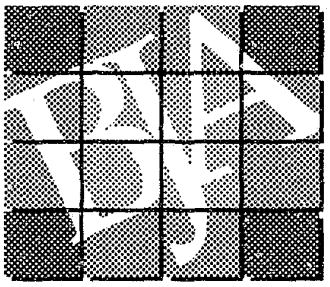

Bureau of Justice Assistance

U.S. Department of Justice ■ Office of Justice Programs

State and Local Violent Crime and Drug Control Programs: Past Success and Future Direction

San Antonio, Texas
December 2 - 5, 1992

Conference Summary

June 1993

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 multi jurisdictional 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.

The Director of the Bureau is appointed by the President and, upon confirmation by the Senate, serves at the President's pleasure. The Director establishes the priorities and objectives of the Bureau and has final authority to approve grants, contracts, and cooperative agreements. In establishing its annual program, the Bureau is guided by the priorities of the Attorney General, U.S. Department of Justice, Office of Justice Programs, and the needs of the criminal justice community.

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The Bureau of Justice Assistance is a component of the Office of Justice Programs which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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Introduction

America's future depends upon our ability to create and implement solutions to problems of violent crime and drug abuse. The Bureau of Justice Assistance conference, **State and Local Violent Crime and Drug Control Programs: Past Success and Future Direction,** held December 2-5, 1992 in San Antonio, Texas, highlighted the past success of state and local efforts to implement statewide drug control and system improvement strategies under the BJA Formula Grant Program. In addition, the conference challenged participants to come up with new ideas to set the future direction of national, state, and local initiatives.

The overall goal of the conference was to address programmatic and policy issues related to the development and evaluation of state drug control strategies. The conference emphasized the critical need to maintain and expand partnerships between the planning and analytical branches of the state governments by focusing on management and administrative issues of the Formula Grant Program, evaluation of drug and violent crime programs, strategies for assessing the impact of violent crime at the state and local levels, community mobilization issues, and the coordination of resources for managing offenders.

The conference consisted of plenary sessions, a series of workshops, and open forums dealing with programmatic and strategy development and implementation issues. The sessions provided many opportunities for participants to interact and share experiences with counterparts from across the country. This document provides summary information about the conference sessions that you may find useful as you continue your efforts to combat drug abuse and violent crime in your state.

Major Addresses

Janice Ford Griffin, Houston Crackdown

Phil Bredesen, Mayor, Nashville, TN

Dr. Tom Tutko, San Jose State University

Jack Enter, Gwinnett Co. Sheriff's Department

Robert Coates, National Crime Prevention Council

Luncheon Address

Janice Ford Griffin described Houston Crackdown, a citywide program trying to come up with solutions to the drug abuse problem in Houston.

Speaker: **Janice Ford Griffin,** *Director, "Houston Crackdown," Office of the Mayor*

Janice Ford Griffin discussed both the accomplishments and the problems experienced by the "Houston Crackdown" program, a citywide community coalition working to develop solutions to problems associated with illegal drug use. One of the biggest accomplishments of Houston Crackdown so far, according to Griffin, has been in reaching the business community, starting with the establishment of the Houston drug-free business initiative which coordinates the anti-drug activities of various Houston businesses. Griffin emphasized the important role Houston Crackdown's Steering Committee, which is chaired by Mayor Bob Lanier, played in bringing the business community together to improve existing or implement new drug-free work place programs. One area the steering committee concentrated on was pushing business owners and managers to support employees in becoming involved in anti-drug coalitions in their neighborhoods.

The Houston Drug-Free Business Initiative has recently received a technical assistance award from the U.S. Department of Labor to develop a data base of all the drug-free work place policies in Houston, and to conduct a comparative study of those that have drug-free work place policies and those that do not. Houston Crackdown is also encouraging interactive drug-free work place education programs to link the anti-drug curriculum that is being taught to children in the schools with information being distributed in the work place to these children's parents. According to Griffin, a key factor in getting businesses on board was in emphasizing the economic benefits. A city where this kind of proactive activity is going on is seen by companies and corporations as not only safer, but also as having a more productive labor force, factors which make a city more attractive to businesses that are looking for a place to relocate to.

Griffin also described additional committees and how their activities have contributed to Houston Crackdown's success. The Community Awareness and Prevention Committee has ten subcommittees which work to integrate what Griffin called the "warm fuzzies" into the hard work. Griffin used drug prevention month as an example of a "warm fuzzy." During the most recent drug prevention month, communities, businesses, and organizations from all across the city got involved in red ribbon campaigns, poster contests, essay contests, and the like. In addition, the municipal access cable TV station taped many of these activities, which helped validate the efforts of all those who worked so hard, Griffin said.

TV was also used as a vehicle for action by the Parent's Support Committee, which recently chose a video to broadcast on Houston's public TV station for four weekly one-hour sessions. After the video was aired, Houston Crackdown held neighborhood discussion groups on the information in the videos and how it can be used in the neighborhoods.

To provide Houston youth with more extra-curricular activities, the Youth Prevention Committee held activities such as drug-free rap and cheering contests. According to Griffin, "these are the things that keep people going in the face of futility or overwhelming frustration."

The Neighborhood War on Drugs Committee has produced a manual on some actual neighborhood efforts, such as the Acres Homes War on Drugs. Houston Crackdown's Legislative Committee has been instrumental in securing government grants, including a grant of $27 million from the Center for Substance Abuse Treatment (formerly the Office for Treatment Improvement) at the U.S. Department of Health and Human Services (DHHS) to establish a treatment center for the medically indigent. According to Griffin, the center will provide treatment

for 300 medically indigent individuals including adolescents, pregnant women with small children, and adult men and women.

In addition to the committee work, Houston Crackdown works in partnership with 10 community specialists, who go into the community and listen to the people by using non-traditional methods. "They don't go door-to-door with a survey, checking off answers and asking specific questions," Griffin said, "but rather they go to the beauty and barber shops ... or the churches ... and sit down and ask people what they think the problems are." Houston Crackdown has also developed a pre-school curriculum and provides training and funding for prevention and education for all day care and preschool workers in Houston. Also, in the schools, Houston Crackdown is developing student assistance programs, where students talk to each other about drug-related and other problems. The city of Houston utilizes drug courts, and Crackdown has developed a teen court system where youngsters can come in and be heard by juries of their peers.

The key to the success of these activities, said Griffin, is to keep everyone focused on progress. Griffin said that too often, evaluation focuses on the problem, and doesn't measure the resources or the positive things in the community, which should not only be identified, but promoted.

Houston Crackdown has not been without its problems, including the issue of "turf." According to Griffin, the people in various non-profit organizations working in prevention and treatment in Houston at one point would not even sit at the same table. But, Griffin said, Houston Crackdown, as a citywide project promoted by the Mayor, has been helpful in bringing some of these groups together. If Houston Crackdown finds out about funding opportunities, these organizations now come together with Houston Crackdown to discuss who is in the best position to serve as the lead agency for that particular program.

Griffin also cited the media as a problem, while pointing out that media exposure is needed to rally the public behind a program or cause. The problem, said Griffin, is not exposure but rather the wrong exposure. Griffin gave an example of a recent TV news story about "Mary Smith," a drop-out from a middle school who was arrested six blocks from the school for dealing drugs. However, when the people from that same school go to the same television station the next day and say, "I'd like you to come and cover our drug-free rally, where we've got 1,000 kids participating," the television station won't come, Griffin said. "We've got to educate and bring along the media ... otherwise the only public exposure we're going to get is the fact that this is futile and we're never going to make any progress," she said.
Another problem Griffin pointed out is short timelines, insofar as they are connected with elected officials' terms of office. In Houston's case, the mayor runs for a term of two years, which means results must be produced within two years. To deal with this problem, Griffin said, it helps to have a short-term goal that allows for positive reinforcement.

Another problem or shortcoming of Houston Crackdown, according to Griffin, was in not talking to youth when planning programs for them. When Crackdown finally started talking to high schoolers, they were told that regardless of the school or neighborhood, more treatment and counseling programs needed to be made available in schools. So while Houston Crackdown was concentrating on prevention and education in schools, many students had already used some kind of drug by the time they were reaching 10th or 11th grade. This shows, said Griffin, that school-based treatment needs to become a resource. Young people also need jobs. Griffin said she's talked to some high school students, who have warned that when their younger brother or sister reaches age 12, somebody will come up and say "I'll give you $50 if you'll take this envelope around the corner." But if the child already has some type of job, he or she won't be easily enticed into that kind of activity.

Griffin concluded her discussion on Houston Crackdown by stressing the need for "plain old stamina. We've got to get in there every day and keep going and try not to burn out," Griffin said, advising conference participants to "keep focusing on where we're trying to go and keep trying to be creative and flexible."

Luncheon Address

Phil Bredesen, the Mayor of Nashville, discussed initiating change at the community level, where residents are fighting individual drug wars every day.

Presenter: **Phil Bredesen,** *Mayor, Nashville, Tennessee*

Mayor Bredesen discussed efforts to combat drugs, relating to his experiences in Nashville, and presented three principles he believes can effect real change at the community level.

First, Bredesen emphasized that drug abuse and education are inherently a local problem. "We have this notion that we have a national crisis, therefore we set up this national crusade and we use the language of battle -- we're going to have a war on drugs; we're going to set up a czar in Washington to oversee things," Bredesen said. "The problem is that it becomes at that point a very abstract program that is divorced from reality."

This "national" view, Bredesen said, is one-dimensional, because decisions at that level are limited to setting overall policy and "moving money around." According to Bredesen, this often misinterprets the problem. This is why local government is so important and a key player in drug abuse, education and prevention -- it's closer, it's a great deal less abstract, and it has the ability to deal with complexity and individual variation that other levels of government do not. Because of this, Bredesen advised conference participants to view new national programs with a fairly skeptical eye. "Before we jump on the band wagon," Bredesen said, "we should make sure we are satisfied with what we're trying to do locally, that the national program supports the realities and complexities of a particular problem, and that it isn't an over-generalization."

Second, Bredesen discussed focusing on and coordinating existing resources rather than starting new programs in the community. "We have in Nashville a lot of good, caring, talented people who are concerned about education, prevention, enforcement, treatment, etc," he said. "I think the most useful role the political process could play is to help those people work together in a coordinated and focused fashion." Bredesen believes that private and public agencies, people, and organizations that care can be molded together to support the "Jane and John Does who need help wading through the mass of resources and ... the complexities of the various organizations out there."

To illustrate this point, Bredesen discussed the community maintenance organizations program recently set up in Nashville and modelled after health maintenance organizations (HMOs). Based on the belief that people should not have to worry about whether health is a state, local or Federal government function, Bredesen set up a program of counselors, social service equivalents of family doctors, to bring together these difference services into an organization that is accessible within the community. According to Bredesen, this approach takes what already exists, molds it, eliminates duplication, provides focus, and makes it responsive to individuals.

Third, Bredesen discussed the importance of specifics. Bredesen warned that everyone loves to talk about issues in grand terms and as large problems, but that ultimately, if something is to happen or improve, some specific, tangible action needs to be taken on a regular basis. He gave the example of community meetings, which he held when running for office. He said most of the time, people at these meetings want to talk about issues in very general terms, like the need for more safety in their communities, or the lack of jobs and economic development. But what he's found is that when people start to focus, they come up with some pretty good ideas. Bredesen used the technique of hypothetically giving the community $100,000 and telling them they had to come up with specific ways of spending it. "They would all argue and come up with some pretty down to earth suggestions, such as a traffic light here, and some fencing over there, and some street lights over here," Bredesen said. "You need to encourage this type of brainstorming by saying give me some things to do that may not solve the grand problem and make the millennium arrive, but would leave you a little better off on Friday afternoon than you were on Monday morning."

Bredesen claimed that these principles have been the framework for progress in the communities of Nashville. He admits that general language is still used in policy discussions and that coalitions, task forces, awareness, grants, support, and assessment are still talked about. He also stressed that several activities are "starting to bear fruit," such as trying to identify factors that increase the likelihood of involvement with drugs or that increase the resilience or resistance to them, and the

implementation of specific programs, such as a midnight basketball league and a treatment program in the city jails.

Bredesen concluded by saying that the drug problem is a terrible problem in Nashville and all across the nation in terms of money, crime, productiveness, and quality of life for so many people. The resources exist, he added, to devise approaches and solutions and to make a better life for the people who make up the communities most affected by drugs.

Keynote Address

Dr. Tom Tutko discussed confronting change, and using creativity to overcome obstacles caused by change.

Speaker: **Tom Tutko,** *Professor, Department of Psychology, San Jose State University*

Dr. Tutko began his address by discussing a study he conducted over 30 years ago on the factors that contribute to success. The subjects were athletes, and methodologies used included tests, interviews, discussions with coaches, and observations of practices and games. From this research, Tutko identified a series of behavioral and emotional characteristics that "successful" people have in common.

Tutko found that the successful athletes in his study were future-oriented and driven. He also found that they liked difficult challenges, were determined, were not afraid of hard work, and were willing to express their opinions. Finally, Tutko found assertiveness and creativity to be very important behavioral characteristics in his study group. Tutko then discussed the emotional characteristics identified in the successful people in his study, including trust, confidence, conscientiousness, emotional control, and mental toughness (the ability to deal with failure).

These characteristics of success were identified by Tutko in the 60's and 70's. According to Tutko, in the 80's, being successful began to involve many other dimensions, due to the important factor of change. "Everybody in this room has had money or programs cut," Tutko told conference participants, "and what are they asking you to do? They're cutting your budget, but they still want better programs." Tutko suggested that the best way to deal with change and still experience success is to be creative. However, he cautioned that creativity is not easy and involves many psychological factors.

In order to make the most of creativity, Tutko suggested that, as a first step, participants concentrate only on those changes that can be controlled. After determining what changes can be controlled, creative strategies must be developed to deal with the changes. But tapping this creativity, Tutko warned, is hard work. To illustrate what is involved in using creativity to deal with change, and why it is worth the trouble, Tutko shared his experience as a professor at San Jose State University.

"I'd been teaching for two years at San Jose State, and I decided I needed to try a whole new system, because both I and the students were getting bored," he began. Tutko then described how he walked into class the first day of the semester and told his students that starting the fourth week, everybody in the class would have one hour to talk about their area of "expertise." Each student was to do a research study, present a paper, and write a chapter for the class book. Tutko said this "experiment" was one surprise after another. The first student discussed poltergeists. Then students presented papers on step-parents, step-families and troubles with second marriages, and orphanages. The last student, according to Tutko, "absolutely blew everybody's mind. He stood up and said, 'my topic is necrophilia.'"

Tutko said that through this process, he learned some very important lessons about change. He learned that if new programs are going to be implemented or changed in any way, there will be problems. "Do not see them as a danger," he said, "but as excitement." In this way, he said, "there is no failure when you are creative -- you are doing new and different things, you are learning and you are attempting to change."

His experience, Tutko said, is applicable to what conference participants are faced with in dealing with budget constraints and program requirements. "With all of these challenges that you're going to face -- cutting back on the budget, eliminating that program or this program -- you can either gripe and spend all of your time battling, and making your

life miserable in the process, or you can make a change, creatively."

Tutko stressed to conference participants that they should take time to think about all the information and programs and strategies that will be introduced to them during the conference. Once participants have had the opportunity to consider these new ideas and information, it is their jobs to go back to their respective offices and convince other people that the idea or strategy is a good one and worth trying. One of the best ways of producing change, Tutko said, is to drop ideas to colleagues, have them give feedback, talk about other ideas, and eventually have them buy into the original idea.

Tutko concluded by answering the question of "why" -- why go to all this trouble? Tutko said the answer is in remembering who is being served: "Your customer is very unique; your customer is not somebody committing violent crimes or doing drugs; your customer is also not the police. Your customer is the greatest nation in the world and maybe even the greatest nation in history -- the United States of America, and you should take real pride in that."

Plenary Session:
Future Issues Roundtable and Forum

State and local governments currently face seemingly insurmountable fiscal, social, and justice system problems. As government officials look toward the future they must anticipate developments in these and other areas, and they must develop programs and strategies that will shape a better future for their communities. This forum presented future trends that state and local governments will face, and specifically those trends that will affect or constrain criminal justice and social program planning efforts.

Facilitators: **Jack Enter**, *Chief Deputy, Gwinnett County (GA) Sheriff's Department*

Robert Coates, *Special Assistant to the Director, Community Programs and Training, National Crime Prevention Council*

Jack Enter discussed the demographic, technological, and legal issues that will influence crime and management of criminal justice institutions in the future. Among the topics covered were crimes against the elderly, minority issues associated with gangs and personnel practices, the role of women in crime and as employees of criminal justice agencies, and computer crime. Also discussed were the problems associated with the current and forthcoming generation of young people -- interpersonal problems, the shortcomings of education, and their propensity towards violence.

In covering these topics, Enter reviewed the following trends that will affect society and the work of criminal justice professionals dramatically as we enter the 21st century:

Economics -- Today's economic problems, particularly the growing national budget deficit and its impact on state and local economies, will be with us for many years to come. Economic problems will overshadow almost everything that policy makers do in the areas of crime prevention and control. This became more evident as Enter reviewed trends in other areas.

Aging of America -- The American populace is aging. Based on the last census, the 35- to 44-year-old age group experienced the greatest percentage increase since the 1980 census. Older people are becoming the most politically powerful age group in the country because of their numbers and because they vote consistently. With aging comes a conservative approach to many things, including criminal justice issues -- older people tend to support law enforcement and the criminal justice system more strongly than younger people. Conversely, while people aged 60 and older own over 33 percent of all financial holdings in the U.S., they are reluctant to pay more taxes to support increased law enforcement. Thus, in the future a larger portion of the populace may support conservative criminal justice policies, but there may not be a corresponding increase in law enforcement budgets and expenditures. Surveys have shown that older people consider crime a problem, but they rank other issues such as health care and social security as equally or more serious.

The age and crime link will be more significant as time passes. In many cities crime against the elderly is increasing, as are perceptions and awareness about elderly crime victims. The average age of prison populations will also rise in the next

century, posing a host of different, and perhaps costly, problems for correctional managers.

The New Breed of Young Criminals -- Even though young people are making up a smaller portion of our population, they are becoming increasingly at risk for a number of disturbing phenomena -- young people are twice as likely to be killed in a homicide compared to the baby boom generation; they are three times as likely to commit suicide; and it is estimated that 16 to 17 percent of young people have serious emotional problems. Three other characteristics of our nation's youth will have a definite impact on those working in the criminal justice system: (1) young people are more violent than ever -- for instance, attacks on teachers are up approximately 700 percent since the 1960s and studies show teachers now fear guns, violence, and drugs whereas such factors were of little or no concern in the 1960s; (2) young people, for the first time in many years, will be less educated than their parents; and (3) young people will have inadequate interpersonal skills and ethical training. Currently, cheating is at an all-time high, and studies show that self-esteem lowers with age.

Ethnic and Racial Diversity -- While this country is still struggling with race relations revolving around Whites and African-Americans, racial and ethnic diversity is changing in ways that will affect the entire criminal justice system. In the next 10 to 15 years, Hispanics will become the largest minority in our country -- one of every six children born today is Hispanic. Consequently, bilingual training is become a critical issue for law enforcement and corrections. The Asian population will triple in size by the 21st century. Chinese and Japanese gangs will assume more and more control over organized crime. Meanwhile, there are very few Asian police officers or in other criminal justice positions. Asian organized crime controls 40 percent of the heroin market, but law enforcement does not stand ready to deal with this issue now or in the near future.

Women's Issues -- Women are accounting for higher percentages of criminal justice caseloads -- arrests, convictions, sentences, and incarcerations. Just as the criminal justice system will have to manage an older clientele in the next century, so will it have to be prepared for more female convicts and prisoners than ever before. The role of women in society, and the corresponding approaches to women's issues in all aspects of professional and social life, continue to change in significant ways. Domestic violence issues, for example, are being handled much differently now than in the past because of changes in attitudes, laws, and law enforcement policies. Within the workplace, everyone is becoming more sensitive to issues regarding sexual harassment. These developments are changing the way business is conducted generally and in the criminal justice system, and they will continue to affect our work.

Technology -- This issue is closely linked to the economic issue discussed earlier. In the "peace dividend" era, cutbacks in defense spending are making a host of technological innovations more readily accessible to the criminal justice system. While we still have to find a way to pay for development and implementation of new technologies, criminal justice is viewed by the ex-defense industry as a likely market. In fact, old defense technologies are viewed as new technologies by many criminal justice professionals because they have had so little access to them up until now. Examples of rapidly developing technologies currently being employed in the criminal justice system include psychological profiling of offenders, expert systems, crime analysis using computer mapping and sophisticated models. Computer crime is threatening to get out of control -- the average burglary in America results in approximately $1,000 in losses; the average bank robbery results in about $3,000 in losses; but the average financial computer crime results in about $450,000 in losses. Again, law enforcement is not prepared to handle the problem.

Legal Issues -- America is a litigious society. Still, while law enforcement and criminal justice professionals continue to be sued, their training does not adequately address this issue. One local jurisdiction found recently that a small segment of the police force accounted for a large percentage of law enforcement assault [on suspects] cases. Those same officers were found to be the most lacking in interpersonal skills.

Following this synopsis of issues facing criminal justice professionals in the future, Enter offered his thoughts on where solutions to these problems can be found: within ourselves and within leaders in our communities and in our profession who have "vision" -- to see beyond short-term solutions to the drugs and crime problem; to see how best to educate our youth over the next 20 years; to establish goals and work towards them over the long term. He said that our country is in trouble because of people and values -- family and community values have diminished and our educational institutions are failing to instill values in our youth.

Enter stressed that people cannot buy their way out of the problems they face and cannot fund enough programs to solve

these huge problems. The best expenditure of funds, he suggested, is in training, particularly cultural sensitivity training and interpersonal skill-building training, and in developing leaders with vision.

Robert Coates gave a historical perspective on past, current and future issues facing criminal justice professionals, noting that many of our youth are dying unnecessarily and that "if we do not remember the lessons history has taught us, we are destined to repeat our errors."

Looking back -- "There was a time," he said, "when schools, religious institutions, and the family worked in a triangular relationship toward the solving of problems; when we spent more than seven and a half minutes each day talking with our children about their concerns and needs; when the media was a force for education and information sharing; when neighborhood recreational centers were organizations that developed interpersonal skills and the biggest gang on the block was the Boy Scouts; and when entrepreneurial endeavors did not mean drug dealing.

"Looking back," he said, "when we had nothing, we did everything. Now that we have everything, we do nothing."

Where we are today -- Coates noted that the United States consumes 65 percent of the illegal drugs in the world, though it makes up only 6 percent of the world's population. Lawbreaking behavior is excused in broken families, when there are so many broken families with children who do not break the laws, noting, as did Enter, that something is breaking down in the family institution. Coates specifically mentioned the absence of "mentors" -- those people in neighborhoods and extended families who are the standard bearers of values and behavior.

Looking to the future -- Coates suggested that the role people need to play is very simple -- people need to change attitudes and philosophies. Again reflecting themes noted by Enter, Coates stated that these changes cannot be legislated -- that has been tried and it has failed time and time again. We need to develop a philosophy that values improved quality of life and safety in our communities, and a vision focused on these changes. "If we do not do this," Coates warned, "we risk repeating further increase in community violence, racial and ethnic divisions, and a lost generation of youth."

"We must," Coates stressed, "eliminate "NIMBY" -- the not-in-my-backyard denial syndrome. Drugs and crime problems touch all of us," he said. Coates also stressed how everyone can play unique roles in bringing about dynamic change for the future, and how we must not give in to fear and intimidation. Coates noted the excellent work being done by Dr. Clements of the Holy Angels Church in Chicago -- working from the grass-roots community level, Dr. Clements was influential in having a drug paraphernalia law passed in Illinois. As a result he has been driven into hiding and his church has been burned to the ground, but he continues to work for the betterment of his community. Quoting the Reverend Martin Luther King, Jr., Coates said, "until you have found something to die for, you have nothing to live for."

Finally, Coates suggested that researchers and planners engage in "community analysis." By that he means in-depth assessments of community problems and needs that involve key stakeholders such as residents, business people, law enforcement officers, school principals, church leaders, as well as Federal, state, and local agencies. These studies should identify opportunities for each of these key players to contribute to problem solving and betterment of community life.

Programs and Initiatives

Policy Responses to Violence

Violence has been increasing across the nation, prompting states to initiate strategies to address this growing problem. A panel of state representatives discussed different approaches developed in their states.

Moderator: **Edwin Hall**, *Administrator, Montana Board of Crime Control*

Presenters: **David Jones**, *Director, Criminal Justice Analysis Center, North Carolina Governor's Crime Commission*

Gary Schreivogl, *Director, Office of Funding and Program Assistance, New York State Division*

Ray Johnson, *Executive Director, California Office of Criminal Justice Programs*

David Jones described the work of the North Carolina Governor's Crime Commission, which began focusing in 1989 on the rapidly increasing level of reported crime, particularly violent crime. Historically, reported crime trends in North Carolina mirrored national crime trends. However, in 1987, reported crime in North Carolina started rising at a much faster rate than in the rest of the nation. The State added approximately 10,000 prison beds to its prison capacity and the Sentencing and Policy Advisory Commission was created to study sentencing structure. The Governor's Crime Commission also initiated a study to assess the nature and extent of violent crime in the State. The violent crime initiative takes a holistic and epidemiological approach to the problem, incorporating strategic planning methodologies from public health and military and disaster management, as well as from criminal justice system analysis. North Carolina also initiated a regional planning effort to address the rising level of violence throughout the South. The first Southeastern Regional Summit on Violent Crime was convened in Charlotte during the summer of 1992.

Gary Schreivogl described recent trends of reported violent crime in New York State. Although reported violent crime has decreased in New York City over the last two years, cities in the upstate area of New York are experiencing unprecedented levels of violent crime. Statewide, gun-related violent crime has increased dramatically over the last six years. Schreivogl described the level of gun-related violence in the State and a report called "A Strategy for Action Against Gun-Related Violence" that was released by Governor Cuomo earlier in the year.

Ray Johnson said that because California is a diverse State, both geographically and ethnically, local entities are permitted to select the anti-drug abuse enforcement strategies they wish to implement. The funds are distributed to each county to implement the county plan which is developed by the district attorney, the chief probation officer, the sheriff, and police chiefs in the county. According to Johnson, counties throughout the State have been successful with their chosen strategies. Programs range from cooperative efforts in multijurisdictional task forces with pooled intelligence resources, to multiagency revitalization efforts, to a drug treatment program in a State correctional institution. Johnson explained that there are drug-related problems throughout California, and it is important to be alert to changes in criminal activity to respond to the needs of diverse communities.

Community Mobilization

Many state strategies have encouraged, and now contain, effective community ("grass roots") mobilization programs for drug and violent crime control. This panel addressed both state- and local-level perspectives on the community mobilization issue. Principal questions addressed by this panel included: What is the appropriate role of government in the development of grass roots crime control programs? What are some models of program development that seem to be most effective? What do evaluation findings reveal about the success of community mobilization projects?

Moderator: **Floyd O. Pond**, *Executive Director, Maryland Governor's Drug and Alcohol Abuse Commission*

Presenters: **Susan Bennett**, *Assistant Professor, DePaul University*

Jean F. O'Neil, *Director of Research and Policy, National Crime Prevention Council*

Mercedes Perez de Colon, *Executive Director, AVANCE - San Antonio*

Susan Bennett identified community mobilization as a major implementation issue for community crime prevention efforts. When crime prevention efforts focus on neighborhood drug use and drug dealing, the difficulties of mobilizing communities increase. Bennett discussed specific difficulties including the fear of retaliation from drug dealers and former program failures. Bennett emphasized that organizers need to possess varied skills and stretch limited resources, giving examples of the kinds of strategies these organizers should employ to alleviate difficulties, such as: (1) using personal contact; (2) approaching local institutions (e.g., schools, churches and businesses) instead of going door-to-door; (3) discussing related issues to get closer to the community; and (4) using community-wide tactics and encouraging partnerships.

Jean O'Neil explained that mobilizing local residents on either a neighborhood or a community-wide basis to address local problems is both theoretically and pragmatically sound, but that it requires both start-up and ongoing support, as well as tact, sensitivity, and a willingness to take risks. State and Federal entities can be enormously productive in generating a multiplier effect in their work with local groups, if they construct their assistance to meet local circumstances. She said state and Federal agencies must be facilitators and enhancers. Specifically, they have three roles to play as "community mobilizers": (1) setting a climate for action, (2) providing information and skills, and (3) cooperating and supporting the local groups.

Mercedes Perez de Colon discussed AVANCE, which focusses on early prevention and intervention in the family. Aid to families should be in the form of counseling and child care classes, Perez de Colon said, adding that this approach is cost-effective compared to prison.

State and Local Responses to Violent Crime

Numerous states have, or are in the process of designing, specific strategies in response to increases in violent crime. Presentations by a local practitioner, a professional researcher and planner, and a state program manager highlighted the importance of including different perspectives in developing programs.

Moderator: **Jim Wilson**, *Director, Office of Special Projects, New Mexico Department of Public Safety*

Presenters: **Chief Tony Fisher**, *Takoma Park (MD) Police Department*

Roger Przybylski, *Director, Drug Information & Analysis Center, Illinois Criminal Justice Information Authority*

Cuyler Windham, *Assistant Director of Field Services, North Carolina State Bureau of Investigation*

Chief Tony Fisher discussed how the Takoma Park Police Department is reducing neighborhood violence through community outreach and innovative cooperative programs that involve the police, the local housing authority, community/economic development authorities, and the recreation department. Fisher gave detailed examples of how the program works, including the fact that police have moved into housing developments that are plagued with drugs and violence, creating a more secure feeling among tenants.

Roger Przybylski focused on prevention as an alternative strategy for controlling violent crime. He stressed that programs based on prevention and early intervention hold much promise, and criminal justice agencies can take a leadership role in the development and implementation of prevention strategies. Prevention and early intervention programs may appear costly in the short term but, over time, they are less expensive than repetitive processing. In other words, it is more expensive to arrest and convict people than it is to treat them. Further, while conventional wisdom says that lethal violence can't be prevented, a growing body of research suggests that it can. Almost all acts of lethal violence begin as confrontation such as a spousal argument, a robbery, or a gang conflict. Homicides that begin as different types of confrontations have different characteristics and have different strategies for prevention. Przybylski stressed that the key to prevention is to focus on those specific types of confrontations (or homicide syndromes) that are most dangerous and have the greatest chance of successful prevention, to focus on specific neighborhoods in which the risk of being murdered is especially high, and to focus on

specific groups who are at highest risk of victimization. In Illinois, several violence reduction projects based on this conceptual framework are currently being implemented.

Cuyler Windham described the North Carolina State Bureau of Investigation's (SBI) three violent crime task forces, manned by agents from the SBI, the Federal Bureau of Investigation, and the Federal Bureau of Alcohol, Tobacco and Firearms . In each of the violent crime cases worked by these task forces, detectives from local police and sheriffs' departments are also assigned to work with them. Analysts assigned to the SBI's Criminal Information Support Section work with each of these offices in an effort to develop information regarding violent offenders. Windham explained how state and Federal statutes are being used to charge violent offenders with violations to remove them from the streets. Cases are tried in either State or Federal court, depending on the circumstances. The task forces have targeted 125 violent offenders and numerous arrests have been made.

Developing Strategies for Violent Crime

This session focused on how states have coordinated their efforts to enhance strategies to address violent crime.

Moderator: **Andrew Mitchell**, *Acting Director, State and Local Assistance Division, Bureau of Justice Assistance*

Presenters: **William V. Pelfrey**, *Chair, Department of Justice and Risk Assessment, Virginia Commonwealth University*

Melvin C. Ray, *Assistant Professor, Social Science Resource Center, Mississippi State University*

William Pelfrey discussed the rationale for surveying citizens about violent crime, fear of crime, and attitudes towards crime and justice. He presented the results from data collected via a telephone and mail survey on violent crime victimization in North Carolina. The survey data were compared with Uniform Crime Reporting (UCR) data and National Crime Victimization Survey (NCVS) data. Implications for further research and policy analysis were discussed. Pelfrey suggested that the victimization and fear of crime surveys may represent the only valid and reliable means of assessing the magnitude and the nature of the crime problem, while UCR surveys address a limited range of crime issues.

Melvin Ray gave the results of several statewide drug and violent crime surveys conducted in Mississippi. The research is part of the State's evaluation of its drug control and violent crime prevention programs. Data were obtained from drug task force officers, Mississippi residents, and high school students. Random digit dialing telephone interviews, mail surveys, and school surveys were the methods used to collect data concerning respondents' perceptions of drug use and trafficking in local communities, violent crime trends, criminal victimization, and fear of crime.

Innovative Rural Programs

State and local programs addressing the needs of rural areas were examined, with a focus on distinctions between designing programs for rural versus urban/suburban environments. This panel was designed to begin a new focus on identifying and documenting innovative rural approaches (the subject of a February 1993 BJA conference).

Moderator: **Donald Rebovich**, *Director of Research, American Prosecutors Research Institute*

Presenters: **Cheryl Davis**, *Eastern Coal Counties (MT) Task Force*

Gary Fjelstad, *Undersheriff, Rosebud County (MT) Sheriff's Office*

Dean Roland, *Senior Special Agent, Idaho Department of Law Enforcement*

Cheryl Davis and Gary Fjelstad discussed the organization of the Multijurisdiction Prevention Program in Montana,

describing how local agreements were made between law enforcement officers, educators, and a task force serving nine counties and 14,000 square miles in southeast Montana. The task force, which was implemented 10 years ago, initially focused on law enforcement, but began to focus more on prevention four years ago. The task force is currently administering the Drug Abuse Resistance Education (DARE) program serving all third and fifth grade students in nine southeastern counties. Davis and Fjelstad stressed that the next step for consideration is forming a Board of Directors to take action on the following: (1) setting policies, standards and goals, and representing agencies; (2) researching long-term funding; (3) selecting, screening, and training staff; (4) coordinating the schedules of law enforcement officers and educators; (5) developing public relations and program evaluations; and (6) fielding problems and concerns. Davis said the task force has facilitated the inclusion of a program (DARE) that would not otherwise reach children in such rural areas.

Dean Roland talked about the Idaho Community Policing Program, which has just completed its second year. "Community policing" is both a philosophy and an organizational strategy that allows police and community residents to work closely together in new ways to solve the problems of crime, fear of crime, physical and social disorder, and neighborhood decay, Roland said. The concept underpinning this program is that education combined with community awareness and involvement results in a drug-free state. Involvement produces communication which translates into identification and resolution of community problems. Participants learned how this program is working in Idaho, how to establish community-based drug prevention/education programs within their communities, and how to work in partnerships with other segments of society.

The Idaho program, said Roland, is organizing community-based prevention programs by linking law enforcement officers, churches, schools, health care providers, community workers, and volunteers from across the entire State. According to Roland, a real communications link has been set up in Idaho, allowing for the sharing of ideas, problems, and programs among people hundreds of miles away from each other. Roland also discussed the differences between urban and rural programs, while emphasizing that the drug problem in many rural areas is just as bad as in inner-city neighborhoods. According to Roland, urban programs tend to focus on a specific neighborhood, where as rural programs encompass a whole city or, in many instances, the whole State. The challenge is tapping the human spirit of the whole State, Roland said, and connecting people and resources from different programs, cities, towns and regions.

Some specific components of Idaho's Community Policing Program are the DARE program, Parents and Youth Against Drug Abuse, and Idaho Drug Free Youth on the State level, and on the regional level, substance abuse councils, health and welfare prevention planning committees and subcommittees, and school district committees.

Developing Programs for Managing Offenders

The movement in penology towards an emphasis on management and risk assessment was discussed along with the difficulty of designing programs from this perspective. Presentations included discussions of intermediate sanctions and system planning, cognitive behavior treatment and its impact on the reincarceration of offenders, and the programming and management of women offenders.

Moderator: **Doris MacKenzie**, *Associate Professor, Department of Criminal Justice, University of Maryland*

Presenters: **Kenneth Robinson**, *President, Correctional Counseling, Inc.*

Merry Morash, *Chair, School of Justice, Michigan State University*

Doris MacKenzie stressed system planning for intermediate sanctions and stated that rational decision-making requires clarity of options available and desired goals, and interface between options and goals. She stressed that the effectiveness of intermediate sanctions has been disappointing because of the lack of clarity and system planning. Questions raised related to whether there is a lack of understanding of the options or whether the options fail to provide the levels of choice desired by the decision makers. The new focus of penology on management strategies and actuarial consideration of aggregates has led to the formation of new objectives for the system. How intermediate sanctions reflect these changes in philosophy was also discussed.

During the last six years, Kenneth Robinson and Correctional Counseling, Inc. (CCI), have been developing and

implementing programs for offenders utilizing cognitive behavioral techniques. CCI has created structured counseling processes for misdemeanant, multiple DWI (Driving While Intoxicated) offenders, and felons. The counseling program includes seven elements of treatment, from confrontation of self to developing moral reasoning. It is a psychological approach to change the behavior of the offender so that he/she will not commit another crime. Robinson said that these programs have proven to be quite effective in reducing subsequent reincarceration. A four-year follow-up study has shown that felons and misdemeanants who participated in CCI programs were 30% less likely to be reincarcerated when compared with control groups, and multiple DWI offenders were 37% less likely to be reincarcerated when compared with control groups. Robinson is encouraging others to implement a similar approach.

Merry Morash focused on long-standing problems in the management of women offenders, stressing the need to link management with rehabilitation, as well as some difficulties that have developed because of the rapid increase in the number of women in prison. Topics of discussion included the large proportion of women in prison involved in drugs, problems in the area of vocational programming for women, and children visitation programs. Morash drew upon ongoing efforts in Michigan to provide sound vocational programming for women in jails and prisons.

The Role of Police in Drug Abuse and Crime Prevention

This session presented three different crime prevention programs that have proven their effectiveness in a number of settings, highlighting the critical role of law enforcement in education and communities.

Moderator: **John C. Inmann**, *Criminal Justice Specialist, Colorado Division of Criminal Justice*

Presenters: **Sgt. Charles J. Higney, Jr.**, *Loveland (CO) Police Department*

Karen Koch, *Drug Abuse Resistance Education (DARE) Instructor, Oak Forest (IL) Police Department*

Chief Phil Keith, *Knoxville (TN) Police Department*

Sgt. Charles Higney provided information about the Loveland Police Department's Law Related Education (LRE) program. He gave a history of the program, its curriculum, and results of the sociological research undertaken during the first years of the program. According to Higney, the program has lowered juvenile crime and has built a strong relationship between juveniles, teachers, and police. Schools have noted fewer violations of school rules as a result of LRE. Higney described how LRE is different from Drug Abuse Resistance Education (DARE), in that LRE requires the involvement of many officers and covers a wide variety of subjects. Increased contact between officers and juveniles appears to have a positive effect on both.

Karen Koch described the Illinois DARE project as a prevention program taught to students by uniformed police officers in the school setting. It stresses educating students to develop healthy drug-free lifestyles through awareness and resistance skills. The primary goal is to reduce the demand for drugs by empowering youths to resist peer pressure, increase self-esteem, and develop decision-making skills.

Chief Phil Keith discussed the use of information in developing crime prevention strategies, based on his experience with the Knoxville Police Department. He stressed the development of neighborhood profiles and a strategy for change. Assessment teams should collect, collate and analyze various data on each community within the city. In the Knoxville program, each team collected the following information: police data, other governmental agency data such as incidents of abuse and neglect, information from the Department of Corrections on parolees, information from the juvenile court on chronic offenders, educational information, and environmental information on land use and development. To develop a strategy for change, Keith stressed, analysis of this information must be coupled with an inter-agency partnership. The benefits gained from this approach include better management of resources by all the participants in the assessment process and improved quality of life in each of the communities.

Civil RICO: Policy Demonstration Experience

For a number of years the Discretionary Fund Program of BJA has supported certain states in their efforts to enact and implement a pilot program of Federal Civil RICO (Racketeer Influenced and Corrupt Organizations Act) sanctions. Civil RICO targets criminal enterprises and seeks to seize the economic assets of businesses and organizations engaged in a pattern of criminal activity. BJA is now investigating the potential for disseminating what has been learned about Civil RICO to states that have not yet adopted the approach. Panelists discussed how Civil RICO works, results from states that have implemented Civil RICO procedures, and BJA's plans for disseminating Civil RICO material.

Moderator: **Terry Dunworth**, *Project Director, RAND*

Presenters: **Mark Cohen**, *Director and Chief Counsel, Financial Crimes and Racketeering Project, National Association of Attorneys General*

Timothy Bynum, *Professor, School of Justice, Michigan State University*

Cameron "Kip" Holmes, *Assistant Attorney General, Arizona Office of the Attorney General*

Timothy Wood, *Attorney in Charge, Financial Fraud Section, Oregon Department of Justice*

Terry Dunworth gave an overview of Civil RICO, explaining how it targets criminal enterprises and seeks to seize the economic assets of businesses, organizations, and individuals engaged in an ongoing criminal enterprise. Because the approach involves civil rather than criminal litigation by the state, standards of proof tend to be lower, and the probability of success in court is therefore enhanced. However, this very fact, which is presented as a strength of Civil RICO by its supporters, is cited as a shortcoming by its opponents because of the constitutionality issues that arise, particularly with respect to due process.

Mark Cohen focused on the use of civil process and state racketeering statutes to attack drug trafficking enterprises, and provided an overview of what RICO statutes can accomplish. He stated that there are four scenarios to which RICO is intended to apply: (1) illegal investment and money laundering; (2) extortion and take-over of a legal business; (3) infiltration into companies to carry out illegal acts; and (4) conspiring to do any of the first three. The Federal RICO statute was passed in 1970, and currently 30 states have statutes modelled after the Federal one. State statutes are designed to enhance penalties for certain criminal acts, such as murder, extortion, drug trafficking, and fraud, and most states require that the crime is a part of a pattern of behavior.

Kip Holmes discussed Arizona's experience with Civil RICO, explaining that drug enterprises are an essential part of a multibillion dollar industry that is having a devastating effect on legitimate economic enterprise by diverting money from lawful commerce to illegal activity. He explained that civil racketeering actions destroy the financial base necessary for the continuation of illegal enterprises, attack the economic incentive to engage in criminal acts, and deter individuals from using property to facilitate criminal activity. Arizona's experience with civil racketeering has demonstrated its effectiveness as a social control mechanism and its ability to shift enforcement costs to drug dealers while avoiding the loss of freedom and public resources associated with incarceration strategies. In the case of Arizona, Holmes said it was important to involve a number of people trained in specialized areas, such as a paralegal and a financial analyst, as well as people trained in law enforcement. The primary goals in Arizona were to aid the District Attorney's office with financial analysis, litigation, and records. Holmes stressed the need for other states to use this method.

Timothy Wood shared Oregon's experience in implementing RICO together with *in rem* forfeiture laws. He focused on: (1) advantages of using RICO to reach out-of-state assets; (2) the need for multistate cooperation; and (3) the development of an in-state computer bulletin board for attorneys representing the State in forfeiture proceedings. Attorneys using the bulletin board can share information on current forfeiture cases. In addition, Wood mentioned that RICO can be used with other law enforcement issues such as telemarketing, odometer rollbacks, and securities.

Comprehensive Approaches: Weed and Seed Implementation Workshop

This workshop focused on the implementation of the national priority program, "Weed and Seed." There was a general discussion of progress as well as a presentation by the San Antonio project. The BJA Director of the Office of Weed and Seed addressed the financial and technical resources available among the participating Federal agencies for implementation of similar projects by the states.

Facilitators: **Michael Dalich**, *Director, Office of Weed and Seed, Bureau of Justice Assistance*

Carolyn Pastol, *Grant Coordinator, San Antonio Police Department*

Michael Dalich discussed the history of the "Weed and Seed" program and how it relates to and is different from previous Department of Justice (DOJ) efforts to conduct locally based anti-crime programs. A current status report on the progress of the program was provided and future "Weed and Seed" program development was discussed.

Carolyn Pastol discussed the San Antonio "Weed and Seed Program," which is a collaborative effort of Federal, state, city and grass roots agencies to address the problems plaguing San Antonio communities. Through traditional law enforcement methods and innovative community policing activities, a unified approach to combatting crime, reducing fear, and establishing social renewal is being achieved. Pastol highlighted the effectiveness of programs such as the cooperative "Foot Patrol" and "Fighting Back Neighborhood Networkers." The Foot Patrol consists of community members walking door-to-door with police officers to meet and talk to people and ask them what they perceive as problems in the neighborhood. In addition to foot patrols, the Neighborhood Networkers also sponsor youth programs focusing on building self-esteem and personal skills. Youth-related issues are also addressed through programs such as the Police Athletic League (PAL) which provides structured cultural and recreational activities. The "Weed and Seed" program in San Antonio has been so well-received that resources continue to expand. According to Pastol, new community groups and agencies are always getting involved, including the San Antonio Armed Forces, which is currently sponsoring a "weekend retreat" for youth to a nearby base, where participants run obstacle courses, work on tactical problems, etc. The purpose, said Pastol, is to show youth that they can make something better of themselves if they try.

Comprehensive Approaches for Coordinating Resources

This panel addressed state and local comprehensive law enforcement and community revitalization projects, focusing on both the design and specific implementation steps of programs in California, Delaware, and Rhode Island.

Moderator: **Judy O'Neal**, *Chief, Anti-Drug Abuse Branch, California Governor's Office of Criminal Justice*

Presenters: **Jerry Hatfield**, *President, Systems Development Association, Rhode Island*

James Kane, *Deputy Director, Delaware Criminal Justice Council*

Lt. Larry Ryan, *San Francisco Police Department*

Jerry Hatfield presented the results of an evaluation of Rhode Island's FY92 "Weed and Seed" program conducted at one site. Arrest data were collected and analyzed from the target site as well as two others -- one which received "weeding" only, and one which received neither "weeding" nor "seeding." Programmatic data from "Weed and Seed" program managers and participants were also collected and analyzed through structured interviews. One of the determinants of the program's success was the ability to coordinate resources into a comprehensive plan. Results showed that the target site experienced an increase in arrests compared with those neighborhoods not receiving weeding and seeding, and also experienced a reduction in crime and drug activity. Hatfield said the success of this particular Weed and Seed program was due to the residents of the community, who took "responsibility for a neighborhood once controlled by so many others."

James Kane discussed Delaware's "Weed and Seed" program, explaining why Delaware is investing in neighborhoods, how the neighborhoods were selected, and how success is measured. He geographically and demographically outlined the Weed and Seed sites and explained the ten components of the project: (1) Law Enforcement, (2) Drug Education, (3) Parenting, (4) Community Involvement, (5) Publicity, (6) Vocational/Educational Programs, (7) Housing, (8) Drug Treatment/Health Care, (9) Recreation for Youths and Adults, and (10) Evaluation.

Lt. Larry Ryan discussed the implementation of "Operation Revitalization," a California state-administered program operating out of the San Francisco Police Department. This program strives not only to increase arrests, but also to develop a support base of community organizations to help retake the streets in high crime areas. Operation Revitalization uses non-traditional law enforcement approaches in cooperation with the community to reclaim neighborhoods. Activities include changing street lights to higher intensity bulbs so streets are brighter, painting over graffiti, working with community groups to match young people with elderly people to help with errands, and forming tenant groups to pressure drug dealers to vacate apartments. Operation Revitalization is similar to Weed and Seed in program content, but is different because it is a state program, not a Federal government program.

Special Sessions

Anti-Drug Abuse Acts of 1986 and 1988: Developing Future Direction

After five years of implementation of the Anti-Drug Abuse program, there are program results to be considered by Congress to decide what the program might look like in the future. This panel addressed the underpinnings of the original program and shared insights on future direction in light of the achievements made at Federal, state, and local levels.

Facilitators: **Elliott A. Brown**, *Deputy Director, Bureau of Justice Assistance*

Curtis H. Straub, II, *Acting Deputy Director, Bureau of Justice Assistance*

Barbara B. McDonald, *Deputy Executive Director, Illinois Criminal Justice Information Authority*

Scott Green, *President, Scott H. Green & Associates*

Prior to joining BJA, Elliott Brown served as the Minority Staff Director of the House Select Committee on Narcotics Abuse and Control, which played a major role in formulating and securing passage of the 1986 and 1988 anti-drug abuse statutes. In his presentation, Brown helped trace the evolution of these statutes and Federal efforts to combat narcotics trafficking and drug abuse during the 1970s and 1980s. He also discussed the anti-drug policy making process within the Executive Office of the President that resulted in creating the Office of "Drug Czar" (the Office of National Drug Control Policy) in 1988.

With respect to the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, Brown stressed that the annual levels of Congressional funding should be steady and consistent. Unlike other fluctuating grant programs, Federal assistance to state anti-crime strategies has grown from $118.8 million in FY 1989 to $423 million for each of the last three fiscal years. For purposes of Federal and state program planning, continuity, and integrity, Brown believes it is imperative that the formula grant funding levels remain at least at the $423 million level.

Congressional earmarks in the Discretionary Grant Program have escalated in five years from 18.5 percent in FY 1989 to a staggering 81.5 percent for FY 1993, thereby limiting the BJA Director's discretion to fund innovative programs. It is questionable whether that permits flexibility, creativity, and innovative approaches to combat drug trafficking, drug abuse, and violent crime and to improve the criminal justice system -- both of which are inherent missions of the Byrne Memorial State and Local Law Enforcement Assistance Program.

Brown stressed that drug prevention and control and anti-violent crime programs in rural states and communities need to be intensified. He expects that BJA will provide rural states with additional assistance in FY 1993. He observed that the Clinton-Gore campaign stated its support for comprehensive anti-crime legislation that would include Federal assistance to communities hit hard by crime, support for community-based policing, and drug education in the schools.

Barbara McDonald is President of the National Criminal Justice Association (NCJA), a D.C.-based interest group which represents the states on a broad range of criminal justice issues. She began by emphasizing that this is a critical transition time and it is important to communicate with and educate the new Administration and the 150 new members of Congress about the key concerns of the states. She also stressed that attention should be paid to the recent reauthorizing action in Congress concerning the Edward Byrne Memorial State and Local Law Enforcement Assistance Program (P.L. 102-534 - OJP, NIJ, BJA, BJS), the OJJDP (P.L. 102-586), and the VOCA (P.L. 102-572), and noted that the overall impact of this action was to provide some additional time for the new Washington policy makers to get up to speed on criminal and drug-related issues. Although there are many new actors in Washington, a look back at recent reauthorizations might offer some clues about the potential mood on Capitol Hill. McDonald said attention should also be paid to recent Congressional trends with respect to mandates and set-asides, earmarking, and unfunded authorizations. If states are to accomplish the goals set by Federal block grant legislation, and at the same time effectively address their diverse and unique needs, it is imperative that Federal administrative requirements and funding levels remain consistent, she said. States should be given some reasonable flexibility in administering these block grant programs and allocating funds, as mandates restrict the states. She also stressed the need for states to come together on similar problems to approach Congress about.

Scott Green said that things look positive under the new Administration. Green said President-elect Bill Clinton may try to push an overall crime bill through quickly once in office. He also said that Clinton, as a Governor, has a different

perspective which could work to the states' advantage. Clinton supports the Juvenile Justice program, community policing, an increase in the numbers of law enforcement officers, and treatment and prevention activities. Green stressed that Congress needs collective input from the states. He suggested that states testify at hearings to let Congress know what is working at the state and local levels. He also suggested that states come together to discuss common problems, because there is more likely to be an increase in funding if states can say they are similarly affected by a program or problem.

National Assessment of the Anti-Drug Abuse Act

Preliminary findings of the 1988 Anti-Drug Abuse Act assessment being conducted by the RAND Corporation were discussed. Also discussed were an analysis of state funding decisions in the Formula Grant Program, a comparison of the Anti-Drug Abuse legislation with other approaches to block grant funding, and an overview of the implementation of the provisions of the Act by Federal and state agencies.

Moderators: **Terry Dunworth**, *Project Director, RAND*

Presenters: **Peter Haynes**, *Professor, Justice Studies, Arizona State University*

Scott Green, *President, Scott H. Green & Associates*

Terry Dunworth presented an overview of the RAND study of the 1988 Anti-Drug Abuse Act. Preliminary findings show that state and local funding is increasing, and that law enforcement and the multijurisdictional drug task forces get the bulk of that money. While the data so far fall short, Dunworth said the study suggests that states are passing through more money than is required. Congressional intent and the BJA implementation of that intent were the focal points of the ensuing discussion. Of particular interest to the attendees were the possible restructuring of the legislation when reauthorization takes place sometime during the next two years, and the question of whether the constraints and performance requirements that Congress built into legislation in 1988 would continue. The panel members concluded that the constraints and requirements would continue and that, in fact, it is only with those conditions (state fiscal match, four-year life of funded projects, no supplanting, etc.) that the current program would be likely to continue. Panel members also stressed the need for continued evaluation of subgrants so that the effects of activities funded by the Act can be demonstrated at state and Federal levels.

Peter Haynes discussed the fundamental constraints on the Federal government in seeking to improve state and local justice efforts. The shared decision-making, established in the Law Enforcement Assistance Administration Act (LEAA), proved inadequate but the powerful need for a Federal role was confirmed by the growth of a new presence typified by the Anti-Drug Abuse Acts. The extent to which the program has had a favorable impact on state and local efforts and the various underlying problems is currently being evaluated. By identifying factors associated with success or shortfall on different dimensions, it is hoped that the means for guiding future efforts will be provided. Selection of appropriate sites and relevant data presents challenges.

Scott Green gave a comparative analysis of legislation. In discussing revenue sharing versus monitoring, Green said that monitoring creates partnerships between state and local governments. In discussing cities versus states, Green explained that there are many responsibilities states have that local governments do not, due in a large part to the creation of a "Drug Czar" office at the state level. He also pointed out that the time it takes for money to filter down to the local level is too long.

Comprehensive Approaches to Drug Strategy Development

BJA convened a group of senior state officials designated by their respective governors as drug policy coordinators, sometimes referred to as "drug czars." This group examined issues related to the effective integration of BJA formula grant planning in the broader state drug control planning process, specifically the treatment and education components of the Anti-Drug Abuse Act. Practical results of effective approaches to drug control planning and methods of assessing the impact of those drug control plans were discussed.

Moderator: **Andrew Mitchell**, *Acting Director, State and Local Assistance Division, Bureau of Justice Assistance*

Presenters: **Robert Peterson**, *Director, Michigan Office of Drug Control Policy*

Judi Kosterman, *Governor's Special Assistant, Substance Abuse Issues (WA)*

A. Kathryn Power, *Director, Rhode Island Office of Substance Abuse*

Robert Peterson said that what is needed in assessing state drug control plans is a radical change in thinking about what the drug problem is, what each person's role is, and how to go about defining goals and measures of "success." Peterson stressed that the community itself must participate in defining the problem and implementing the solution, and must be empowered to take over its own destiny. Peterson gave an overview of law enforcement activities in Michigan, which have been quite successful in terms of numbers of arrests, forfeitures and drug seizures. But he stressed that law enforcement cannot do it alone, and jobs, housing, health care, treatment and drug education are all necessary parts of the solution. Peterson said the key to coordinating all these parts into a comprehensive drug fight is not so much in the merging of programs, as it is in the unity of goals and objectives.

In Michigan, according to Peterson, coordination in a comprehensive plan has already happened in places like Lansing. The neighborhood police officer is stationed in an office adjoining the school official, who is stationed next to the social worker, who is stationed beside the mental health employee. And all of these offices are located in the neighborhood they serve, where local residents are met in their homes and children can come to the community center for various activities. In Michigan, the Governor is changing the administration of drug education funds to provide an opportunity for parents, community members, and law enforcement officials to become involved in determining school/community drug prevention programs. According to Peterson, school districts will be encouraged to form school-community drug education advisory teams that include law enforcement and DARE representatives. In addition, the Office of Drug Control Policy will give priority to projects involving the community. Money from the Federal Drug-Free Schools and Communities Acts was allocated to grass roots organizations in Michigan, and police officers were funded for neighborhood and street level enforcement. Finally, Peterson stressed that while each community has unique needs and solutions, the goal and the vision for drug-free communities can be shared by everyone.

Judi Kosterman stated that drug free communities are the responsibility of citizens, noting that this is the theme of the Washington statewide movement to mobilize communities against substance abuse. The model includes a state coalition and state funding to support individual community coalitions. A private-public partnership is the centerpiece for creating local comprehensive solutions, she said.

Kathryn Power focused on the Rhode Island experience which involved the full integration of all substance abuse programs and policies in a single comprehensive office at the Cabinet level. Discussion focused on preliminary assessments, the Governor's involvement, legislative efforts, and implementation issues. Preliminary assessments began in 1991, with the convening of focus groups made up of representatives from the 11 different State departments involved with substance abuse. The focus groups were to determine the need for coordination. After approximately three months of discussing goals, strategies, and systems, it was decided to create a separate agency made up of the 11 departments, under the supervision of the drug policy coordinator. This Office of Substance Abuse was created by Executive Order in September 1991. In July 1992, the State legislature made it law. In its first year, the Rhode Island Office of Substance Abuse gathered input from clients, providers, schools, and courts to assess where the deficiencies existed. The Office was then divided into four divisions -- direct services, community development, policy and program development, and grants and contracts.

Redirecting Program Priorities in State Strategies

The states and territories have learned valuable lessons from their efforts to produce drug control and system improvement strategies over the last five years. As individual formula grant programs mature, state strategies have generally become more explicit in their goals and objectives as well as more diverse in determining program implementation. Specific state experiences in developing strategies were highlighted in this interactive workshop on approaches to strategic planning.

Facilitators: **Cathy Kendall**, *Bureau Chief, Grants Planning, Montana Board of Crime Control*

Nancy J. Steeves, *Federal Aid Administrator, Nebraska Crime Commission*

Martha Crist, *Administrator, Iowa Governor's Alliance on Substance Abuse*

Cathy Kendall led a discussion regarding the development of drug strategies and outlining issues specific to rural states. The common element shared by these states is the acknowledgement that many of the 21 legislative purpose areas have limited application in rural and geographically isolated localities. Many states have ranked the purpose areas by priority and accept project applications from a limited number of purpose areas. The challenge to long-range strategy development in rural areas often is centered on the problems of a limited "pool" of applicants and concerns of local impact at the conclusion of the 48-month eligibility period. State and local budget constraints have reduced many of the options available since the Anti-Drug Abuse Act was originally enacted.

Nancy Steeves discussed Nebraska's strategy development and the types of programs currently being funded as well as Nebraska's expansion of its 1993 statewide criminal justice strategy. Factors necessitating a redirection of the strategy, such as the impact of previously funded projects, the relationship of drugs and violent crime, increases in violent crime, the imbalance of the criminal justice system caused by the Federal anti-drug abuse funds, political changes within the State, and others were reviewed. While the Nebraska Drug and Violent Crime Policy Board understands the need for such redirection of the strategy, it is extremely important to inform citizens, politicians, and criminal justice personnel about changes in the strategy. Therefore, information regarding the need and the methods of "selling" such changes to the public, politicians, and criminal justice personnel was provided. Such "selling" methods, said Steeves, include networking, one-on-one discussions, and presentations at meetings, with attention paid to feedback. Another part of "selling" includes getting the information out through publications, such as an organizational newsletter, or "selling" story and editorial ideas to the media.

Martha Crist began with a description of the organization and responsibilities of Iowa's State Administrative Agency and the State's strategy development. Iowa's past and present drug control strategies were explained and an outline of the future strategy was described, as well as the reasons for the changes. Past strategies, Crist said, did not emphasize one purpose area over another, but rather, funding was distributed fairly equally across the board. That strategy is now changing, Crist said, to focus on a smaller number of purpose areas, and to involve other State departments, such as Health and Education, to form a more comprehensive strategy. Examples of how the drug program will work with other departments can be seen in Iowa's plans to work with the Health Department to do the following: identify areas of emphasis and needs in treatment; expand substance abuse testing and treatment in Iowa; conduct general population surveys; research anti-social personality disorders; and develop community partnerships in urban areas. Crist also discussed evaluation, state and local funding sources, and political forces, all factors which affect strategies. She said Iowa is changing its drug program strategy in order to have more of an impact in a smaller number of areas, rather than a small impact in many different areas.

Linking Evaluation Results to Policy Development

Communication between information producers (analysts) and consumers (policy makers) is essential if evaluation research findings are to be incorporated into state drug and violent crime control strategies. This panel presented the perspectives of both analysts and policy makers on this critical issue, and discussed effective means for communicating evaluation findings to policy makers.

Moderator: **Peter Haynes**, *Professor, Justice Studies, Arizona State University*

Presenters: **Dennis Nowicki**, *Executive Director, Illinois Criminal Justice Information Authority*

Jeffrey J. Knowles, *Section Chief, Research and Statistics, Ohio Governor's Office of Criminal Justice Services*

Dennis Nowicki stated that promoting greater use of evaluation research in policy development seems like an easy task, but frequently such efforts are resisted or resulting reports discarded. To engender effective use of evaluation results, Nowicki suggested, the researcher should: (1) involve the practitioner in the development of the evaluation methodology; (2) initiate and complete the evaluation in a timely manner; (3) provide timely feedback on both the progress of the program and the evaluation efforts; (4) assess relevant implementation and operations processes and outcomes; (5) present the results in a clear and constructive manner; (6) document the context within which the evaluated program was undertaken; and (7) report the results in a supportive tone. Nowicki concluded by stating that the future of evaluation research is encouraging. More and more public policy makers and agency leaders are recognizing that, without program evaluations, they will not discover the kinds of information they need to maintain support for positive change and overcome opposition from employees, politicians, and the community.

Jeffrey Knowles focused on some of the major issues separating evaluation and effective criminal justice policy. Specific examples were drawn from Ohio's experience over the past decade: (1) clarifying the value from reams of data to justify any point; (2) handling difficulties relating to expectations of certainty; (3) competing with sources which rely on emotionally-charged information (i.e., the media), as opposed to relying on objective data; and (4) addressing audiences with a variety of needs and values.

Analyzing the Impact of New State Laws

Comprehensive criminal justice system planning processes include assessments of how new laws will affect state and local criminal justice procedures and operations. These assessments can be done in a variety of ways including post-implementation studies and forward-looking projections. This panel explored state efforts to study the impact of new laws and discussed the BJA Model Statutes Program, including findings from recent surveys regarding the enactment of State RICO laws.

Facilitators: **Donald Rebovich**, *Director of Research, American Prosecutors Research Institute*

Emily Reed, *Management Analyst, Delaware Criminal Justice Council*

Antonio Fabelo, *Executive Director, Texas Criminal Justice Policy Council*

Donald Rebovich focused on the importance of the joint use of quantitative and qualitative methods in the collection and analysis of factors to explain the impact of new state laws. The significance of the study of legislative treatment of new laws and their goals and implementation were discussed as they relate to the ultimate impact of new laws. Rebovich explained that often the impact of a state law relating to criminal justice is measured by the number of arrests, prosecutions and convictions, and other important factors are left out, such as the original intent of the bill which is often changed through special interest lobbying, on its way to becoming law, and the different perceptions and implementations of the law by practitioners. According to Rebovich, there is always the tendency among police officers and prosecutors to use traditional statutes in an arrest or trial, because of the lack of understanding and information on new complex statutes (e.g., a police officer is more likely to use a traditional theft statute to make an arrest, even if the alleged offense falls under a new complex white collar crime law).

Studying the impact of state laws can be misleading if one is only assessing the law itself and not how practitioners are applying or not applying it. Rebovich suggested additional training by states would be helpful in not only increasing understanding of new laws among practitioners, but also the practical use of these new laws. Examples were drawn from the American Prosecutors Research Institute's study of the use of State RICO statutes by local prosecutors, which showed that some local prosecutors avoid the use of new laws, simply because they don't feel comfortable or knowledgeable enough

to use them.

Emily Reed described three different methodologies of legislative analysis utilized by the Delaware Criminal Justice Council (CJC). First, she described the *prospective method* used by the CJC Legislative Committee to screen all Delaware criminal justice related bills for positive or negative impact. Second, she showed how *traditional impact analysis* has been used on one piece of legislation in Delaware, mandatory prison time for drug traffickers. Last, she illustrated how she used the *comparative method* of analysis in her forthcoming book, The Penry Penalty, to derive critical elements of legislation which can help pass future laws because the impact is already known and desirable.

Plenary Session:
State-to-State Forum on Management and Administration I: OJP/BJA Issues and Discussion

State-to-State Forum on Management and Administration II: States' Issues and Discussion

During the last several years legislative amendments to the Anti-Drug Abuse Act have resulted in additional program and process requirements for both BJA and the states. This forum was designed to be an interactive session led jointly by BJA representatives and state representatives from each of the four BJA regions under the Anti-Drug Abuse program. Discussion ranged from program planning, implementation, and evaluation issues to financial and administrative issues, and covered legislatively prescribed programs and requirements.

Facilitators: **Mary Santonastasso**, *Chief, West Branch, State and Local Assistance Division, Bureau of Justice Assistance*

Linda James McKay, *Chief, East Branch, State and Local Assistance Division, Bureau of Justice Assistance*

Andrew Mitchell, *Acting Director, State and Local Assistance Division, Bureau of Justice Assistance*

William Adams, *Chief, Central Branch, State and Local Assistance Division, Bureau of Justice Assistance*

Michael Lynch, *Director, Financial and Grants Management Division, Office of Justice Programs*

Nancy J. Steeves, *Federal Aid Administrator, Nebraska Crime Commission*

Margaret Chretien, *Program Representative, New York Division of Criminal Justice Services*

Jim Wilson, *Director, Office of Special Projects, New Mexico Department of Public Safety*

Judy Mouton, *Program Manager, Louisiana Commission on Law Enforcement*

The State-to-State Forum was conceived as an opportunity for several types of interactions between BJA and State Administrative Agency (SAA) personnel, and between the states themselves. The format for this session, a shared podium of SAA personnel and BJA staff, was designed to facilitate discussion between those responsible for promulgating policy and those responsible for implementing policy.

Several Federal mandates have been attached to the formula grant program in the last few years requiring innovation and the enactment of systemic and legislative changes at state and local levels in order for states to maintain eligibility for these funds. The Immigration and Naturalization Service (INS) reporting requirement, the 5 percent set-aside for criminal justice records improvement, and the HIV requirement have all challenged State Administrative Agencies (SAAs), as was evident by the large amount of time devoted to discussion of these mandates. The HIV requirement seemed to capture the most attention for three reasons: (1) FY1994 is quickly approaching and, with it, the deadline for compliance; (2) a financial

penalty is attached to the requirement; and (3) to date, only one state has legislation in place, which illustrates the difficulty in achieving compliance. Approximately a dozen states expect to fall short of the goal, and several others are uncertain. The discussion suggested that some of the Federal mandates reflect political issues unrelated to this program yet they have been added to the legislation, making the states' primary responsibilities more difficult.

Some discussion was devoted to routine administrative matters such as match, program income, and the four-year funding limitation. Other points addressed by the states included: bail reform, the role of the private sector in community drug control, training, the Guidance document, using BJA as a conduit back to Federal policy, having a three-year strategy, and the timing of the annual BJA National Conference.

Workshops

Bureau of Justice Assistance Formula Grant Guidance/Requirements

BJA staff led discussion of the newly revised Formula Grant Guidance and Application Kit to elicit reaction from the State Administrative Agency (SAA) staff who are using the document. The different programmatic and administrative requirements of the Formula Grant Program were discussed as they relate to effective planning and strategy development, implementation, and evaluation.

Facilitator: **Linda James McKay**, *Chief, East Branch, State and Local Assistance Division, Bureau of Justice Assistance*

Linda McKay stated that BJA views FY 1993 as a period for review and revision of the Formula Grant Guidance Document. BJA wants state feedback regarding the clarity, conciseness, completeness, usefulness, and flexibility of the Guidance Document.

McKay emphasized the philosophy underlying the revision of and additions to the Guidance Document. Changes were made for several reasons: (1) to provide more detailed direction for SAA personnel on how to develop, present, implement, and evaluate the strategy and complete the application; (2) to adopt a format which will be more useful to grantees and can be updated easily without a complete reissuance; and (3) to consolidate in one document most of the major guidance which states need to administer the program.

McKay pointed out that some of the Guidance Document has not changed. Most notably, the underlying legislation, the basic regulations and policies governing the guidance strategy and application, and the responsibility and flexibility accorded states by the Anti-Abuse Acts and by BJA policies, are not different. BJA encourages the states to integrate violent crime and criminal justice system improvement strategies into their drug strategies.

The strategy should be more than a description of programs funded through BJA formula grant funds. It should be a statewide strategy with formula grant programs as a component. The new Guidance Document attempts to introduce the concept of "strategic planning" and the critical interrelationship between the various program responsibilities of planning, reporting, monitoring, evaluation, and submitting the formal application. The document includes chapters on strategy content and organization, evaluation as a multifaceted tool, and reporting as one method of both evaluation and meeting Federal requirements. The document calls for integration of the strategy narrative and supporting data. BJA has attempted to define essential parts of the strategy narrative to reduce duplication and overlap. Finally, the requirements for the application have been separated from the responsibilities of the SAA for strategy development and implementation of the program itself.

Bureau of Justice Assistance Project Reporting System

This session presented an overview of BJA's Project Reporting System, as developed and revised by BJA with state and local input. Facilitators presented future development plans, including options for automation of forms, data collection, and reporting.

Facilitators: **Robert Kirchner**, *Chief, Program Evaluation, Bureau of Justice Assistance*

Ronald J. Green, *Chief, Training/Technical Assistance and State Reporting Branch, State and Local Assistance Division, Bureau of Justice Assistance*

Jim Zepp, *Director, Justice Research and Statistics Association National Computer Center*

Robert A. Brown, *Programmer/Analyst, Justice Research and Statistics Association National Computer Center*

Sunil J. Porter, *Director, Information Systems Division, Office of the Comptroller, Office of Justice Programs*

Jim Zepp began by reviewing last year's activities of the National Consortium to Assess State Drug Control Initiatives in which a six-person committee of state representatives recommended changes to the BJA Individual and Annual Project Report (APR) forms. The committee's work resulted in revised APR forms that were distributed by BJA to the states. He also described the data collection and analyses conducted through the Consortium project. One factor which contributed to the JRSA Drug Consortium's past success was the development of an automated data entry system which was shared with the states. As a result, the Project Reporting System is being developed for the new forms to consolidate and simplify the information being collected by these two parallel reporting systems.

Robert Brown explained one component of BJA's Project Reporting System -- the Progress Reporting System (PRS). This component focuses on the performance reporting of projects funded by the BJA Formula Grants. PRS will facilitate the collection of this information by automating the entry and transmission of the data contained in the reporting forms distributed by BJA. Use of this system will enable the State Administrative Agencies (SAAs) to track report submissions by subgrantees and to generate analyses of funding results. Brown distributed a description of the system's capabilities and operating requirements.

Sunil Porter talked about the Individual Project Report (IPR) system, another component of the BJA Project Reporting System. He pointed out that the system will increase the efficiency of aggregating and analyzing IPR data. It will also provide a management tool for states to analyze their performance in meeting specific program requirements. The system is designed to enable sub-grantees to submit current data conveniently.

Monitoring, Reporting, and Evaluation Workshop

The general framework developed by BJA in working with states and program managers was presented, including the full range of options a state has to develop and/or enhance its monitoring, reporting, and evaluation activities. Specific state approaches and methods were presented.

Facilitators: **Robert Kirchner**, *Chief, Program Evaluation, Bureau of Justice Assistance*

Terry Dunworth, *Project Director, RAND*

Roger Przybylski, *Director, Drug Information & Analysis Center, Illinois Criminal Justice Information Authority*

Brad Bogue, *Criminal Justice Specialist, Colorado Division of Criminal Justice*

Terry Dunworth stated that attempts to evaluate the activities of formula grant subgrantees have fallen into two categories: (1) evaluations funded by the National Institute of Justice (NIJ), and (2) the reporting and monitoring activities undertaken by the State Administrative Agencies (SAAs) that manage the formula grant program. Though both approaches are necessary and desirable, they do not, separately or together, fill the need that SAAs have for information about the effectiveness of the implementation and operation of programs. NIJ evaluations are too few in number to be generally applicable, take too long to complete, and are too expensive to be replicated by SAAs. The current level of monitoring and reporting that most sub-grantees and states have available to them does not generate enough comparative and baseline data for useful assessments of programs. Consequently, a gap exists in the understanding of how the formula grant program works. Dunworth stated that in order to fill this gap, the evaluation capabilities of the states must be expanded. Through the State Reporting and Evaluation Program (SREP), BJA is providing the states with technical assistance and training to enhance evaluation capabilities. BJA is also developing plans and procedures for evaluation and offering technical assistance and training where appropriate and feasible, but SAAs have to be willing to adopt and implement these plans and take advantage of the assistance that is available.

Roger Przybylski talked about the Illinois Criminal Justice Information Authority's Drug Information and Analysis Center (DIAC). DIAC was created to improve the effectiveness of drug control efforts in Illinois by providing drug control policy makers with better information on the extent and nature of the drug problem and the impact of the justice system's response to it. To ensure that the State's need for information on the impact and effectiveness of drug control efforts is met, DIAC

is conducting an extensive evaluation initiative. Monitoring and limited assessment activities are performed for all Anti-Drug Abuse Act (ADAA) programs in the State. For example, DIAC staff collaborate with program administrators to review goals and objectives and develop data reporting protocols for all programs. In many cases, databases are developed for efficient data maintenance, analysis, and report generation. In addition, full-scale process and impact evaluations are performed on a number of programs by DIAC staff or through subcontracts with outside organizations such as universities. For example, DIAC identifies the programs that are to be evaluated, frames and prioritizes research questions, develops and issues solicitations for the evaluation research, oversees the proposal submission and peer review processes, negotiates the subcontracts, and monitors the progress of the evaluation research. For those evaluations that are conducted internally, DIAC staff actually develop the research design and conduct the work in its entirety.

Brad Bogue stressed how external audits for program performance and compliance with fiscal management are subject to two common problems in their approaches for accountability: (1) the "drive-by audit" characterized by a lack of independence on the part of the auditor and an absence of adequate program measures, and (2) the hard-nosed variety of audit, where there is an adversarial relationship and real accountability is subverted. These two extreme approaches to auditing sacrifice potentially synergistic links between the contracting agency and the auditee, and therefore, are not likely to significantly enhance program quality, development, or accountability.

Bogue focused on the new kinds of accountability that can result when service contractors/auditees are approached as customers or partners: they are provided necessary software resources, instructed in progressive internal audit methods, and frequently consulted with regarding the development of their own Management Information System (MIS). Preliminary data indicate this collaborative approach may have several advantages over traditional audits or surveys: (1) greater independence for the auditor or monitor role, (2) improved validity and reliability of program measures, (3) enhanced operational responsiveness, and (4) reduced polarity between contractor and funding source.

Surveys and Self-Assessment Tools for State Strategy Development

This interactive workshop provided a comprehensive review of validity issues in survey research in general and as related to evaluating drug control and other anti-crime initiatives. The concept of "Total Survey Error" provided the framework for instruction. Practical information was presented on issues related to sampling error, non-coverage error, non-response error, and measurement error (including interviewer error, respondent error, and questionnaire error).

Facilitator: **Paul Lavrakas**, *Director, Northwestern University Survey Laboratory*

Paul Lavrakas stated that unless surveys are likely to have sufficient validity to provide findings that can reasonably advise policy decisions, survey research should not be funded, thus saving otherwise wasted dollars. The concept of "Total Survey Error" provided the framework for instruction. Practical discussion was presented on issues related to sampling error, non-coverage error, and measurement error (including interviewer error, respondent error, and questionnaire error). Workshop participants were afforded the opportunity to ask questions, and left the workshop with a more confident sense of what issues they should pay particular attention to when planning to fund, conduct, and/or interpret a survey.

Managing Offenders: Assessment Tools

Panelists discussed past and emerging offender management problems and described their attempts to improve ways of assessing and addressing offenders' needs for supervision and services. Workshop participants related their opinions and experiences with defining and solving offender management problems connected with the rapid increase in prison populations, the growth in the number and diversity of corrections alternatives, community-based sanctions, and the changing nature of offender populations.

Facilitators: **Roberta Silva**, *Research Analyst, Idaho Department of Law Enforcement*

Richard G. Moore, *Administrator, Statistical Analysis Center, Iowa Criminal & Juvenile Justice Planning*

Kim English, *Director of Research, Colorado Division of Criminal Justice*

Roberta Silva presented the assessment process for the "120-Day Retained Jurisdiction -- Minimum Security Boot Camp" with an aftercare and intensive probation program in the Northern Idaho Correctional Institution (NICI). Offenders are assessed by the court pre-sentence investigation for recommendation into this program. A modified Actuarial Risk Assessment is done on every offender in the system. Additionally, offenders at NICI are assessed in the following areas: educational level, Automated Drinking Evaluation, and Substance Abuse Assessment and Survey. Evaluation tools are being used during aftercare and intensive probation which provide more information for offender management and resource referral.

Richard Moore stressed how structured offender assessments may be appropriate justice system tools in assisting decision makers at all stages of offender processing. Many current assessment tools can be examined and adapted for use in a particular jurisdiction or for a specific system decision point. Most commonly, validated assessment tools can be found in pre-trial release programs, community-based corrections, prison classification units and parole boards. Current assessment tools include those developed to predict risks of future criminal behavior and/or violence, the likelihood of not showing up for future court appearances, or the likelihood of not cooperating with correctional authorities. Other assessment tools are structured to determine the service needs of offenders in various correctional settings. Still others may be designed or used primarily to assist supervisors by categorizing offenders according to the amount of staff time they will likely demand.

Moore also talked about how assessment tools should be appropriate to the philosophy and goals of the officials using them. Tools to assess offenders' service needs may serve little purpose in programs devoted purely to punishment or incapacitation. On the other hand, programs that attempt to reduce recidivism through rehabilitation will likely benefit from assessment tools that identify service needs as well as control and supervision needs. Moore pointed out that challenges facing those using or developing assessment tools will likely be intensified with the increasing development of intermediate or alternative sanctions. Current tools that assist in the identification of public safety risk and/or offender needs may not be providing sufficient guidance. Other challenges facing assessment efforts may become further complicated as attempts are made to have an impact on disproportionate numbers of minorities in the more restrictive correctional settings. Tools devoted to assessing risks of future criminal behavior typically rely heavily on knowledge of past convictions and incarcerations. Emphasizing such factors likely contributes to the continuation of current levels of disparity.

Kim English drew from three different studies, the findings from which are used by Colorado criminal justice professionals to assist in the management of offenders in community settings. Based on the "risk management" perspective, the participants reviewed the actuarial risk scale used by the Parole Board in its release decisions, and factors associated with success and failure in community-based programs. Also discussed were important methodological issues and the issue of the "philosophy of relapse" and why embracing this philosophy will benefit both the community and the offender. English said that currently, offender management programs tend to be designed as if people are not going to fail, despite the fact that there is plenty of literature that says this population struggles to keep from violating program conditions. Substance abuse literature in particular stresses the fact that people have to fail many times before they can begin to make progress; in fact, failure is an integral part of recovery. English suggested that more realistic community programs for offenders, or programs for "relapse prevention," might include a continuum of sanctions, such as community service coupled with treatment and additional surveillance.

Task Force Assessment Approaches

States continue to monitor and evaluate multijurisdictional drug enforcement task forces, and the task force model is being transferred to other areas of crime control (e.g., violence task forces). This workshop addressed methodological issues relating to on-going task force research efforts in the states (e.g., site monitoring and observation tools, surveys of task force participants, focused assessment of asset seizure strategies). Strategies for analyzing data from the Task Force Commanders' Survey, recently developed as a technical assistance product of the BJA State Reporting and Evaluation Program (SREP), were also discussed.

Facilitators: **James R. "Chip" Coldren, Jr.**, *Director of Research, Justice Research and Statistics Association*

Kip Schlegel, *Associate Professor, Indiana University*

Daniel Storkamp, *Director, Minnesota Criminal Justice Statistical Analysis Center*

This workshop was developed by JRSA for state and local officials who fund and evaluate task forces. The goals were to provide an overview of task force research methods and to stimulate discussion of ways to improve task force research and impact assessment projects. This workshop represented a continuation of BJA's program to enhance state and local capacities to evaluate and assess the impact of formula grant funded programs.

Chip Coldren discussed a recent national survey of task force commanders. The survey was developed over the past year with state participation as a capacity-building effort of SREP. The survey addresses task force commanders' impressions of how their units have changed since the inception of Federal funding support in 1987. The survey specifically addresses change in task force goals, targets, tactics, and composition. Coldren provided a status report on the survey project, in which most of the states are participating, and discussed ways in which state agencies may analyze the survey data. He explained that it is important to study change in task forces since they are such dynamic and fluid organizations. Coldren also noted that, in an organizational sense, longevity is an indicator of success and is often associated with an ability to manage change in the organizational environment. As the states cope with the changing nature of the drug problem and lessons are learned from implementing drug task forces, it is important for the resulting information to be shared across states.

Daniel Storkamp discussed the ongoing task force assessment program at Minnesota's Statistical Analysis Center (SAC). The Minnesota SAC collects quarterly data from the Minnesota task forces using a data collection instrument similar to the one developed by SREP. Each year the Minnesota SAC surveys the drug enforcement task forces to collect information on cooperation, coordination, and community awareness among local police agencies deemed critical to assessing task force success and impact. Storkamp showed a comparison of task force supervisors' responses to survey questions for the years 1988, 1990, and 1991, which revealed that, over the four-year period, task force supervisors' impressions of their units' cooperation, coordination, and community awareness increased in positive directions. Storkamp also explained how Minnesota's drug grant office has come to rely on this information in its assessment of the task force program, and noted that state officials have paid increasing attention to the task force survey data over the past few years.

Kip Schlegel stressed the importance of on-site monitoring of task force operations as part of assessment projects. He also stressed the importance of survey projects that attempt to discern the less tangible aspects and impacts of drug task forces such as cooperation, training, and the impact of arrests and intelligence gathering.

Chicago Violence Early Warning System Workshop

The Chicago Violence Early Warning System is a joint effort of the Chicago Police Department and the Illinois Criminal Justice Information Authority (ICJIA) that attempts to prevent violence by utilizing computer mapping, the ICJIA's Spatial and Temporal Analysis of Crime (STAC) package, and community and police data to identify specific neighborhoods that are at high risk for street gang violence and homicide, and focus intervention strategies on targeted problems.

Facilitators: **Lynn Green**, *Research Analyst, Statistical Analysis Center, Illinois Criminal Justice Information Authority*

Larry Soltysiak, *Detective, Area Four Violent Crimes, Chicago Police Department*

James A. Maurer, *Commander, Area Four Detective Division, Chicago Police Department*

Lynn Green, Larry Soltysiak, and James Maurer gave an overview of the Chicago Violence Early Warning System. In Chicago homicide is a pervasive and increasingly serious problem, which becomes even more discouraging if one gives into the conventional wisdom that says nothing can be done about it. Fortunately, a growing body of research indicates that this is not true. Much of this research has been based on the Chicago Homicide Data Set, collected over many years by the Illinois Criminal Justice Information Authority (ICJIA) and Loyola University, in close cooperation with the Chicago Police Department Crime Analysis Unit. Based on extensive analysis of the details of over 20,000 homicides, this research indicates that, contrary to conventional wisdom, many homicides can be prevented. Green noted that in order to prevent homicides, agencies must: 1) take into account the specific type of homicide, 2) look not only at the homicide, but also at all of the events that may have led up to the violence, and 3) go beyond the problem and use the past to predict the future. To be successful in reducing levels of death and injury from violence, intervention strategies must be developed based on accurate, timely, and complete information about specific homicide incidents and types.

The Chicago Police Department and the ICJIA are attempting to do something about the homicide epidemic through the Violence Early Warning System project. The project uses computer mapping, ICJIA's STAC crime analysis package, and community and police data to identify specific neighborhoods that are at high risk for a surge in serious street gang violence and homicide, while there is time to intervene and save lives. The Violence Early Warning System project is linking computerized mapping technology and STAC to focus intervention strategies on high-risk neighborhoods and highly vulnerable people -- using "high tech and high touch" to prevent homicide, Green said. The Early Warning System is demonstrating that it is possible to prevent violence if community and law enforcement data sources are drawn upon, statistical tools like STAC are used to identify high-risk areas and situations, and intervention strategies are focused on the targeted problems.

Satellite Training for Law Enforcement and Corrections

The "Satellite Delivered Interactive Distance Learning Program" was developed in 1989, when the Tennessee Sheriff's Association, Tennessee Association of Chief's of Police, University of Tennessee, and the Tennessee Law Enforcement Training Academy joined together to develop and implement high quality, cost-effective training for law enforcement. This project is now called the Law Enforcement Satellite Academy of Tennessee (LESAT). Attendees learned about the Tennessee experience regarding technical equipment needs, curriculum and test development, instructor recruitment and consensus-building among potential user groups.

Facilitators: **Chief Doug Frady**, *Williamson County (TN) Sheriff's Department*

Sheriff Lance Saylor, *Williamson County (TN) Sheriff's Department*

Ike Hill, *Executive Director, Tennessee Sheriff's Association*

Keith Duckett, *Police Consultant, County Technical Assistance Services, University of Tennessee*

Chief Doug Frady and Sheriff Lance Saylor discussed the Satellite Distance Learning (S.D.L.) workshop and demonstrated

to participants the Satellite Delivered Interactive Distance Learning Program developed by Tennessee. In 1989, the Tennessee Sheriff's Association, Tennessee Association of Chief's of Police, University of Tennessee, and the Tennessee Law Enforcement Training Academy joined together to develop and implement high quality, cost effective training for law enforcement, a project now called the Law Enforcement Satellite Academy of Tennessee (L.E.S.A.T). Attendees learned about technical equipment needs, curriculum and test development, instructor recruitment and building consensus.

Financial Issues in Administering the Bureau of Justice Assistance Formula Grant Program

The Office of the Comptroller, Office of Justice Programs, discussed existing as well as new or pending changes in financial management requirements for formula grants and answered questions on these and other related financial issues.

Facilitator: **Michael Lynch**, *Director, Financial and Grants Management Division, Office of Justice Programs*

Lynch disseminated the new financial report. The guidelines for program income and their disposition were explained, especially in view of the new financial report. Match, allowable cost, indirect costs and audit reports were also discussed.

Appendix A:

State and Local Violent Crime and Drug Control Programs: Past Success and Future Direction

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About the State Reporting and Evaluation Program

The State Reporting and Evaluation Program (SREP) is a principal activity through which the Bureau of Justice Assistance (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 under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. SREP was established by BJA to assist in implementing the reporting and evaluation legislative requirements of the Anti-Drug Abuse Act of 1988 as set forth by the U.S. Congress. SREP is coordinated by the Justice Research and Statistics Association (JRSA). BJA and JRSA are jointly responsible for developing and providing the technical assistance and training offered through SREP.

The SREP project is designed to:

- assess the need in the States for technical assistance for the development of drug control strategies and the development of State monitoring plans;
- deliver technical assistance and training on drug control project performance monitoring and evaluation;
- prepare reports for State and local audiences on special topic areas related to drug control program performance monitoring and results of evaluations; and
- disseminate information to the States and territories about BJA and SREP activities.

A National Planning Group, comprised of three representatives from each of the four BJA regions (East, West, Central, and South), provides State input to the project. The Planning Group plays a critical role in the development and implementation of the SREP products, and also plays an integral role in the development of national indicators for performance monitoring.

The State Reporting and Evaluation Program is a unique program that focuses primarily on States' monitoring, reporting, and evaluation technical assistance and training needs. SREP is a State-based program with a "grass roots" orientation. States participate in all aspects of the SREP project from planning and development to the implementation and delivery of technical assistance and training services. The project is designed to provide a forum for States to share information and to receive the assistance they need to develop and implement effective tracking, monitoring, and reporting systems.

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