop close working relationships with law enforcement agencies, the courts, and corrections agencies; and maintains case management and case-tracking data.

Prosecuting Attorneys Training Coordinator (PATC). The PATC provides additional technical assistance to local prosecutors and law enforcement agencies through the Drug Prosecution Information Clearinghouse, which provides an assistant attorney general, a legal secretary, and a law clerk. The clearinghouse develops forms, briefs, memorandums, and other resources for drug offense prosecutors. In addition, the clearinghouse provides access to up-to-date legal research, including computer-assisted research, journals, prosecution manuals, confidential informants' contracts, bench briefs, and model charging documents.

The PATC also provides regional training seminars and workshops on topics related to drug prosecution, including (1) the investigation of basic drug offenses as well as complex drug cases, (2) the interdiction of drug trafficking, (3) trial advocacy, (4) financial asset recovery (forfeiture and drug tax stamp actions), and (5) task force management.

Results and Impact

Performance Measures

The following data and instruments are used to measure the impact of the program:

- Caseload, disposition, and sentencing data from the Prosecutors Centralized Support System are evaluated quarterly and yearly and are compared with non-grant-funded prosecutors' data as well as limited prosecutorial data compiled before the inception of the program.
- Assessment forms are used in the training sessions to evaluate the impact of the training on the prosecutors.
- Surveys are used to assess whether the training, automation, and equipment needs have been met for the grant-funded prosecutors versus the non-grant-funded prosecutors.

Implementation Problems

Because State law mandates that the local prosecution authority lies with the county attorneys, those attorneys are able to overrule the methodology established by the grant program's prosecution model. That factor often strains the relationship between the county attorneys and the grant-funded attorneys and inhibits a uniform approach to statewide drug prosecution.

Successes and Accomplishments

The CCC&DPSP has been highly successful in developing and implementing the training workshops and seminars. During 1991 and 1992, for example, 720 prosecutors and task force officers participated in the training, which has developed better working relationships between the officers and prosecutors and has helped to standardize a methodology for investigating and prosecuting cases. The productive relationships will most likely sustain the program after the grant funds have diminished.

Success is also indicated by the increase in the number of calls for technical assistance received by the Drug Prosecution Information Clearinghouse and by the specific references in many of those calls to the training materials, thus reflecting the pragmatic value of the training.

Prospects for Replication

To replicate the CCC&DPSP in other States, jurisdictions must consider the following factors: (1) the magnitude of career criminal and drug offense caseloads, (2) the availability of funding for an assistant prosecutor, (3) the extent of multiagency cooperation in drug offense investigations and prosecutions, and (4) the potential impact of an additional

prosecutor on local crime. In addition, the program requires that each county or task force applying for funds must meet a matching requirement that provides local support in the form of benefits, office space, supplies, and clerical services.

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Montana

Alternatives to Incarceration in Rural Communities

Statement of the Problem

Yellowstone, Stillwater, and Carbon Counties are rural jurisdictions in Montana that face similar correctional, legal, and law enforcement problems: crowded detention facilities, clients' noncompliance with life safety standards, increasing costs of jail operations, shrinking budgets, liability concerns, and high rates of recidivism.

Crowding became a problem for the Yellowstone County jail in the mid-1980's, when a court order placed a 62-bed limit on the facility that had previously housed as many as 119 inmates. That and other safety issues caused local authorities to begin planning the construction of the 162-bed Yellowstone County Detention Facility, which opened in 1987 and emphasized direct supervision, expandability, and alternative programming. While the opening of the new facility resolved Yellowstone's safety and supervision problems, it had a negative impact on the county's budget, leading to curtailments in hiring. Additionally, mandatory sentencing legislation increased the booking rate for persons convicted of driving under the influence (DUI) and domestic violence offenses. Within 2 years, the facility was near its peak capacity.

Stillwater County has a population of 6,500 and lacks the resources to build a modern detention facility. The current facility is limited to 72-hour incarcerations, with Stillwater contracting with Yellowstone County for long-term placements at the rate of \$40 per day. In addition, Interstate 90 runs through Stillwater County, bringing an influx of transient offenders, many of whom have been convicted of DUI. To compound the problem, the sentencing options available to county judges are very limited.

Carbon County faces problems similar to Stillwater's: Its jail facility is limited to 72-hour incarcerations, and long-term placements are contracted to Yellowstone County. Carbon County must also deal with a large number of transient offenders because of its proximity to a popular ski area and the Beartooth Highway, which runs through Carbon County on the way to Yellowstone National Park.

Goals and Objectives

To confront the criminal justice problems in their communities, Yellowstone, Stillwater, and Carbon Counties developed community-based alternatives to incarceration, which were designed (1) to handle large numbers of offenders; (2) to provide flexibility in sentencing;

(3) to be financially self-sufficient in part; and (4) to reduce the demand for detention beds, which in turn will increase cost-effectiveness and reduce liability exposure. The following objectives were designed to meet those goals:

- Maximize the sharing of resources across jurisdictions (city, county, State, and Federal)
- Present a variety of sentencing options to allow flexibility in meeting the needs of offenders
- Address mandatory sentencing laws, such as those for DUI and domestic violence
- Address the needs of indigent offenders
- Provide supervision and treatment for substance abusers.

The objectives included the provision of the following service levels: (1) a total annual client service level of 4,000–4,500, (2) community service hours totaling 22,000 and valued at \$110,000, (3) the screening of 500 pretrial offenders for release, (4) case management for 70 deferred prosecution clients, (5) nondetention residential placements for 100 clients, (6) 3,300 days of electronic monitoring annually, and (7) counseling services for 124 domestic violence offenders.

Program Components

County officials took several factors into consideration during the planning process: (1) the incarceration patterns within the detention facility; (2) the existing alternative programs in the community, which needed to be consolidated or made available to a broader offender population; (3) the inclusion of a broad representation of the judicial system, law enforcement agencies, legal institutions, the State legislature, and private organizations; and (4) the placement of the program within a particular agency or department that will be perceived as “unbiased” in providing services. The service provider chosen by the three counties was Alternatives, Inc., a nonprofit organization.

An advisory board was created in each community, and the boards collected data on the utilization of the local detention facility, identified the special needs of the offenders, and assessed the current availability of alternatives within the community. Those data were then examined in light of funding availability, resulting in the program’s design. Throughout the planning process, the advisory boards included input from the public and the media.

Budgetary constraints influenced the range of alternative programs, resulting in an emphasis on the collection of clients' fees and high-volume services requiring a relatively small number of personnel. Yellowstone, Stillwater, and Carbon Counties now provide the following services, many of which are offered in conjunction with another service:

- *Community service*—Offenders are assigned to work for nonprofit and governmental organizations in lieu of paying fines or serving jail time and are compensated for their work at a set rate.
- *Pretrial screening*—Although pretrial screening is not a jail alternative, it is effective as part of a program. Pretrial defendants and inmates are interviewed and scored, and the score helps to determine their release status or sentence at the time of their arraignment or sentencing.
- *House arrest or electronic monitoring*—The client, usually a nonviolent offender, is sentenced to remain at his or her place of residence, except for approved work hours or counseling services. An electronic device in the form of a bracelet or anklet is affixed to the client by a tamperproof band and thereby monitors the client's movements.
- *Community supervision*—Clients check in several times per week to report on counseling attendance and work performance, and they may be tested for alcohol or drug use. The level of supervision for the program can be regulated to meet varying needs, with program personnel functioning like parole or probation officers.
- *Domestic abuse intervention*—As mandated by State law, offenders who are convicted of domestic abuse attend 25 hours of counseling, based on the Family Preservation Model. Counseling is appropriate for both the victim and the offender and often includes chemical dependency treatment for the offender.
- *Victim-offender restitution*—Offenders and victims are assisted by trained mediators in resolving emotional issues and settling on an acceptable restitution agreement. During that process, the offender and the victim come to terms with the earning power of the offender, and alternative obligations, such as charitable work, may be substituted.
- *Work release/detention*—Largely at their own expense, offenders are placed in a halfway house to serve their sentences. Although the clients may receive permission to work, they are supervised 24 hours a day, and they receive treatment.
- *Minor in Possession (MIP) counseling and drug and alcohol services*—Adolescents convicted under the MIP statutes receive counseling. As a supplement to local service providers, drug and alcohol abuse assessment and counseling are available to adult offenders.

- *Deferred prosecution*—Offenders agree to a program of self-help, restitution, and community service in lieu of prosecution. Volunteers supervise the development of “contract” requirements and meet weekly with clients. When clients successfully complete the program, their arrest records are expunged.

Results and Impact

Performance Measures

Each alternative program is monitored by the local advisory board, with quarterly meetings providing a venue for (1) subjective feedback from the courts on the efficacy of the referral process and on the impact of the program on participants and (2) the exchange of statistical information from computerized records and client-tracking systems. The programs rely heavily on the collection of statistical measures to evaluate the success or failure of each program. Financial statements are also made available quarterly so that the advisory boards can review expenditures and revenues.

The activity of each program is summarized monthly in terms of the clients served, the fees collected, the termination status of the clients (success or failure), the restitution paid, the community service hours performed, and the value to the community represented by those hours. The use of local detention facilities is also measured against the guidelines established for each county.

Implementation Problems

Although alternative programs often face obstacles during the following stages of implementation, success is achievable if planning, flexibility, creativity, and trial and error are used wisely:

- *Instituting change*—Because professional positions in law enforcement and the judicial system demand personal responsibility, such responsibility, particularly for public safety, can create conservative attitudes that result in resistance to change. Alternatives to incarceration are often viewed as a risky and radical departure from the status quo; therefore, program personnel must remain patient because such programs are implemented through evolution rather than revolution.
- *Widening the net*—Once alternative programs gain acceptance, the demand for services can be overwhelming. Some of the programs, such as community service, are easily expanded, while supervised jail work programs and deferred prosecution programs, for example, require additional personnel to meet expanded caseloads. Expectations can often exceed practical service levels because of funding limitations.

- *Informing the public*—A program that effectively informs the public and provides outreach is necessary to ensure that the community makes wise decisions regarding correctional issues. Unless the realities of jail costs are disclosed to the public, resistance can occur based on the perception that alternatives are “soft” on crime.
- *Removing indigent offenders*—Clients’ fees can be an important revenue source for community-based alternative programs. One of the goals of the alternatives is to remove people from jail who are there largely because of indigence. Taking that population into consideration, fee scales must be reasonable and collectible.
- *Addressing clients’ noncompliance*—A significant number of clients may initially test the limits of the program by failing to keep appointments or commitments or to make restitution. An alternative program must address discipline problems and maintain firm boundaries for clients.

Successes and Accomplishments

In general, the predicted service levels have been reached, and the detention usage rates have been controlled. The Yellowstone County Detention Facility averaged 142 inmates per day in 1992, and although peak populations have reached the capacity of 162, the county has been able to keep one housing unit closed. Stillwater County contracted for one bed in the Yellowstone County Detention Facility, and although Stillwater kept that bed full during the program period, the county was able to cover the cost for that service. In Carbon County, daily averages were brought down from 3.2 inmates and 4.7 inmates per day in 1989 and 1990, respectively, to an average of 2.01 inmates per day during 1991, the first year of operation.

In addition to the success of the alternative programs in meeting service goals and jail quotas, there are significant accomplishments of a more intangible nature. The availability of alternatives in Yellowstone, Stillwater, and Carbon Counties has provided a means for addressing sentences on an individual basis; as a result, the impact on some habitual offenders, particularly in the two smaller counties, has been gratifying. The alternative programs have also restored a sense of meaning and effectiveness to the court system in a way that incarceration could not. Furthermore, the programs have emphasized good values, such as volunteerism, employment, acceptance of financial responsibility for one’s actions, and acceptance of the offender by the public once he or she has paid his or her debt. Finally, and perhaps most importantly, the alternative programs have encouraged cooperation at all levels of the correctional, legal, and law enforcement systems, and the development and support of common goals have been rewarding for program personnel.

Prospects for Replication

Rural communities interested in implementing alternative programs must clearly define their needs and address them aggressively. The communities will undoubtedly discover on more appropriate services because of the wide diversity of alternatives. Because

components of such programs already exist in many communities, implementation may require consolidation of existing resources and expanded access to them rather than the “invention” of a new program. In addition, the potential for successful replication increases considerably when there is a community correctional center already in place.

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New Mexico

Regional Law Enforcement Cooperative

Statement of the Problem

New Mexico is the fifth largest State in terms of land area and is primarily a rural State, with three major urban areas: Albuquerque, Las Cruces, and Santa Fe. Of the State's 1.5 million residents, 53% live in areas defined as "rural."

New Mexico, like some of its bordering States—Arizona, California, and Texas—has consistently ranked among the States with the highest crime rates. In 1990 and 1991, for example, Uniform Crime Reporting data characterized New Mexico as the sixth riskiest State to live in. High rates of alcohol and drug abuse contribute to the high crime rate and serve to diminish the quality of life for New Mexico residents. Local police are largely responsible for handling the drug and violent crime activity.

A survey of 300 municipal, county, State, and Federal criminal justice officials—which was conducted during the development of the New Mexico Drug Control Plan—identified the most important, albeit missing, ingredient for maximum drug and crime control effectiveness in New Mexico: the coordination of drug and crime control operations—particularly in rural areas—among agencies individually lacking the resources, assets, and capabilities for undertaking sustained, comprehensive drug and violent crime initiatives. Timely, accurate information on crime was also missing in New Mexico's efforts, in part because there was no centralized data base at the State level.

The New Mexico Drug Enforcement Advisory Council examined those issues and identified seven multicounty regions with comparable crime patterns and common criminal offenders. Subsequently, the New Mexico Regional Law Enforcement Cooperative was implemented and currently operates with funding from the Edward Byrne State and Local Law Enforcement Assistance Formula Grant Program, which is administered by the Bureau of Justice Assistance (BJA).

Goals and Objectives

The goals of the New Mexico Regional Law Enforcement Cooperative are threefold:

1. Improve the quality and increase the availability of information and criminal intelligence
2. Enhance the coordination of law enforcement operations and related criminal justice activities

3. Improve the sharing of resources for identifying and removing New Mexico's most problematic drug and violent crime offenders.

Program Components

The cooperative has four major components:

1. *Regional coordinators*—Seven regional coordinators were selected by the majority vote of regional councils, with the advice and consent of New Mexico's Department of Public Safety. The coordinators are retired police executives who have served their entire careers in their geographic areas of responsibility. Their duties include (a) conducting meetings that serve to exchange intelligence and operational information with member agencies; (b) collecting and maintaining data on criminals in their regions via State-supplied computers; (c) serving as points of contact for information about drug and enforcement operations in their regions; and (d) coordinating the grant application process for member agencies.
2. *Central fusion center*—The New Mexico Information Sharing and Intelligence System and the Office of Special Projects function as a data collection and analysis hub for information and intelligence regarding crime, criminals, and criminal activity. The Department of Public Safety has been approved by BJA to receive RISS-NET, a software program developed for the Regional Information Sharing System. The program will provide a statewide intelligence data base and access to the Rocky Mountain Information Network.
3. *High-Risk Offender Program*—The program identifies approximately 25% of criminal offenders released from New Mexico prisons each month who match the profile of serious, violent, or repeat offenders. Those data may be used to initiate postarrest, repeat-offender activities or, with reasonable suspicion of criminal activities, proactive measures such as surveillance or undercover operations.
4. *Law Enforcement Information Network with Corrections (LINC) program*—The New Mexico LINC program provides a data base of information regarding nearly 45,000 convicted criminal offenders sentenced to supervision by the New Mexico Corrections Department. The data base can be searched to develop lists of potential suspects and their last-known locations.

Results and Impact

Performance Measures

The progress of the cooperative will be measured via several indicators, including (1) the incidence of the exchange of ideas, information, and intelligence on crime and drug problems

and (2) the number of multiagency task forces formed and/or joint operations conducted in the various regions. The ability of the High-Risk Offender Program to identify and remove high-risk offenders will be measured by the offenders' "street time" (the length of time from their prison release to their rearrest), and the LINC program will be measured quantitatively and qualitatively, including data elements such as the number of inquiries, hits, and searches.

Ultimately, the success of the cooperative will be measured by its duration. Thus far, according to the surveyed mayors, county managers, and law enforcement agencies in their administrations, the cooperative is the number one recommendation by consensus for the use of BJA grant funds.

Implementation Problems

The initial concept of the cooperative envisioned that each local agency would provide \$10,000, either in kind or in cash, and the State would provide \$20,000. That arrangement soon proved impossible for rural agencies with limited funds. In addition, the handling of small amounts of money from a variety of local entities became complicated at the State level.

Compliance with State purchasing laws also became problematic, and the delay of payments because of the bureaucratic process often inconvenienced the regional coordinators. Additionally, strained budgets sometimes resulted in aggressive competition, which impaired the effectiveness of the policing efforts. The need for revenue forced some agencies to pursue forfeited assets, often to the neglect of more serious community needs. Some officers have reaped large windfalls as a result of asset-sharing agreements, which has impeded the cooperative's ability to bring State and local agencies together in sustained programmatic efforts.

Successes and Accomplishments

Since the inception of the cooperative, there have been dramatic increases in the number of multiagency efforts. Previously, only 4 multiagency task forces existed in New Mexico; currently, at least 1 formal task force operates in every region, bringing the total number of State and local task forces to 20.

Prospects for Replication

The format of the New Mexico Regional Law Enforcement Cooperative is not unique; it is similar, for example, to Oregon's Regional Drug Initiative and Iowa's Law Enforcement Intelligence Network program. Although the cooperative can be easily replicated, States must determine the components of their programs based on their individual response to drug and violent crime activity.

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New York

Southern Tier Drug Enforcement Task Force

Statement of the Problem

The southern tier of western New York State includes four counties—Allegany, Cattaraugus, Chautauqua, and Wyoming—that cover over 4,000 square miles and span more than 125 miles from east to west. The region is primarily rural, with three small urban areas: the Fredonia/Dunkirk area in northern Chautauqua County, the Jamestown area in southern Chautauqua County, and the Olean area in southern Cattaraugus County. Those urban centers range in population from less than 20,000 to 38,000. The remainder of the region comprises small villages that include less than 1,200 residents each.

The four-county area has experienced an increase in the supply of narcotics and controlled substances because of its proximity to several urban drug centers: Buffalo, New York, is less than 50 minutes away; Cleveland, Ohio, is less than 3 hours away; and Detroit, Michigan, and Washington, D.C., are approximately 5 hours away. In addition, the region is open to international drug trafficking because of the nearby Canadian border; Toronto, for example, is less than 3 hours away.

To compound the problem, the southern tier is served by major highways that enhance the transportation of narcotics through the four-county area. Two four-lane highways, Route 17 and Interstate 90, are the primary east-west roads between the Midwest and the East Coast. Olean, for example, is located almost 400 miles from Chicago, Illinois, and New York City and is often a stopping point for narcotics traffickers en route between the two cities. The region is also served by U.S. Highway 219, which runs north and south and extends from the Canadian border to the Pennsylvania Turnpike.

Western New York includes three universities, a community college, and two branch community colleges, whose populations often promote the use of controlled substances, thus accounting for the significant increase in the trafficking of LSD in the area. Furthermore, there has been a large increase in the migration of New York City residents to the Jamestown and Dunkirk areas, which has resulted in a significant increase in the trafficking of cocaine.

It is difficult for rural law enforcement agencies within the large geographic area to implement and sustain initiatives that combat the increase in drug trafficking because those operations require extensive intelligence gathering and information sharing. The smaller agencies often have limited manpower, funds, and expertise, which inhibits the effectiveness of their efforts and attracts narcotics traffickers to the area because they perceive a lack of sophistication in narcotics enforcement programs.

Goals and Objectives

The Southern Tier Drug Enforcement Task Force (STDETF) was organized in 1991 (1) to reduce the trafficking of narcotics and controlled substances in the four-county region, (2) to target mid- to high-level drug traffickers and thereby decrease their supply of drugs to low-level street dealers, (3) to coordinate the highway interdiction program that serves the region, and (4) to educate the public about the drug problem in western New York and to encourage their cooperation in combating drug distribution in the region. The objectives designed to meet those goals include the following:

- Pool law enforcement resources to facilitate the investigation of multijurisdictional drug trafficking
- Enhance the ability of the participating agencies to gather, report, and exchange intelligence data on trafficking in narcotics and controlled substances
- Increase the number of multijurisdictional investigations and the number of class A felony arrests
- Reduce the number of fractional and duplicative investigations and prosecutions
- Increase the recovery of (1) criminal assets, including assets acquired with funds that are traceable to criminal activity; (2) assets used in the commission of crime; (3) contraband; and (4) stolen property
- Increase the number of officers and overtime hours allocated to the investigation of multijurisdictional cases.

Program Components

The STDETF is responsible for the four-county region and includes 27 law enforcement agencies that are available to work in any location within the area. The Chautauqua County Sheriff's Office, the largest of the local departments, is the lead agency. To coordinate its law enforcement efforts, the task force has established an office in Jamestown, which serves the westernmost part of the region, and an office in Olean, which serves the easternmost part. Officers are assigned to the task force office closest to their respective departments, but they are assigned to the other office on an as-needed basis to assist in personnel-intensive investigations.

The STDETF Policy Committee is primarily responsible for the operations of the task force and comprises a chief of police and a sheriff from each county, a representative from the State Police, and a representative from the U.S. Department of Justice's Drug Enforcement Administration (DEA). The committee establishes operational policies and procedures,

assesses the liability of the participating agencies, and establishes mechanisms to facilitate multijurisdictional investigations. The county sheriffs have agreed to the appointment of out-of-county officers as deputies within the four-county region.

Each agency contributes seized assets to the operations of the STDETF, and the assets are distributed among the agencies based on their participation in investigations. Any disputes related to asset forfeitures are resolved by the Policy Committee, and the assistance of the Drug Enforcement Administration is an integral component of that effort.

Contractual and funding issues are also resolved by the Policy Committee. Because the STDETF often needs the assistance of local police departments when a personnel-intensive operation is planned, the committee funds those agencies on an as-needed basis.

Because the task force relies on the exchange of criminal information to enhance its multijurisdictional investigations, member agencies routinely submit intelligence data, which are stored in the task force's computerized case records system and are accessed by each agency. In addition, the task force has developed a close working relationship with the Drug Enforcement Administration, which provides an extensive information base. The STDETF and the DEA regularly exchange data on traffickers who operate in the region.

Results and Impact

Performance Measures

The Jamestown and Olean offices compile data that measure the performance of the STDETF, including the number of investigations initiated or closed, the number of arrests for violations of controlled substances, the number of purchases of controlled substances, the number of class A felony arrests, the number of seizures of controlled substances, the value of seized assets, and the number of convictions.

Implementation Problems

The STDETF experienced three problems during its implementation. First, when a personnel-intensive operation was planned, the smaller agencies—which are scattered throughout the region—often found it difficult to release personnel because of the extensive travel that was required. Second, some of the participating agencies, particularly the smaller agencies, were not familiar with the grant requirements, which often delayed the filing of the necessary paperwork. Task force members have addressed that problem by meeting with those agencies and clarifying the grant procedures. Third, to participate in the task force, agencies had to gain a resolution from their respective governing bodies. During their efforts, agency officials were often frustrated by the plodding bureaucratic process.

Successes and Accomplishments

By forming a cohesive unit that operates throughout the region, the STDETF has been able to pool law enforcement resources to facilitate multijurisdictional investigations. The sharing of responsibility among the agencies, rather than a single agency controlling the task force's operations, was key to the success of the STDETF. Since 1991, the task force has increased the number of multijurisdictional investigations more than 20%, has increased the number of class A felony arrests 20%, and has achieved a 90% conviction rate.

The task force has successfully disrupted the operations of many urban traffickers who have moved into the region to establish new markets. Two cases from the Jamestown office, for example, involved the investigation, arrest, and conviction of four upper-level drug traffickers from Detroit and two Jamaican Nationals from Rochester, New York, who moved to Jamestown to monopolize the street distribution of cocaine in that city.

Prospects for Replication

To replicate the STDETF, the interested jurisdiction (1) must define its regional problem, (2) must implement its response through a lead agency that coordinates the smaller agencies and encourages them to achieve their mutual goals, and (3) must establish a mechanism for enacting policies and authorizing procedures. The jurisdiction must also assess the following conditions when developing its program: (1) the communities' acceptance of multiagency investigations, (2) the laws and agency policies that will affect the investigations, and (3) the available financial resources.

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New York

State Police Community Narcotics Enforcement Team

Statement of the Problem

Of the 62 counties in the State of New York, 44 are defined as "rural" because they have a population of less than 200,000. Those counties range in population from 5,279 to 181,276, and they cover almost 24.5 million acres, representing nearly 81% of the State's land area.

Over the past 5 years, narcotics-trafficking organizations have expanded their operations from New York City into rural areas in upstate New York. Significant improvements in the State's infrastructure have coincided with the growth of those organizations. As a result, street-level drug dealing, especially in crack cocaine, has infiltrated rural communities. The dealers and the byproducts of their drug trade, such as violent crime, unduly challenge the resources and ingenuity of rural law enforcement agencies and require innovative investigative techniques, long-range strategies, and coordinated enforcement efforts. Local agencies often have limited manpower, funds, and expertise to implement and sustain drug control initiatives, and their personnel are known by local narcotics users and sellers, which makes it difficult to penetrate local distribution rings and purchase drugs. Consequently, the New York State Police have received numerous requests to assist those agencies in eliminating street-level operations.

Goals and Objectives

In 1990, the State Police developed the Community Narcotics Enforcement Team (CNET) program to reduce drug trafficking in communities across the State by providing State Police personnel who are trained in drug enforcement to assist local law enforcement agencies in cooperative undercover efforts that target street-level drug dealers. The objectives designed to meet that goal include the following:

- Investigate, prosecute, and convict multijurisdictional narcotics traffickers and street-level offenders
- Reduce the number of fractional and duplicative investigations and prosecutions
- Increase the number of narcotics arrests in the localities requesting specialized assistance.

Program Components

The CNET program provides highly trained undercover narcotics investigators when police chiefs, sheriffs, or district attorneys request assistance for drug-trafficking investigations in their jurisdictions. Four teams of investigators are strategically deployed in upstate New York to help local law enforcement agencies identify low-level street dealers and disrupt their connection to a larger regional operation. The CNET program also develops leads on illegal gun trafficking during the investigation of drug distribution operations.

The State Police—because of the size and diversity of their organization and their statewide jurisdiction—are able to rotate 90 narcotics investigators among the four regional teams, thus minimizing the risk of detection of the undercover officers by the drug dealers. The investigators have diverse racial and ethnic backgrounds as well as linguistic skills that are critical to the success of the investigations, and they are assigned for the duration of each operation. County prosecutors' offices are kept apprised of the investigations to ensure maximum efficiency in subsequent prosecutions.

The CNET program combines traditional law enforcement approaches and community policing strategies. Following a request for CNET assistance, for example, the assigned CNET investigator meets with the local law enforcement executive, and they discuss various strategies for a long-term solution, including (1) improving the physical environment of the community to increase safety, (2) boarding up abandoned buildings, (3) increasing police presence via foot patrols, and (4) establishing drug-free zones as targets for enforcement efforts.

The program has developed (1) operational standards for identifying, selecting, and prioritizing investigative targets and (2) operational procedures for implementing multijurisdictional investigations and delineating roles and responsibilities during those efforts. The program also provides followup to local agencies by reviewing case outcomes and providing court testimony.

Results and Impact

Performance Measures

The CNET program uses several indicators to measure its performance, including the number of narcotics investigators assigned to the program; the number of local agencies requesting assistance; the number of investigations initiated, terminated, or closed with arrest; the number of arrests by class and charge; the number of purchases of controlled substances and their street value; the number of seized weapons; the value of seized assets and confiscated drugs; and the number of times an investigator provides court testimony.

Successes and Accomplishments

The success of the CNET program is attributed to the high demand for the specialized services that many rural agencies cannot afford or cannot implement. Because the CNET investigators foster cooperation, coordination, and trust among the agencies within the target jurisdiction, the program has reduced jurisdictional tensions and competition between State and local police.

Since the inception of the program, nearly 200 upstate agencies have requested assistance. The CNET's have adopted 4,423 cases statewide, including 1,849 in rural towns and villages. Of the 2,276 CNET arrests statewide during 1991 and 1992, 738 occurred in rural areas, and those arrests followed intensive street-level enforcement efforts within the targeted areas. The arrests and the resulting prosecutions have seriously disrupted drug operations and have sometimes completely eliminated low-level drug traffickers. In addition, the program has enabled the sponsoring jurisdiction to remove drugs from the community and to seize real property and other assets.

CNET operations have arrested the majority of the individuals involved in street-level operations on charges of drug sales. During the initial 6 months of operation, for example, 11 offenders were arrested in Hornell; 10 offenders were arrested in Lackawanna, along with the seizure of 27 ½-gram packages of cocaine; and 5 offenders were arrested in Geneva. The successful undercover efforts in those rural jurisdictions led to local acclaim for the program and increased the requests for CNET services.

Prospects for Replication

To replicate the CNET program, the interested jurisdiction (1) must have access to a highly trained and diversified law enforcement work force, (2) must be able to rotate investigators among the CNET's and to use personnel who are unknown in the targeted communities, (3) must dedicate investigators for the duration of each operation, and (4) must provide testimony and related support during the prosecution of offenders.

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Juvenile Transitional Care Project

Statement of the Problem

At least 80% of the juveniles in State correctional institutions, detention centers, and residential facilities come from families in which alcohol and/or drug abuse creates a dysfunctional living situation. More than 50% of the youth who grow up in a chemically dependent family situation (1) become chemically dependent, (2) marry a chemically dependent person, or (3) undertake destructive behavior, such as attempting or committing suicide. Many of the juveniles who enter drug treatment programs have an array of drug and alcohol, delinquency, and mental health problems; have committed sex offenses or crimes against persons and property; have experienced sexual, emotional, or physical abuse; and have learning disabilities. It is imperative, therefore, that juveniles who leave a treatment setting have access to a transitional program that (1) provides effective relapse prevention and support services that promote a chemically free lifestyle and (2) reintegrates the juveniles into their schools, families, or workplaces or integrates them into new, independent-living situations.

Goals and Objectives

The Juvenile Transitional Care Project is the first program in South Dakota that emphasizes juvenile transitional care and is the result of planning efforts by the Office of Attorney General, the Office of the Governor, the South Dakota Department of Human Services' Division of Alcohol and Drug Abuse, treatment providers, and juvenile treatment facilities. The project provides transitional-care services in three facilities and helps juveniles (1) to address problematic areas that were not resolved in the treatment setting; (2) to reenter their family, school, or work environments while maintaining a lifestyle of abstinence; (3) to develop independent-living skills; and (4) to utilize support services that prevent relapse or the return to negative behaviors.

The first goal of the project is to identify those individuals who have a chemical dependency and are in need of treatment services, followup counseling services, or guidance and support services. The objectives designed to meet that goal include the following:

- Provide a detailed substance abuse assessment of the adolescent clients who are referred for services and identify those who have a chemical dependency
- Conduct pretest measures on the juveniles in the program.

The second goal is to provide transitional care, including outpatient juvenile chemical dependency treatment services, to juveniles in a formal, structured setting. The objectives designed to meet that goal include the following:

- Provide transitional-care residential services for adolescent clients (1) who are chemically dependent and (2) who are at high risk for committing crimes or who have committed crimes
- Utilize the proper facility, equipment, staff, and services to meet the multiple needs of chemically dependent youth and to ensure their proper transition
- Increase the availability and accessibility of prevention, treatment, and rehabilitation services for juveniles
- Provide alternatives to detention, jail, and prison for juveniles who pose no danger to their communities
- Ensure that at least 75% of the juveniles are participating in an individual or group counseling program or a supervised independent-living program while enrolled in the project.

The third goal is to provide a program that identifies and meets the posttreatment needs of juvenile drug- and alcohol-dependent offenders. The objectives designed to meet that goal include the following:

- Assist the juvenile participants in resolving emotional and psychological factors related to chemical dependency that can lead to inappropriate or disruptive behaviors within the facility
- Provide structured support services to prevent relapse during recovery because of stressors in the family, social, or work environments
- Provide the opportunity for juveniles to participate in school studies, either on-site or through arrangements with a local school
- Ensure that at least 75% of the juveniles are participating in school- or work-related activities while enrolled in the program.

The fourth goal is to identify the juveniles with a severe inhalant dependency and then refer them to the Adolescent Inpatient Inhalant Abuse Program, which has been implemented through a Federal grant by Our Home, Inc. The objectives designed to meet that goal include the following:

- Develop a procedure, in conjunction with the staff of Our Home, for referring those juveniles who need treatment for a severe inhalant dependency.

The fifth goal is to provide an alcohol and drug prevention education program that includes an AIDS educational component. The objectives designed to meet that goal include the following:

- Provide substance abuse prevention programming, such as support services and educational classes, to the juveniles in the program
- Provide opportunities for participation in Children of Alcoholics groups, substance abuse dependency groups, support groups, and other prevention education settings
- Facilitate the juveniles' application of the 12-Step Recovery Program during treatment.

The sixth goal is to provide an effective referral and followup network among the agencies involved in the program. The objectives designed to meet that goal include the following:

- Refer juveniles to the appropriate community-based support services agencies at the time of their release and establish positive linkages for aftercare followup with those agencies
- Follow up, for at least 1 year, on the clients who complete the in-house structured therapy program and are discharged for aftercare
- Conduct posttest measures on the juveniles in the program.

The seventh goal is to evaluate, document, and follow up on the project's activities. The objectives designed to meet that goal include the following:

- Develop a client-tracking system that monitors clients after their release from the program
- Gather, analyze, and report the data needed for reports, such as statistical reports and clients' progress reports for institutional and community-based services
- Utilize the 3-month and 12-month evaluation and progress surveys to make decisions regarding future programming and to assess how effectively the program has achieved its goals and objectives

- Provide 3-month and 1-year followup on clients who have completed the program, thereby monitoring, for example, the frequency of their drug or alcohol use, their attendance at chemical dependency aftercare programs, the results of their drug or alcohol testing/screening, and the number of times they were arrested
- Furnish the evaluation forms and performance reports required by the Bureau of Justice Assistance and the State Program Office of the South Dakota Attorney General's Task Force on Drugs.

Program Components

The Juvenile Transitional Care Project provides a structured, transitional living environment as a specialized extended-care service for chemically dependent youth with multiple problems and is based on a balance of restrictions, freedoms, and responsibilities. To promote abstinence from alcohol and other drugs while the youth develop a responsible lifestyle during their recovery, the project uses a combination of professional guidance, counseling, and therapy; school activities; peer support; family interaction; and work experiences. The following components were critical to the planning, development, and implementation of the project.

Support from the criminal justice system. The project must communicate and cooperate with the criminal justice system and must meet regularly with representatives from the county State's attorney's office and other juvenile prosecuting entities, the courts, probation and corrections agencies, and the local sheriff's office and police departments. Agreements between the treatment entities and the justice system must specify juvenile screening responsibilities, court appearance requirements, referral arrangements, reporting requirements, termination criteria, and protocols.

Support from the treatment community. The project must develop an interactive relationship between the project staff and other treatment entities (1) to ensure the availability of alternative treatment programs, (2) to make effective client referrals, and (3) to conduct tracking and monitoring activities. The project must also meet with the State and local authorities that license and accredit substance abuse treatment programs. Written agreements between the project staff and the cooperating treatment agencies should define (1) the eligibility criteria for placement in the treatment program, (2) referral procedures, (3) the services provided during treatment, (4) the criteria for treatment success or failure, and (5) the reporting requirements.

Community partnership. By coordinating the efforts of law enforcement agencies, the courts, treatment personnel, parents, and community organizations, the project will (1) generate support in the community, (2) establish linkages between the participating agencies and the public, and (3) increase public awareness about the crime and drug abuse problem.

Responsible organization. The organization providing transitional-care services must have a history of conducting quality programs, a reputation of integrity in its undertakings, and the organizational capability to carry out the goals and objectives of the project.

Project director. The project director must have the professional training and skills to direct a program that provides multiple transitional-care services in a formal, structured setting and targets the needs and problems of high-risk youth.

Qualified staff. Staff members must provide the services that meet the multiple needs of chemically dependent youth and must understand each individual's needs and problems, which include substance abuse; mental health disorders; delinquency; and sexual, emotional, or physical abuse. Staff members must also prepare individuals for reentry into their previous communities or entry into new, independent-living environments.

Structured programming. The juveniles in transitional-care programs require highly structured programming that promotes a substance-free lifestyle and combines group therapy, one-on-one therapy, prevention education services, independent-living programs, and support groups.

Effective followup/aftercare procedures. The program must use procedures that give each individual the opportunity to remain drug free after release from the program. Because reentry into an environment often introduces peer pressure and financial stress, effective followup/aftercare will help (1) to monitor the clients to ensure a lifestyle free from substance abuse and (2) to provide support services to promote their recovery.

Evaluation and monitoring. The evaluation will determine how well the program has been implemented and has achieved its goals and objectives. The results will be used to modify the methodology and programming as necessary. In addition, the State Program Office will conduct fiscal and programmatic monitoring, which allows it to identify problems, focus the technical assistance more effectively, and respond to changing circumstances.

Results and Impact

Performance Measures

The State Program Office will conduct the evaluation of each project according to the guidelines established by the National Institute of Justice, in conjunction with the Bureau of Justice Assistance, and by the South Dakota Attorney General's Task Force on Drugs. The following instruments will be utilized to meet the evaluation and data-reporting requirements:

- Program Assessment To Be Completed on All Persons Participating in Treatment Programs by Counselors Most Familiar With the Clients' Program and Progress (completed at the end of the treatment program)

- Treatment Program and Demographic Information To Be Completed on All Persons Participating in Substance Abuse Treatment Programs (completed at the end of the treatment program)
- Basic Followup Form for Substance Abuse Treatment Programs Receiving Assistance From the Bureau of Justice Assistance or the South Dakota Attorney General's Task Force on Drugs (for non-State corrections institutions) (completed by assigned program personnel at 3-month and 1-year intervals or at the end of probation, if less than 1 year, following discharge from the treatment program).

In addition, the project director will submit the Quarterly Project Performance Report, which includes a summary of the program's activities and accomplishments and a description of how they have achieved its goals and objectives.

Successes and Accomplishments

The three Juvenile Transitional Care Projects began in April 1990, and referrals came from the South Dakota Court Services, the South Dakota Department of Social Services, the South Dakota Department of Human Services' Division of Alcohol and Drug Abuse, the South Dakota State Training School, and numerous juvenile programs and agencies.

Threshold Youth Services in Sioux Falls. From October 1991 to September 1992, Threshold Youth Services provided services to 40 juveniles, totaling 3,756 nights of care. The juveniles were 13-17 years old, and the average length of their stay was 94 days. Eighty-one percent of the enrollees completed all aspects of the program. Nineteen percent did not complete because of referral to another treatment program, relapse, and/or transfer to another type of program. Only 2% of the juveniles returned to treatment or incarceration because of relapse or a recurrence of problems with the law.

Our Home in Parkston. From October 1991 to September 1992, Our Home provided services to 75 juveniles. Approximately 48% of the juveniles completed the program; 24% did not. Four clients were transferred to another type of program, three were removed by order of their referral agents, three were discharged because of behavioral problems, and one placement was terminated by Tribal Court officials. Slightly more than one-fourth of the clients remain enrolled. Two of the twenty-two clients who completed the program were readmitted to a treatment program within 1 year following release from the transitional-care project.

Black Hills Special Services Cooperative in Sturgis. From October 1991 to September 1992, the Black Hills Special Services Cooperative provided services to 30 clients, of whom 27% completed the program; the others are still participating. During that time period, only one client was readmitted to the program. The average length of stay was 99 days. Juveniles completing the program claim that it is a safe, drug-free environment in which they can improve their quality of life.

Prospects for Replication

To replicate the program, the jurisdiction must have a suitable facility, an adequate professional staff, community support, and cooperation from the criminal justice system. The program has strong potential for replication because it meets common needs, is easy to implement, and addresses a problem that should garner continuing support. The three entities involved in the present projects are willing (1) to share their experiences during the planning, development, and implementation of their programs, (2) to make the written materials available, and (3) to provide technical assistance.

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South Dakota

Law-Related Education Program for Adjudicated Youth

Statement of the Problem

Meade County is located in western South Dakota and covers 3,200 square miles of rural land area. There are 6.8 people per square mile in the county, and the largest city has 5,330 residents. School district 46-1, which has the same boundaries as Meade County, is one of the highest risk areas in South Dakota for youth, as indicated by the following statistics:

- There is a 15.5% delinquency rate and a 28% dropout rate.
- More than 100 juveniles in the schools are on 90-day or longer probation or in diversionary programs.
- More than 38% of the students and 18.5% of the families live below the poverty level.
- 57.8% of the elementary students are educationally disadvantaged.
- The school district has the highest divorce rate in the United States and the third-highest child abuse rate in South Dakota.
- 10% of births are to teenage mothers.
- 79% of arrests are for violations of controlled substances.
- More than 97% of the high school seniors reported chemical substance abuse, and 40% of them fall into the moderate- to high-risk user category.

School district 46-1 recognized its inability to deal with the troubled, high-risk youth who were becoming mainstays in the local court system and spending many of their middle and high school years on supervised probation. Because there were no programs in the school system that effectively addressed the problems confronting the adjudicated and diversionary youth, they were becoming stagnant and not receiving an adequate education. As a result, South Dakota began to participate in the Law-Related Education (LRE) Program for Adjudicated Youth, which was developed by the American Bar Association and juvenile justice professionals.

Goals and Objectives

The first goal of the Law-Related Education Program is to reduce the recidivism rate among adjudicated and diversionary youth in school district 46-1. The objectives designed to meet that goal include the following:

- Provide the youth with street-law knowledge as well as information on the prevention of chemical substance abuse
- Promote abstinence from alcohol and other drugs throughout the schools and the communities
- Ensure that the LRE participants are involved in individual and group activities that focus on problem solving.

The second goal is to empower the youth to leave the court system and obtain gainful, legal employment. The objectives designed to meet that goal include the following:

- Ensure that the LRE teachers are trained to develop a curriculum that addresses how the law affects the youth and how their actions impact their adulthood
- Develop a plan for a cohesive, research-based program by conducting meetings with circuit court judges, juvenile court authorities, personnel from the county sheriff's office and local police departments, faculty from the University of South Dakota School of Law, chemical dependency counselors, and other interested parties
- Identify the juveniles who require the services of the program and enroll them in an 8-week LRE class as a requirement of their probation
- Award high school credits to the participants who successfully complete the program.

The third goal is to encourage community responsibility for the problems of adjudicated and diversionary youth. The objectives designed to meet that goal include the following:

- Increase public awareness about high-risk youth via community meetings, the media, and other informative means
- Develop an interactive relationship among the school district, local law enforcement agencies, the Office of Attorney General, and the South Dakota Court Services
- Utilize community resources—such as lawyers and Court Services and health services personnel—as supplementary presenters in the LRE classes.

The fourth goal is to expand the role of the parents of adjudicated and diversionary youth. The objectives designed to meet that goal include the following:

- Provide specialized training in the LRE Program for parents who are distressed because their children are involved in the court system.

The fifth goal is to develop a pilot project for South Dakota that is geared toward replication in other school districts. The objectives designed to meet that goal include the following:

- Make the law-related materials (such as curriculum units and statistical validation) available for integration throughout school district 46-1 as well as in the social studies and drug prevention curriculum (K-12) throughout the State.

The sixth goal is to document, evaluate, and follow up on the program's activities and to disseminate the research data. The objectives designed to meet that goal include the following:

- Gather, analyze, and report program data, such as the clients' progress and their recidivism and completion rates
- Provide 3-month and 1-year followup information on the clients who successfully complete the program
- Furnish the evaluation forms and performance reports required by the Bureau of Justice Assistance and the State Program Office of the South Dakota Attorney General's Task Force on Drugs.

Program Components

The following components are critical to developing and implementing a Law-Related Education Program for Adjudicated Youth, which focuses on (1) programming for low-ability readers, (2) hands-on materials designed to involve high-risk youth, and (3) the integration of adjudicated and diversionary youth into their communities.

Project director. The project director coordinates the activities of the participating agencies and ensures that the project targets the needs and problems of high-risk youth.

Project team. Key personnel should be involved early in the planning process to generate cooperation and commitment among the participants, who include school administrators and faculty, circuit courts, Court Services personnel (such as probation officers), juvenile court authorities, law enforcement agencies, chemical dependency treatment personnel, parents, and other interested parties. The project team (1) collects background information, (2) assists in the planning of the project design, and (3) promotes the needs and benefits of the program.

Community partnership. By coordinating the efforts of law enforcement agencies, educators, the courts, treatment personnel, parents, and community organizations, the project will (1) generate support in the community, (2) establish linkages between the participating agencies and the public, and (3) increase public awareness about the crime and drug abuse problem.

Effective curriculum design. The LRE teachers must attend training sessions on curriculum development and interact with agencies that offer similar programs to ensure that the curriculum imparts the knowledge and skills that the youth need to enhance their rehabilitation and to obtain gainful, legal employment.

Evaluation and monitoring. The evaluation will assess how well the program has been implemented and has achieved its goals and objectives. The results will be used to modify the methodology and programming as necessary. In addition, the State Program Office will conduct fiscal and programmatic monitoring, which allows it to identify problems, focus the technical assistance more effectively, and respond to changing circumstances.

Results and Impact

Performance Measures

The State Program Office will conduct the evaluation according to the guidelines established by the National Institute of Justice, in conjunction with the Bureau of Justice Assistance, and by the South Dakota Attorney General's Task Force on Drugs. The evaluation has both formative (process) and summative (product) objectives. The evaluation staff will be selected randomly from school district 46-1 to conduct entry and exit interviews and to administer pretest and posttest measures of attitude and knowledge. The data, combined with Court Services statistics, will provide the basis for the measurement of the program's effectiveness.

In addition, the project director will submit the Quarterly Project Performance Report, which includes a summary of the program's activities and accomplishments and a description of how they have achieved its goals and objectives.

Successes and Accomplishments

The LRE Program was very successful during its first year of operation, with less than 10% recidivism among the participants. Four classes were conducted (two 10-week classes for adjudicated youth and two 5-week classes for 90-day diversionary youth), and 39 students participated, including 15 females and 24 males, who were 13-18 years old and in grades 7-12.

Other accomplishments of the program include the following:

- The program won the South Dakota Award for the best curriculum development of 1992.
- Circuit Judge Scott Moses requires adjudicated and diversionary youth to successfully complete the program as a requisite of their probation and requires parents to attend two LRE classes.
- One law enforcement officer is retained to supplement the classroom instruction.
- The LRE class is offered for high school credit.

Prospects for Replication

The program has strong potential for replication in other school districts in South Dakota and across the country because the staff members are willing to share the program materials and to assist the districts in the planning, development, and implementation of a similar program. The Meade School District Curriculum Coordinator, who serves as the project director, tracks the curriculum development and organizes the documentation and other program materials in a format that can be easily replicated by other school districts.

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Statement of the Problem

In 1987, Windsor, Vermont, a town with a population of 3,714, hired Patrick Foley as the new chief of police. When Chief Foley accepted the new position, he faced several obstacles in the community and in the police department. First, there was a serious drug and alcohol problem in Windsor, especially among the young people, but the problem had been denied by the former police chief and captain. Second, because the Goodyear Tire and Rubber Company had closed its Windsor plant, which had employed nearly 400 people, and Cone Blanchard, another manufacturing company in the town, had downsized its work force from 800 to 200, many residents, particularly young adults, had lost their jobs, and Windsor was experiencing a large decrease in tax revenue. Third, the closed-door policy of the police department—which prohibited the presence of other law enforcement agencies in Windsor—hindered the cooperative efforts of agencies striving to fight the crime and drug problems in the town. Finally, the effectiveness of the police department was hampered by low morale and productivity, a lack of funding, and a lack of community support.

Goals and Objectives

To facilitate more progressive and proactive law enforcement efforts in Windsor, Chief Foley developed the following objectives:

- Implement educational programs about drug and alcohol abuse
- Organize a Community/Neighborhood Watch Program and encourage people to take responsibility for the crime and drug abuse in their community
- Achieve a higher conviction rate in the district court and improve the quality of the paperwork for court cases
- Increase the work assignments of the police officers
- Generate revenue.

Program Components

The Windsor program includes several components, such as (1) drug and alcohol awareness programs in the school system, including Officer Friendly, Officer Phil, and Drug Abuse

Resistance Education (DARE); (2) consolidation of the paperwork filed by the police officers; (3) changes in local ordinances; and (4) improvements in the contractual services provided to other agencies and towns.

A key component of the program is the townwide Community/Neighborhood Watch Program, which began in March 1991. During the planning phase, the police department examined similar programs in Rutland, Burlington, and Windham County, Vermont, and in Fairfield and Bridgeport, Connecticut. The Windsor program comprises two stages: (1) people who watch from their homes (Neighborhood Watch) and (2) people who drive through Windsor in their own vehicles (Citizens on Patrol). The department emphasizes that the residents are needed as "extra eyes and ears," but they are prohibited from stopping or interrupting a crime. The Community/Neighborhood Watch Program has also developed pamphlets on home security and safety as well as crime prevention.

Results and Impact

Performance Measures

The police officers undergo a comprehensive evaluation (1) to ensure that their performance meets the department's standards and (2) to determine their needs for responding to the drug and crime problems in Windsor.

Implementation Problems

When the police department began to increase its enforcement activities, such as making more arrests and drug raids and engaging in more aggressive motor vehicle enforcement, many residents, especially younger people, reacted negatively. During Chief Foley's first 6 months, for example, vandalism caused more than \$30,000 in damages, including the torching of three buildings and a civilian dispatcher's vehicle. In addition, the chief's life was threatened, and his personal vehicle was vandalized. The police department also received several threats, many of which were spraypainted throughout the community. Because of the lack of cooperation from the residents, it took more than 3 years to develop and implement a proactive plan and to gain the support of the townspeople.

In July 1990, budget cuts eliminated one full-time and three part-time positions in the police department, which in turn reduced the number of officers assigned to the school programs; consequently, the students gained back the control that had been thwarted via aggressive police enforcement.

Successes and Accomplishments

After a domestic disturbance in October 1990 that resulted in the shooting of a Vermont State Trooper and an innocent bystander, the residents of Windsor realized that they needed to support the efforts of the police department. Subsequently, town meetings explored ways to enhance the enforcement activities of the department, and several State agencies met with

the residents to offer their support. In November 1990, additional funding for the police department was authorized, which increased the full-time and part-time police force and thereby increased the level of school programming.

The Windsor program (1) has gained tremendous support from the State's attorney's office and from the community, especially the younger residents, and (2) has significantly reduced juvenile crime. The program has also reported the following accomplishments:

- In 1987, there was a 75% dismissal rate of district court cases; today, there is more than a 97% conviction rate.
- In 1987, Windsor generated \$2,000 for its dispatching services; today, it generates approximately \$27,000 for those services and has entered into a 5-year contract with the agencies it dispatches for. Additional revenue has been generated following changes in local ordinances, such as those for parking violations.
- By assigning special duties to the police officers and thereby increasing their morale, the chain of command at the department has been strengthened.
- The police department also presents drug and alcohol awareness programs in the Brownsville and Reading school systems, and those efforts are funded through a grant from the Drug Free School program.
- To enhance its communications capabilities, the police department advertised in the local newspaper for donations of citizens band radios. The response from the community was overwhelming; within 2 weeks, for instance, the department received 1 base unit, 1 antenna, and 10 mobile units.

Prospects for Replication

The neighboring town of Hartland, Vermont, has expressed interest in the DARE program and the Community/Neighborhood Watch Program. In addition, several agencies are interested in joining the Windsor Dispatch Center, which currently dispatches for 13 agencies.

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Washington

State Patrol Narcotics Enforcement Coordination and Assistance Program

Statement of the Problem

Washington State comprises 39 counties that cover over 66,000 square miles, including more than 4,000 square miles of coastal region. The more sparsely populated rural areas, which cover much of the State, often find it difficult to provide specialized law enforcement services, such as narcotics task forces, because they cannot afford to hire extra personnel or purchase state-of-the-art equipment. In addition, geographic, political, and bureaucratically imposed boundaries in Washington have made interagency cooperation difficult—and virtually impossible in some cases.

To compound that problem, drug-trafficking activities in rural Washington have increased, as distributors seek to escape law enforcement pressure in urban areas and establish new markets. Interstate 5 runs through Washington, thus allowing for the transportation of drugs from Mexico and California. Furthermore, Washington shares its northern border with Canada, another direct route for drug smuggling.

Concurrent with the increase in drug trafficking and violent crime in Washington is the significant increase in youth violence. Washington ranks 13th in the Nation in the number of juvenile offenses committed.

The State did not have the resources to fund programs addressing those issues until the Bureau of Justice Assistance (BJA) provided the money and the Washington State Patrol provided the specialized expertise and coordination to bring the programs together. In 1988, the Washington Department of Community Development (DCD) began contracting with the State Patrol to administer the Washington State Patrol Narcotics Enforcement Coordination and Assistance Program, and 11 task forces were created. Today, there are 21 narcotics task forces in Washington.

Goals and Objectives

The first goal of the program provided by the State Patrol is to establish a network of regional narcotics task forces to apprehend mid- and upper-level drug traffickers and to increase cooperation and coordination among law enforcement agencies. The following objectives are designed to meet that goal:

- Provide narcotics task force services to the 39 counties in Washington
- Provide State Patrol supervisory and investigative personnel to narcotics task forces that request the support
- Establish the position of a multijurisdictional narcotics task force coordinator, which is to be staffed by a State Patrol lieutenant
- Conduct regular meetings for narcotics task force commanders and supervisors to enhance communication, coordination, and cooperation
- Minimize or eliminate "turf" issues through regular interaction between narcotics task force commanders and supervisors.

The second goal is to provide technical assistance and training to local agencies and task forces to assist them in conducting narcotics investigations. The following objectives are designed to meet that goal:

- Develop, through the State Patrol, a data-tracking system for compiling narcotics task force data and submitting them to BJA
- Provide sophisticated surveillance and detection equipment to local agencies and narcotics task forces
- Provide local agencies and task forces with State Patrol personnel to assist with Federal asset seizures
- Provide local agencies and task forces with State Patrol personnel who are trained to operate sophisticated surveillance and detection equipment
- Provide State Patrol personnel who are experienced in narcotics enforcement to train narcotics task force detectives and uniformed street officers in interdiction activities
- Provide trained and equipped State Patrol personnel to respond to clandestine drug laboratories and to assist in evidence collection at the dismantling of those labs.

The third goal is to provide prosecutorial support to multijurisdictional narcotics task forces in the 39 counties.

Program Components

Multijurisdictional task forces. The State of Washington used more than 50% of its BJA anti-drug abuse funds over the past few years to support multijurisdictional undercover

narcotics task forces. The Department of Community Development, which administers BJA programs and receives guidance from an advisory Drug Policy Board, contracts with the State Patrol to coordinate the task forces and provide them with detectives, expertise, training, and sophisticated surveillance and crime lab equipment, which most small cities and counties cannot afford.

Twenty-one BJA-funded local multijurisdictional drug enforcement task forces, which serve 29 of the State's 39 counties, are currently operating in Washington. The State Patrol assigns BJA- and State-funded detectives and supervisors to eight of the task forces and supervises seven other task forces. In addition, six State Patrol personnel are assigned to three Drug Enforcement Administration (DEA) multijurisdictional narcotics task forces, with BJA and the State funding the personnel. The local city and county participants view the State Patrol's involvement in the BJA task forces as a stabilizing influence. In the past, turf issues and local rivalries often prevented those agencies from working together.

The State Patrol also provides statewide jurisdiction so that narcotics task forces can pursue traffickers outside the task force boundaries. In addition, the State Patrol is an active participant in the Tri-State Program, which involves State-level enforcement personnel from Idaho, Oregon, and Washington and meets regularly to share intelligence and discuss matters of mutual interest.

Task force coordinator. DCD has contracted with the State Patrol to provide a lieutenant to train narcotics task force commanders and supervisors, coordinate their activities, and enhance task force cooperation. Quarterly training sessions bring commanders and supervisors together to learn new methods and discuss problems of mutual interest. The coordinator also accompanies DCD staff on regular monitoring visits to the task forces. DCD recognizes that it is advantageous to have someone present who can "talk cop" and explain enforcement concepts to the personnel.

Data tracking. DCD has also contracted with the State Patrol to administer the compilation and submission of data. The State Patrol gathers statistical data from the 21 task forces and submits them to BJA. The State Patrol also provides support for the program by resolving technical difficulties and training personnel to operate the data collection program.

Training. A State Patrol detective funded by BJA has been assigned to provide narcotics enforcement training to law enforcement officers across the State. The detective trains all new officers in basic narcotics at the Criminal Justice Training Commission Academy and the Washington State Patrol Academy and provides instruction at the DEA's Basic Narcotics Investigators Class.

Technical support. The State Patrol has formed a technical support unit to provide specialized investigative services to local agencies and narcotics task forces, with BJA-funded personnel providing expertise in surveillance, crime analysis, and computer operations.

Many agencies cannot afford specialized investigative equipment, such as a surveillance van, specialized photography and video equipment, and conversation interception equipment. The technical support unit provides those items as well as the trained personnel to operate them.

Crime analysis services are provided by the unit's sophisticated computer systems. Local agencies and task forces use those services to pursue high-level traffickers and prepare charts for presentation in court.

BJA funds have also been used to house two State Patrol detectives in the DEA's asset seizure unit. Asset seizures that do not meet State seizure guidelines are directed through the Federal seizure system with the assistance of the two detectives. The State also funds an asset seizure unit, staffed by State Patrol personnel, that assists local agencies with asset seizure and forfeiture under State law.

Clandestine laboratory assistance. BJA grants from 1988 through 1992 allowed the State Patrol to train and equip two clandestine laboratory response teams, which consisted of detectives, forensic scientists, fingerprint technicians, and bomb experts. The State Patrol's program has been recognized nationally and is now funded by the State.

Marijuana eradication. The State Patrol coordinates the DEA's marijuana eradication program. DEA funds are provided to the State Patrol for dispersal to city and county law enforcement agencies. The State Patrol also monitors a Marijuana Hot Line, taking tips from citizens and passing them on to city and county agencies.

Prosecutorial support. To back up the State Patrol and support the multijurisdictional task forces, BJA funds are used to pay the salaries of specially trained prosecutors who expedite the prosecution of drug violators. Population and need determine how many prosecutors are assigned to an area.

Results and Impact

Performance Measures

The performance of the multijurisdictional task forces is measured in several ways, beginning with the compilation of the number of arrests and prosecutions in rural areas and the number of cases involving multiple task forces. An evaluator's report is prepared, and the reduction in supply and the return on investment are measured by the value of the drugs seized versus the amount of BJA funds expended. Performance measures for the marijuana eradication program include the number of dismantled marijuana-growing operations.

The activities of the task force coordinator are measured by the number of cases involving multiple task forces and the number of training sessions conducted; the process of data tracking is measured by the number of accurate data submissions received on time at BJA; the training and technical support operations are measured by the number of enforcement

personnel who are trained and the number of agencies that are assisted; the clandestine laboratory program is measured by the number of responses; and the prosecutorial support program is measured by the number of successful prosecutions.

Implementation Problems

The multijurisdictional task forces experienced the most difficulty in the implementation process. The goal of minimizing or eliminating turf issues was a noble one, but it was often difficult to accomplish. In addition, the task forces were frequently under pressure to respond to local political considerations, which often meant that low-level street dealers were being targeted, rather than mid- to upper-level dealers. Another problem was the lack of personnel, especially in the least populated counties, a problem that made it difficult to commit personnel to a narcotics task force.

In both the training and technical support operations, the demand outnumbered the available personnel, indicating that more funding is needed for additional instructors and specialists. Another deficiency related to forfeiture, whereby the funds obtained through forfeiture fell far short of the expected amount.

Successes and Accomplishments

The multijurisdictional task forces were very successful in establishing a cooperative relationship with other task forces across the State. In a recent case involving methamphetamine manufacturing, for example, two State task forces, almost 200 miles apart, worked together on the case and then assisted with a successful Federal prosecution. The State Patrol has been a leader in breaking through political turf wars to bring city and county law enforcement agencies together to apprehend mid- to upper-level drug traffickers.

The data also indicate success. In 1989, the task forces seized 154,337 grams of illegal substances, while the seizure rate almost doubled in 1990, with the task forces seizing 289,000 grams of illegal substances. In 1991, the seizure rate increased 41%, with the seizure of 480,000 grams. In total, the task forces and prosecutors have confiscated drugs valued at over \$32 million. An evaluation of the 1992 task force program shows that for every tax dollar spent on Washington's task forces, illegal drugs worth \$8.41 were removed from the streets.

The position of the task force coordinator has also been successful. Both task forces and the Department of Community Development have benefited from having an experienced law enforcement officer with statewide contacts and responsibilities to facilitate training and explain task force operations.

The training component was an instant success, and the ability to implement training in rural areas was one of the program's greatest assets. Unfortunately, there were not enough instructors to meet the demand.

The clandestine laboratory program has also been successful—all but a handful of agencies in the State refer their enforcement activities to that unit. In addition, the working relationship between the clandestine lab team and the DEA lab team has strengthened the work of both teams in terms of personnel and equipment. Because of the high cost of the necessary specialized equipment and training, that component would not have been possible without BJA funding.

The marijuana eradication program has been an overwhelming success; the State is approaching a first-place ranking in the number of indoor growing operations removed in fiscal year 1993.

The prosecutorial support component has also been very successful, with the average number of charges filed per individual increasing 33%. In addition, more than 90% of the individuals prosecuted under the program were convicted.

Prospects for Replication

The prospects for replication within the State are good because of the existing central agency—the Washington State Patrol—which coordinates and facilitates the program, thereby bringing cities, counties, and other parts of the State together to address common problems and combine scarce resources. The prospects for replication in other States are also good because multijurisdictional task forces are already in operation in many States. Additionally, it may be easier to bring cities and counties together in those States than in Washington because Washington is a “home rule” State, whereby cities have maximum autonomy over the governing of their affairs. Historically, States with a home rule structure have had a high level of distrust between the city and State governments. The success of the program in Washington, however, is an encouraging indicator of the possibility of effective implementation in other areas of the country.

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Additional Program Summaries

The following summaries provide information on additional rural violent crime and drug control programs developed and implemented by the States and presented at the "Innovative Rural Programs Reporting and Evaluation Workshop."

Arkansas

West Memphis/Crittenden County Drug Task Force

In 1991, the West Memphis/Crittenden County Drug Task Force was formed (1) to investigate, prosecute, and convict major narcotics conspirators; (2) to reduce fractional and duplicative investigations and prosecutions; (3) to enhance highway interdiction and the recovery of criminal assets (including assets acquired with funds that are traceable to criminal activity); and (4) to increase the use of civil remedies. The task force has enhanced the coordination of local drug control efforts and has improved the relationships among the local governments. In addition, the task force works jointly with other task forces and agencies throughout the State, including the Arkansas State Police; judicial district task forces; the Memphis and Shelby County Police Departments; the Bureau of Alcohol, Tobacco and Firearms; and the Federal Bureau of Investigation.

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Delaware

Victim Services in Rural Policing

Delaware became the first State to implement a statewide Victim Center, which addresses the needs of crime victims and survivors of sudden deaths and offers services 24 hours a day, including a toll-free hotline. The goals of the Victim Center include (1) reducing the trauma of victims and of witnesses and survivors who have become victims; (2) coordinating

resources through a single agency; (3) increasing positive interaction among victims, survivors, and law enforcement officials; (4) providing a smooth transition of cases into the criminal justice system when an arrest has been made; (5) guaranteeing services for victims when no arrest has been made; and (6) acting as an information and referral source.

The center is funded by a grant from the U.S. Department of Justice and is administered by the Delaware Criminal Justice Council and the Delaware State Police. The center offers short- and long-term crisis intervention, hospital and court accompaniment, followup contacts and home visits, referrals to appropriate social service agencies, transportation and child care for court appearances, assistance in filing violent crime compensation forms, and landlord/ employer intervention. The Victim Center also engages in lobbying, which has resulted in the passage of the Victim's Bill of Rights.

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Maine

Richmond Innovative Neighborhood Oriented Policing

The Richmond Police Department encountered community problems, such as drug and alcohol abuse, that traditional policing methods did not solve. In addition, the residents of Richmond were dissatisfied with the law enforcement services provided by the department. To address those concerns, the department initiated the Richmond Innovative Neighborhood Oriented Policing (RINOP) program, which provides a methodology for implementing neighborhood policing in a rural environment. The objectives of RINOP are (1) to achieve positive and measurable change in the community; (2) to reduce crime and the fear of crime; (3) to reduce the demand for drugs and alcohol; (4) to improve the community's perception of and confidence in the services provided by the police department; and (5) to promote a trusting relationship between the community and the department.

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Maryland

Wicomico County Narcotics Task Force

In 1986, the Wicomico County Sheriff and the City of Salisbury Police Chief formed a narcotics task force to combat the open-air crack market, a new phenomenon in the two jurisdictions. Despite the efforts of the task force, the large-scale drug operation continued to infiltrate the city and the county. In 1987, the Maryland Governor's Drug and Alcohol Abuse Commission provided grant funding to form the Wicomico County Narcotics Task Force (WINTF), which included the Maryland State Police, the Salisbury Police Department, the Wicomico County Sheriff's Office, and the Wicomico County State's Attorney's Office. Several programs have been developed and implemented in conjunction with WINTF, including the Community Oriented Police Program, the Concentrated Enforcement Patrol, Drug Abuse Resistance Education, the Phoenix Project, Roller, Street Lite, and the TOP Strike Force.

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About the State Reporting and Evaluation Program

The Bureau of Justice Assistance (BJA) established the State Reporting and Evaluation Program (SREP), a State-based program with an orientation toward establishing Federal, State, and local partnerships, to assist in implementing the reporting and evaluation requirements of the Anti-Drug Abuse Act of 1988. Through SREP, BJA provides technical assistance and training to the State and local offices and agencies responsible for implementing, monitoring, and evaluating violent crime and drug control programs funded through the Drug Control and System Improvement Formula Grant Program. SREP is coordinated for BJA by the Justice Research and Statistics Association (JRSA).

The State Reporting and Evaluation Program has the following objectives:

- Provide technical assistance to the States for the development of drug control strategies and State monitoring plans
- Provide technical assistance and training to enhance the monitoring and evaluation of drug control program performance
- Publish reports for State and local audiences on special topics related to the monitoring and evaluation of drug control program performance
- Disseminate reports and information to the States and territories on the results of BJA and SREP activities.

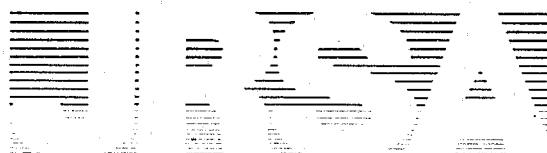
The National Planning Group, comprising State and local representatives from the criminal justice community, plays an integral role in the development and implementation of SREP projects and the development of national indicators for performance monitoring. Since 1987, JRSA has worked with BJA and the States to establish data collection and analysis projects. As a result, JRSA and the States have produced numerous reports and technical assistance products, covering such criminal justice programs and themes as multijurisdictional law enforcement task forces; innovative rural programs; crime laboratory enhancement programs; county-level trends in drug arrests, convictions, and sentencing; State citizen surveys on drug use and control; drug offender processing; and forecasting for criminal justice policy analysis.

The States participate in all aspects of the State Reporting and Evaluation Program, from the planning and development of projects to the implementation and delivery of technical assistance and training services. The program is designed to provide a forum for the States to share information and to receive the assistance they need to develop and implement effective monitoring, reporting, and evaluation systems.

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