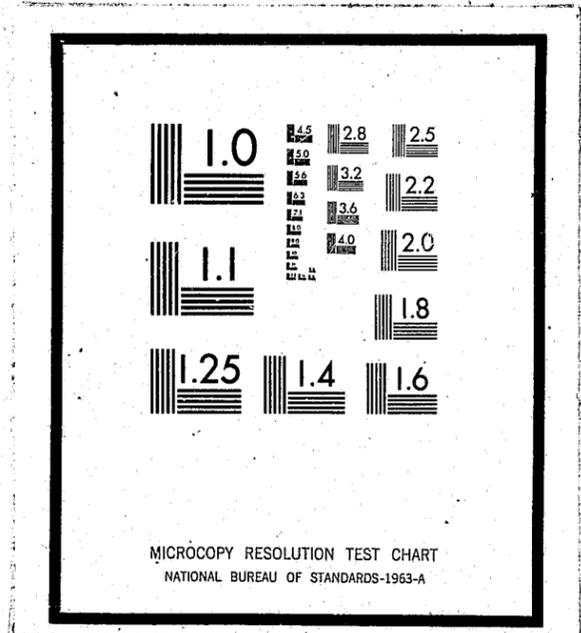


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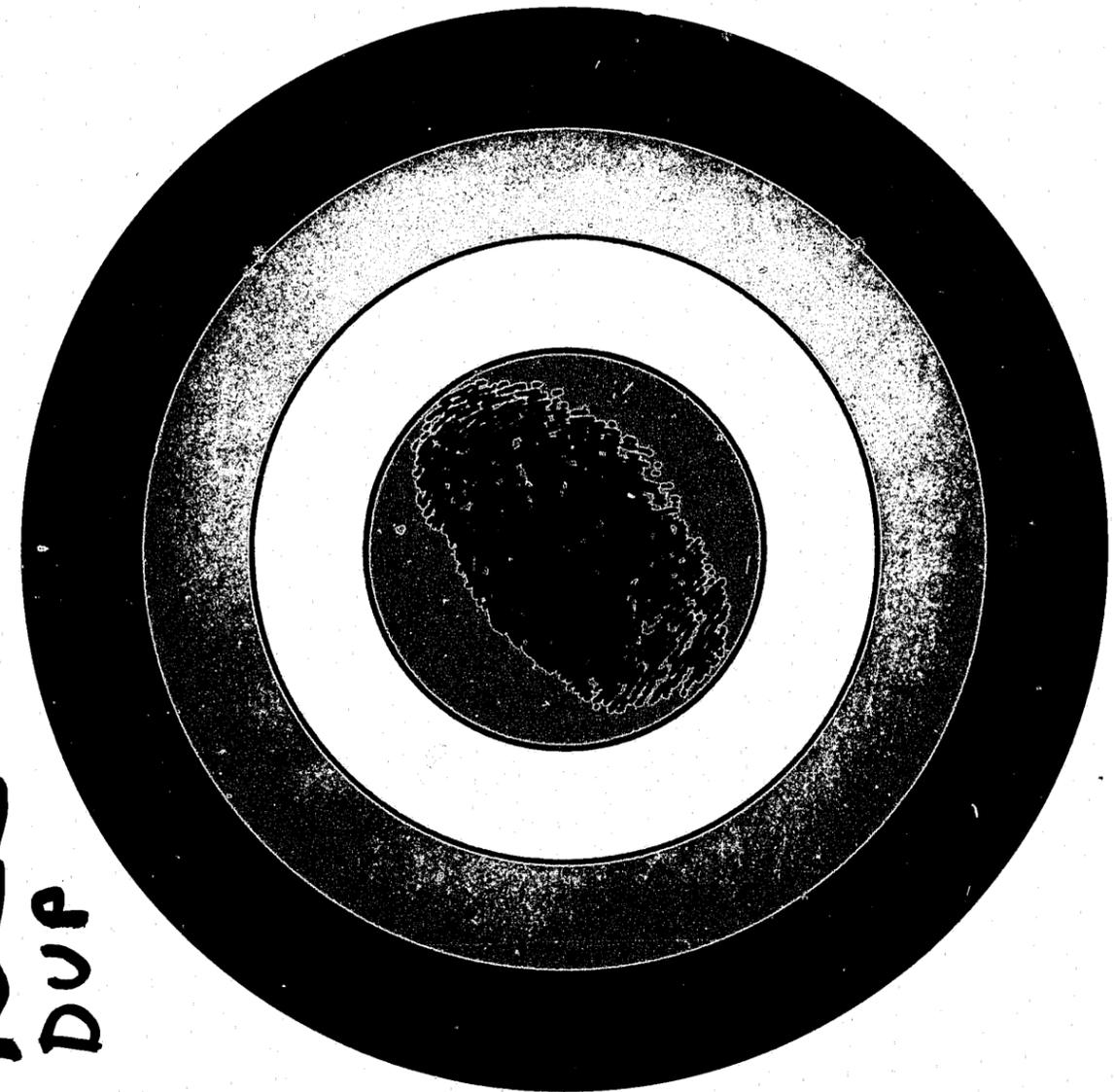
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State of the States ON CRIME and JUSTICE

A Report of the National Conference
of State Criminal Justice Planning Administrators



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National Conference of State Criminal Justice Planning Administrators

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Ad Hoc Long Range Planning, Richard N. Harris, Virginia

H. G. Weisman, Executive Secretary
Suite 204
1909 K Street, N.W.
Washington, D.C. 20006
(202) 872-0620

State of the States ON CRIME and JUSTICE

A Report of the National Conference
of State Criminal Justice Planning Administrators

July, 1974

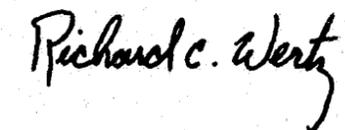
FOREWORD

State of the States on Crime and Justice 1974 is the second report of the National Conference of State Criminal Justice Planning Administrators. Its purpose is to report to the public on the activities, progress and accomplishments of the 55 states and territories under the Omnibus Crime Control and Safe Streets Act of 1968, continuing now under the Crime Control Act of 1973.

Since the program began in 1968, Congress has appropriated approximately \$1.5 billion (through the end of fiscal year 1973) in block grant action funds for direct administration by the states for programming aimed at improving the administration of criminal justice and reducing crime. The actual block action grant appropriation for fiscal 1974 was \$536.7 million. The Administration's requested block grant appropriation to Congress for FY 75 is \$536.7 million.

Through this unique program of federal assistance to state government, the states and territories have initiated comprehensive criminal justice planning efforts and contributed substantively to improving the quality of justice and efforts aimed at reducing crime. Five years ago, the states were challenged to address the problems of a criminal justice system which was largely antiquated, fragmented and dilapidated. Today, the national anti-crime effort, which is the topic of this report, has begun to revitalize that system.

Much remains to be done and can only be accomplished by continuing the momentum of the efforts described in these pages.



Richard C. Wertz
Chairman

Cockeysville, Maryland
July, 1974

State of the States ON CRIME and JUSTICE

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INTRODUCTION



INTRODUCTION

The National Conference of State Criminal Justice Planning Administrators is composed of the directors of the 55 State Criminal Justice Planning Agencies (SPAs) operating within the states and territories under the federal anti-crime program. These agencies have been charged by their governors with the responsibility for comprehensive criminal justice and law enforcement planning and for administering funds made available to the states under the federal Crime Control Act.

The program is a block grant program, recognizing that crime and justice are essentially local problems that can best be dealt with at the local level and providing the states themselves with the flexibility to plan and program as local needs demand.

Based on development of comprehensive criminal justice improvement plans, each state is awarded a yearly block grant from the federal government, which it, in turn, allocates to various state and local agencies for implementation of programs consistent with its comprehensive plan. The SPAs' federal partner in the program is the Law Enforcement Assistance Administration (LEAA), which is the agency of the Justice Department charged by Congress with overall responsibility for its administration.

State of the States on Crime and Justice 1974 is a comprehensive report of the activities of the states in carrying out their responsibilities under the Crime Control Act. It is also a report of the activities of the National SPA Conference.

One of the benefits of the block grant approach — the diversity of approaches to crime reduction — contributes to the difficulty of reporting on the Crime Control program. Each state program is unique. This report, therefore, is comprehensive but not exhaustive. It attempts to give the reader an accurate and complete picture of SPA efforts to reduce crime and improve the criminal justice system. To do so, it presents an overview of trends and common approaches adopted by many SPAs. It also includes examples of individual projects in order to show the variety of SPA efforts.

In developing information for this report, the National SPA Conference sent a questionnaire to each SPA director asking for information on staff, expenditures, policies, action programs, priorities and objectives. Replies were received from 52 of the 55 SPAs. Since record keeping and classification systems vary from state to state, it was not possible for every state to respond in full to each and every question. Unless otherwise noted, information was to be complete as of September 30, 1973.

Points of view or opinions stated in this document are those of the National Conference of State Criminal Justice Planning Administrators and do not necessarily represent the official position of LEAA or of the U.S. Department of Justice.

In addition, this document represents a consensus of the directors of the SPAs, but it does not necessarily represent, in any given case, the particular point of view of a particular SPA.

MAJOR FINDINGS OF THE REPORT

SPAs have set major crime reduction and criminal justice improvement priorities, and are utilizing their resources to meet them. In a questionnaire developed for this report, the SPAs identified the following priorities:

Courts: To improve courts administration and to upgrade both prosecutor and public defender capabilities.

Through SPA funding, programs in nearly every state have been developed which are providing improved prosecutorial services as well as comprehensive training for all types of courts-related personnel — professional and non-professional. In all, 40 states reported providing training for over 11,000 courts-related personnel.

Police: To increase and improve training programs for police officers. SPAs have funded programs aimed at improving nearly every area of police activity, with an emphasis on training.

Through FY 1972 funds alone, 76,000 law enforcement officers received SPA-funded training in 45 states. Other priorities include improved communications systems, consolidation of police services, community relations and development of crime specific projects to impact particularly on robbery and burglary. Other offense-related areas of significant concern to the SPAs are drug abuse and larceny.

Juvenile Delinquency: To prevent and control juvenile delinquency through implementation of community-based facilities and services.

Community-based programming is a high priority in nearly every state, with emphasis on development of group homes and youth services bureaus. With FY 1972 funds, 43 SPAs funded a total of 295 group homes providing residential care and counseling for more than 6,000 troubled youths. Thirty-seven SPAs reported funding 244 youth services bureaus.

Adult Corrections: To establish and improve state-wide programs providing community-based correctional facilities and services. Community-based programming is being implemented by nearly all SPAs. Using FY 1972 funds, 42 SPAs funded 487 community corrections projects serving an estimated 73,783 clients. In addition, SPA funds provided for programs aimed at finding

jobs for ex-offenders and for training for correctional personnel. Thirty-six SPAs reported funding programs that trained 29,660 correctional personnel.

The SPAs are providing, for the first time, a coordinated and comprehensive approach to criminal justice and crime reduction problems, and through the process of planning, objective setting and action programming, are achieving their goals.

The SPAs are in unique positions within their state criminal justice systems because they are able to approach its problems from a system viewpoint. SPA efforts are aimed at coordinating, to the extent possible, the activities of police, courts and corrections, the system's component parts. Their approach is one of sound planning: research to identify problems within the system, objective and priority setting to reach criminal justice and crime reduction goals, and action programming to begin achieving those goals.

Moreover, SPA funds and programs provide a new opportunity for addressing criminal justice problems. They are a catalyst, a source of funding and coordination assistance which otherwise would not be available. State criminal justice systems are becoming systems in the true sense.

During the last five years, SPA planning and administrative capabilities have become increasingly sophisticated to meet the growing needs of the program.

When the program began five years ago, there were few, if any, professional criminal justice planners or state-wide agencies having the sole responsibility for comprehensive criminal justice planning. Thus it was that the SPAs began, literally at "ground zero," to establish themselves, their capabilities and the state of the criminal justice planning art. Since that time, the SPAs have directed their energies toward the increasing professionalization and institutionalization of criminal justice and law enforcement planning, while continuing to meet the needs of sound program administration.

The SPAs have been dynamic in their growth, expanding staff size and the level of expertise to meet the challenges of program growth. Total SPA staff nationwide has grown approximately 340 percent since 1969, while federal action grant appropriations which they administer have increased by more than 2,000 percent. This expanding capability has been accompanied in the SPAs by change in staffing patterns reflecting increasing emphasis on auditing and program evaluation.

A partnership that exists between LEAA and the states that is unique in government, has been productive and is continually improving.

To function most productively, the SPAs and LEAA have recognized that they must work together in the Crime Control program, a concept that has rapidly come to fruition during the last year. The SPA/LEAA relationship has experienced growing pains over the years, but is now emerging as a true partnership of federal and state government.

In large measure, this has been the result of two things. First, the SPAs have become increasingly sophisticated both in planning and program administration. LEAA has recognized that the SPAs are effective and competent managers of their state programs, and thus has grown increasingly confident in SPA abilities. Secondly, the National SPA Conference and its efforts have

provided the states with a collective and unified voice on issues of mutual SPA/LEAA concern.

SPA progress in crime reduction and criminal justice improvement has been significant over the last five years, but the pace of progress has been slowed by relatively constant levels of appropriations during fiscal years 1973, 1974 and 1975. Increased appropriations are desirable if the SPAs are to continue moving ahead rapidly.

Between 1968 and 1973, Congress committed increasing appropriations to the Crime Control program, and as funds grew, SPA capabilities improved, programs expanded and the criminal justice system responded rapidly. Today, many SPAs have been slowed in their efforts because program appropriations have not increased appreciably above FY 1973 levels.

An example of how the problem manifests itself may be seen in the area of refunding commitment. In recent years, SPAs have placed increasing amounts of emphasis on projects which demand substantial commitment in time in order to achieve their goals, and thus larger portions of the total amount of funds available each year are being set aside for refunding. To the extent this occurs, the amount of money remaining for new projects is decreased. A survey completed for this report shows that, on the average nationwide, slightly more than 54 percent of an SPA's annual block grant funds for fiscal years 1973 and 1974 is committed to refunding projects begun in previous years.

HISTORY OF THE CRIME CONTROL PROGRAM

1

HISTORY OF THE CRIME CONTROL PROGRAM

Prior to 1965 there had been no federal financial assistance program for state and local law enforcement or criminal justice agencies. The nation had a long history of state and local control of criminal justice, and although this guarded against the creation of a national police force, it also contributed to the fragmentation of the system which nurtured a rapidly climbing crime rate.

Responding to the growing concern of the American public, Congress authorized a small program of federal assistance under the Law Enforcement Assistance Act of 1965. Under the auspices of the Department of Justice, the program had a relatively small budget for funding research and demonstration projects. As a categorical funding program, grants were given by the federal government directly to state and local units of government or implementing agencies in accordance with pre-determined, federally-defined categories of projects. The Act also authorized funds for the states to establish criminal justice planning agencies, a novel concept at this point in time. But the country's crime rate continued to climb.

In 1967, the President's Commission on Law Enforcement and Administration of Justice documented in detail the problems of the nation's criminal justice system. The Commission described the antiquated practices still in use in many police departments, pointed out the deplorable conditions in many of the nation's jails and prisons, and documented the abuse of justice that occurred in some of the nation's courts. In its efforts to collect reliable information about the workings of the

justice system, it became evident to the Commission that a lack of proper attention and resources had left the system so antiquated that complete and accurate data on arrests and convictions were largely non-existent. The Commission pointed to the need for increased research into ways to prevent crime, and called for the collection and assessment of data on crime and on the agencies of the criminal justice system.

The Commission blamed many of the difficulties of the criminal justice system on "its reluctance to try new ways." ¹ It called on the system to face up to its problems and begin working toward reform; it called on the American public to give the criminal justice system the wherewithal to "do the job it is charged with doing." ²

The Commission gave strong endorsement to the concept of federal aid for law enforcement and it urged that dollar support be increased dramatically. The Commission perceived the need for a program "on which several hundred million dollars annually could be profitably spent over the next decade." ³ The Commission also recommended that criminal justice planning efforts in all the states and many cities be funded by the federal government.

OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968

By 1968, crime had escalated into the number one concern, according to public opinion polls. Every component of the criminal justice system, as pointed out in the Commission's report, was

underfinanced and undermanned, and the system as a whole was ill-equipped to deal with a crime rate which had doubled in the preceding eight years. The Congress acted on the recommendations of the Commission, supporting them in general but making some important changes in their specifics. What resulted was the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351).

Rather than a program of categorical grants, Congress directed that the program for criminal justice assistance be administered in the form of block grants to the states. Congress acknowledged that "crime is essentially a local problem which must be dealt with by state and local governments if it is to be controlled effectively."⁴

Congress noted "the high incidence of crime in the United States threatens the peace, security, and general welfare of the nation and its citizens." To prevent crime and to insure the greater safety of the people," said Congress, "law enforcement efforts must be better coordinated, intensified, and made more effective at all levels of government."⁵

Objectives of the new block grant program were "to: (1) encourage states and units of general local government to prepare and adopt comprehensive plans based upon their evaluation of state and local problems of law enforcement; (2) authorize grants to states and units of local government in order to improve and strengthen law enforcement; and (3) encourage research and development directed toward the improvement of law enforcement and the development of new methods for the prevention and reduction of crime and the detection and apprehension of criminals."⁶ The Act also required that initial emphasis be given to developing techniques for combating organized crime and for preventing and controlling riots.

The Act established the Law Enforcement Assistance Administration (LEAA) within the Department of Justice and charged it with administration of the Act at the federal level. At the state level, the Act was to be administered by State Criminal Justice Planning Agencies (SPAs).

Funds were made available to the states under a matching program designed to provide a substantial measure of federal support, while at the same time requiring the states and localities to invest their resources in planning and programming efforts.

Three types of grants were authorized: planning grants (Part B), with a 90-10 matching ratio; law enforcement assistance-action grants (Part C),

with a 60-40 matching ratio for most projects, and grants for training and research, which provided 100 percent federal funding. All planning grants and 85 percent of the action grants were to be administered by the states; they were to be awarded to the states on the basis of their relative populations. The remaining 15 percent of the action funds and all research and development funds were to be administered by LEAA.

Planning grants were earmarked for the establishment of the state planning agencies, which were then charged with developing a comprehensive plan for reducing crime and improving criminal justice capabilities throughout the state. The Act required that action funds be distributed to local and state agency applicants on a 75-25 percent ratio, respectively. The Act also stipulated that 40 percent of each state's planning grant be channelled to units and combinations of units of local government to insure their participation in the development of the plan.

The Act established in LEAA a National Institute of Law Enforcement and Criminal Justice to conduct research, and established an academic assistance program to further education among law enforcement personnel.

Thus, the Omnibus Crime Control and Safe Streets Act of 1968 provided the basic structure for the nation's present Crime Control program. Although this structure has remained fundamentally unchanged since the passage of the original legislation, Congress has amended the original act twice and these changes have added to and clarified the responsibilities of LEAA and the SPAs.

OMNIBUS CRIME CONTROL ACT OF 1970

The first amendments were contained in the Omnibus Crime Control Act of 1970. This legislation amended the provision that required SPAs to distribute 75 percent of their action funds to local agencies. Instead, each SPA was required to distribute action funds on a "level of effort" basis, passing on to local units a percentage of action grant money corresponding to their combined percentage of state-wide law enforcement expenditures for the preceding year. This provision gave relief to those states with small or dispersed populations, where a substantial part of criminal justice responsibility was at the state level. Prior to this change, only 25 percent of action grant funds could be awarded to state agencies.

The 1970 Act established Part E funding which provided supplemental financial assistance for correctional programs and facilities. The 1970 amendments also raised the allowable federal grant support level from 60 to 75 percent of the total cost of most projects. As an exception to this rule, LEAA was authorized to waive the matching requirement completely in cases of grants to Indians and other aboriginal groups.

Other 1970 amendments insured adequate assistance to units of local government with high crime rates and criminal justice activity levels, required broader representation on the supervisory boards of SPAs and local planning units, expanded the required use of cash matching contributions as opposed to donated goods and services, and called for state assistance to localities in providing match.

CRIME CONTROL ACT OF 1973

Again in 1973, amendments addressed the needs of local jurisdictions which were often hard-pressed to meet matching requirements for grants. Under the amendments, SPA review of grant applications was limited to a period of 90 days, and the same 90-day "turnaround" time was applied to LEAA's review of comprehensive state plans. Matching contributions for most Crime Control Act grants were reduced from 25 to 10 percent of the total project cost. Match was required to be in cash, with the states providing one half of the required local funds. Construction projects remained at a 50-50 cash match.

Comprehensive plan requirements were made more specific as well. States were called upon to include in their plans a comprehensive program for the improvement of juvenile justice, funding incentives for the coordination or combination of law enforcement activities, and the development of narcotic and alcoholism treatment programs in correctional institutions.

The Act also required that local and regional planning boards be composed of a majority of locally elected officials, and that procedures be established whereby political subdivisions of 250,000 or more inhabitants may submit comprehensive plans to SPAs rather than submitting applications on a project-by-project basis. Regional planning units were allowed up to 100 percent federal planning funds, and planning grants to interstate metropolitan or regional planning boards were authorized.

Part E (which authorized supplemental funding for correctional programs) was given a new provision that states must monitor and report the progress of their entire correctional system with respect to prisoner rehabilitation and recidivism rates.

The Act broadened and specified the responsibilities of the National Institute of Law Enforcement and Criminal Justice, requiring that the Institute undertake a detailed national survey of criminal justice personnel needs and develop guidelines for LEAA education, training, and manpower programs. Evaluation of Crime Control Act programs was also designated as an Institute responsibility, to be conducted with the assistance of the SPAs through the submission of detailed reports and project data.

New confidentiality provisions were added to the Act to protect statistical and research information, as well as criminal history information.

THE STATES AND FEDERALISM

The framers of the Constitution established a system of government in the United States based on individual self-governing states united under the umbrella of a central government. Federalism, of course, has endured through the years as the form of government in this country, but the relationships between the units and levels of government have continuously undergone redefinition. In the last several decades, as problems have become more complex, and have increasingly transcended political jurisdictions, federal programming and tax revenues have increased, causing power to shift more to the federal government.

The Crime Control program is therefore significant not only as the first major federal assistance program for criminal justice, but as the first major program of federal assistance to states and localities where the states have primary operating and administrative responsibilities. States establish their own priorities, devise specific action programs, and allocate Crime Control Act funds according to their own carefully developed plans — documents as individual and unique as the states on which they are based. The federal role is one of support, supplying resources and technical advice and examining each state's planning process to insure the use of comprehensive analyses to support programs and funding decisions.

Localities are prominent members in the partnership, also. Single jurisdiction and regional planning units provide input on the needs of local governments for state-wide planning purposes. Supervisory boards, which develop the policies under which SPAs operate, have a substantial complement of members drawn from general city and county government leaders as well as local criminal justice officials.

Block grants to states are showing themselves to be a practical and useful method of operation. The SPAs, working with state legislatures and through daily contact with the agencies of the criminal justice system, have been able to effect permanent reforms. The federal government, even with a large number of regional offices, would have been too far removed to have had as significant an impact. At the other end of the governmental spectrum, the localities would have been too diverse to independently coordinate and upgrade operations throughout the criminal justice system.

Much of the coordination that has taken place has been the result of the state-wide planning mandated by the Act and carried out by the SPAs. Leaders of general purpose government, each component of the justice system, and the community at large — state and local, urban and rural — have come together as supervisory boards to hear the facts and recommendations of professional staffs, discuss the issues, and set priorities for the entire system. Another important factor in the success of the block grant approach is the access of SPAs to their governors and to their state legislatures. As part of a state's governmental structure, an SPA often is asked to draft legislation or undertake special studies of the criminal justice system for the governor, or to testify on pending legislation. It would have been difficult for the federal government acting by itself to have acquired such complete access to the law and decision-making process in each state.

States also have accomplished change and reform because of their availability to the agencies of justice which they serve. SPAs are usually just a local call away from major state criminal justice operating agencies, and they often have representatives in regional offices throughout the state who are in daily contact with local criminal justice agencies. This proximity and access to state and local agencies enables each SPA to know intimately the problems which must be solved, and to work closely with local agencies in the development, implementation and evaluation of projects

to reduce crime and improve the criminal justice system.

CONCLUSION

The Crime Control program today represents a maturing concept that began with the historic experiment of Congress in enacting the Omnibus Crime Control and Safe Streets Act of 1968.

The American people had perceived the seriousness of crime in the society and had acted, through Congress, to counter rising crime rates. A Congress reluctant to enter the area of local law enforcement and criminal justice (an area traditionally assigned to states, counties, and cities under the precepts of American federalism), conceived of the block grant approach in order to provide substantial sums of federal funds to the states, while still allowing each state to apply these funds to its individual crime problems in a manner of its own choosing.

This approach, in turn, called for the development of a capability at the state level to accomplish comprehensive planning and to disburse Crime Control Act funds in the most effective and timely manner possible. The SPAs were established for this and other purposes, as a catalyst in a stagnant criminal justice community.

The SPA was thus created as a new entity in a staid and archaic justice system. It was under the intense scrutiny of some skeptics and was faced with immediate substantive challenges before it could even organize and establish internal procedures.

FOOTNOTES

¹ President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society* (Washington: Government Printing Office, 1967), p. 14.

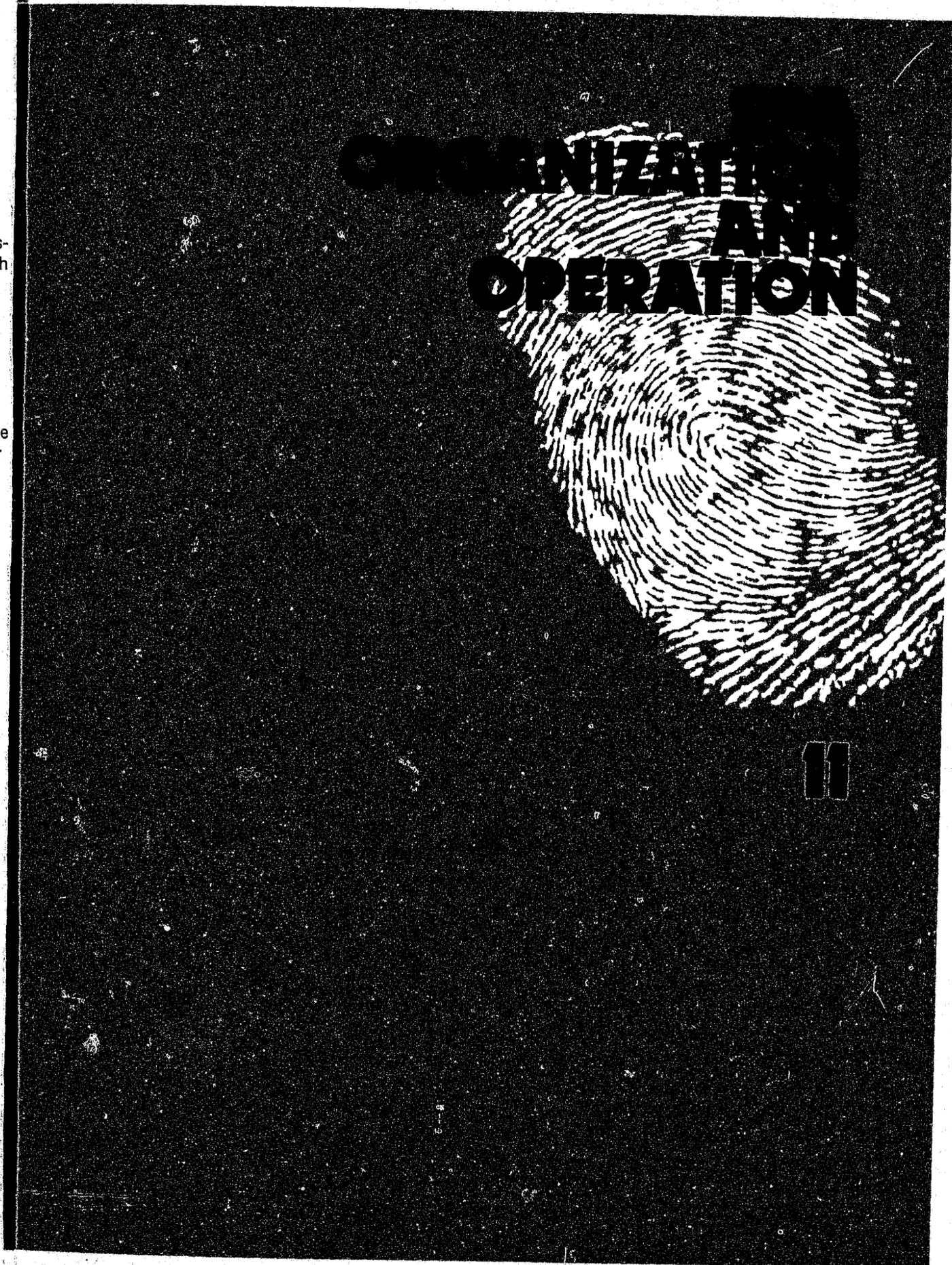
² *Ibid.*, p. 15.

³ *Ibid.*, p. 284.

⁴ Omnibus Crime Control and Safe Streets Act of 1968, Title I, Declarations and Purpose.

⁵ *Ibid.*

⁶ *Ibid.*



SPA ORGANIZATION AND OPERATION

SPA GROWTH AND CHANGE

Since the program began in 1969, SPAs have markedly increased both in staff size and in levels of technical skill and sophistication. Five years ago, there were few, if any, professional criminal justice planners or state-wide agencies whose sole responsibility was comprehensive criminal justice and law enforcement planning.

The SPAs, since that time, have continued to meet the program's administrative needs, while at the same time, developed and refined an entirely new discipline — criminal justice planning.

The total number of SPA staff personnel increased from 418 in 1969 to 1,411 in 1973 or approximately 338 percent. Block grant action funds available to the SPAs during the same period grew from \$25 million to \$536.7 million, an increase of over 2,000 percent. In 1973, a total of \$47.3 million was available to the SPAs for staff operations, representing approximately nine percent of the total being utilized for block action grants.

Table II-A shows the number and kinds of professional staff positions available in the SPAs. Included are estimates of manpower at the beginning of the program through 1973. Expected 1975 needs are also listed. The totals shown represent the aggregate professional manpower for 52 states responding to the questionnaire item on this subject.

As funds and staff skills have increased and matured, the SPAs have also experienced a shift in staffing patterns. When they first began operations, SPAs recognized the urgent need to identify criminal justice and law enforcement problems

TABLE II—A. SPA Staffing Patterns

| Number of: | CY 1969 | CY 1971 | CY 1973 | Percentage Change 1969-1973 | *CY 1975 |
|---|------------|------------|--------------|-----------------------------------|--------------|
| Administrators | 93 | 138 | 174 | +87 | 154 |
| Police Planners | 46 | 74 | 102 | +122 | 103 |
| Court Planners | 33 | 44 | 68 | +106 | 73 |
| Corrections Planners | 38 | 49 | 83 | +118 | 83 |
| Juvenile Delin- quency Planners | 28 | 48 | 62 | +121 | 62 |
| Community Crime Preven- tion Planners | 11 | 26 | 40 | +264 | 42 |
| Manpower Specialists | 4 | 9 | 31 | +675 | 33 |
| Research & Statistics Specialists | 42 | 59 | 78 | +86 | 92 |
| Information Systems Specialists | 7 | 22 | 46 | +557 | 59 |
| Evaluation Specialists | 5 | 23 | 72 | +1,340 | 91 |
| Auditors | 10 | 69 | 183 | +1,730 | 197 |
| Grants Administrators | 29 | 119 | 208 | +617 | 179 |
| Internal Fiscal Managers | 44 | 73 | 122 | +177 | 117 |
| Public Informa- tion Specialists | 13 | 21 | 35 | +169 | 42 |
| Other | 15 | 35 | 107 | +613 | 118 |
| TOTAL | 418 | 809 | 1,411 | +338 | 1,445 |

* Estimated needs

and to move newly-available funds into the system rapidly. Thus, personnel emphasis was directed toward planning and program development. Today, as the planning, funding and grants administration processes have matured, increasing emphasis is being placed in areas such as audit and evaluation.

The staff categories showing the greatest increases between 1969 and 1973 were auditors (up 1,730 percent), evaluation specialists (up 1,340 percent) and manpower specialists (up 675 percent). The smallest increases were in the categories of research and statistics specialists and administrators, up 86 percent and 87 percent respectively.

Table II-B shows the estimated percentages of total professional staff effort devoted to the principal functions that SPAs perform. Although in 1973 the greatest concentration of effort was in the areas of planning (23 percent), program development and implementation (20 percent), and administration and policy management (14 percent), the percentage of time devoted to each of these functions has decreased since 1969, while effort devoted to the functions of auditing and evaluation has increased considerably. Only one percent of available staff time was spent on auditing in 1969 as compared to eight percent in 1973. Effort devoted to evaluation and monitoring increased from two percent to eight percent during the same period.

SPA RESPONSIBILITIES

There is a wide diversity among SPAs in terms of their structural organization in state government. Some are located within the governor's office, some are independent agencies, while yet others are components of pre-existing state planning or administrative agencies. In Kentucky, for example, the SPA is part of the State's Department of Justice and has responsibility for planning the allocation of State as well as federal anti-crime resources.

All SPAs, however, regardless of their location on the state government organization chart, are responsible by statute to their governors, and all have certain common responsibilities. The Act stipulates that each SPA must have an administrator and staff who devote full time to the SPA's work and that the SPA must have a supervisory board assigned responsibility for reviewing and approving the state's comprehensive plan. Supervisory boards represent a cross-section of a state's criminal justice agencies (police, courts, correc-

TABLE II—B. Percentage of Staff Effort by Function
ALL SPAs
1969-1973

| | AVERAGE STATEWIDE PERCENTAGE | | |
|--|------------------------------|---------|---------|
| | CY 1969 | CY 1971 | CY 1973 |
| Administration and Policy Management | 22% | 17% | 14% |
| Planning | 27% | 25% | 23% |
| Program Development and Implementation | 26% | 23% | 20% |
| Grants Management | 10% | 12% | 13% |
| Fiscal Administration | 10% | 12% | 10% |
| Auditing | 1% | 5% | 8% |
| Evaluation (Monitoring) | 2% | 4% | 8% |
| Other | 2% | 2% | 4% |

tions and juvenile delinquency and control, as well as units of local government and, generally, the public at large.)

In addition to the input provided from the supervisory board level, each state receives planning and program assistance from regional or local planning units. These agencies, funded by SPAs, are especially effective in helping to meet local and regional needs.

Beyond its statutory responsibilities requiring the development of comprehensive plans, it is necessary for an SPA to perform a variety of additional functions, including grants monitoring, project evaluation, and auditing. In addition, many SPAs are involved in special criminal justice studies, and in some cases are active in legislative programming and systemwide criminal justice budget review.

PLANNING

Planning for crime reduction and criminal justice system improvement is an integral part of state and local responsibility under the Crime Control Act. The Act provides funds to state and local units of government "to develop and adopt comprehensive plans based on their evaluation of state and local problems of law enforcement and criminal justice."

Comprehensive planning is the process by which a state or locality studies the crime problem in its jurisdiction, evaluates its available resources, and outlines a course of action toward the achievement of specific crime reduction and criminal justice improvement goals.

Each SPA receives a base federal planning grant of \$200,000 plus additional funds determined on the basis of the state's population. These funds support the operations of the SPA and of regional and local planning units, which are an integral part of the comprehensive planning effort.

Regional and Local Input

An SPA cannot effectively meet its state's criminal justice needs without an understanding of the local nature of crime and justice problems. This essential local perspective is provided by local and regional planning units, which assist the SPA in identifying local criminal justice problems and developing programs to meet specific local needs.

In some states, city and county planning is performed by single jurisdiction coordinating councils established by the SPA. Combinations of local units of government, generally called regional planning units, may also be created by the SPA to assist in the development of comprehensive plans or may be established by the state as multi-jurisdictional planning organizations in accordance with the provisions of the Intergovernmental Cooperation Act of 1968, which supports interstate and inter-jurisdictional coordination of comprehensive and functional planning activities.

In addition, cities and counties with populations in excess of 250,000 may submit annual plans for crime reduction and criminal justice system improvement in their jurisdictions for SPA consideration.

A state is required to pass on to units of local government and/or to regional planning units a total of at least 40 percent of its federal planning grant. Finally, the Act encourages units of local government to combine services or provide cooperative arrangements for the sharing of services, facilities and equipment.

REGIONAL PLANNING UNITS

Forty-three SPAs reported funding 416 regional planning units as of September 30, 1973. These 416 regional planning units had a total of 728 full-time professional staff.

Texas has the most regional planning units, 26, followed by Virginia with 22, California with 21, and Illinois with 20. California had the highest number of regional staff employees, 89, followed by Missouri with 62 employees spread over 19 regional planning units.

From 1969 to 1973, the total dollar amounts allocated to regional planning units increased from \$5,204,356.56 to \$17,426,990.87, or approximately 335 percent. A total of 158,041,277 people live in areas in which regional planning units exist.

SINGLE JURISDICTION COORDINATING COUNCILS

Twenty-three SPAs reported funding 67 single jurisdiction coordinating councils with a total of 213 full-time professional staff employees.

New Jersey has the most councils, 21, and also leads in the number of professional employees with 48. New Jersey, however, has no regional planning units. Because of geography, population, and local conditions, some states will have either regional or single jurisdiction breakdowns.

From 1969 to 1973, the total dollar amounts allocated to single jurisdiction coordinating councils increased from \$729,327.60 to \$3,259,852.78, or approximately 450 percent. A total of 32,095,266 people reside in areas covered by single jurisdiction coordinating councils.

Other Coordination Efforts

SPA programs and activities have impact beyond the scope of the criminal justice system, and for this reason must take into account a number of other considerations, including coordination with other federal programs.

One of the most significant of these programs is that of the Office of Management and Budget (OMB) which through Circular A-95, encourages added cooperation among federal, state and local governments in the evaluation, review and coordination of federal assistance programs. The Circular encourages the establishment of a network of clearinghouses to aid in the coordination of federal or federally-assisted programs with state, regional and local planning efforts. Any state or local government agency, or any private organization or individual, applying for funds would contact one or more of the clearinghouses, which then would evaluate the proposal in terms of existing state, regional, or local programs, and notify other federal, state and local agencies of the proposed project.

As has been the case with all state, federal and private agencies in recent years, SPAs have been required to devote increasing coordinative efforts to ensure compliance with other federal legislation in such areas as environmental protection, historic

site preservation, relocation assistance associated with real property acquisition and protecting civil rights.

In addition, each SPA has the responsibility to keep the public informed of its activities and accomplishments and to make its records available to the public in accord with federal guidelines relating to the Freedom of Information Act.

Planning Methods

There are a number of different techniques that states may employ in developing their annual comprehensive plans. The three most prevalent in the SPAs are criminal justice improvement, standard specific and crime specific. All are tied ultimately to the objective of reducing crime and improving the administration of justice.

Few SPAs utilize one planning approach exclusively, and there is a diversity of opinion as to the precise definition of each. Criminal justice planning is a complex discipline and its techniques can be as varied as the problems it attempts to address.

Criminal justice improvement planning is generally defined as an effort to develop programs which will lead to the overall upgrading of the system. Goals set out by using this approach may be, for example, to improve the quality of the prosecution function, state-wide; or to improve the quantity and quality of programming available within correctional institutions.

Through the standard specific approach, programs are designed to enable the achievement of quantified standards, such as a reduction of time between arrest and lower court trial to 30 days or the provision of 400 hours pre-service training for every police recruit in the state.

Crime specific planning is an approach tied directly to the reduction of a specific crime in a specific geographic area. Thus, programs may be developed which would be designed to reduce the crime of burglary by a quantifiable amount, e.g. 15 percent, in areas where the crime was most serious.

Of the 51 SPAs responding to the questionnaire item regarding the type of planning done, only five engaged exclusively in a single type of planning; nine employ two planning methods and the remaining 37 integrate three or more types of planning in their overall planning effort. Criminal justice system improvement planning is the most prevalent type of planning done (57 percent),

followed by standard-specific planning (21 percent) and crime specific planning (18 percent). The remaining four percent consists of other types of planning, such as crime prevention planning and recidivism reduction planning.

It is not always easy to draw specific lines of demarcation between the three types of planning, and it is often difficult to determine that a certain program is the result of one or another type of planning effort.

The Planning Process

Regardless of the approach or combination of approaches used, each SPA goes through a planning process each year. This process is usually designed to take maximum advantage of input from SPA supervisory boards, local and regional planning units, and other criminal justice and local officials throughout the state.

The initial phase involves a substantial data collection effort aimed at identifying key criminal justice and law enforcement problems across the state. Once the data is collected it is analyzed in reviews by SPA and regional staffs, and by individual units of local government.

In the next major phase, key elements of the comprehensive plan — problem area descriptions, setting of goals and priorities and design of action programs — receive review and comment from SPA staff and regional planners and policy direction from the SPA supervisory board.

Completing the cycle, programs are implemented, monitored and evaluated. Figure II-1 is a simplified diagram of a typical SPA comprehensive planning cycle.

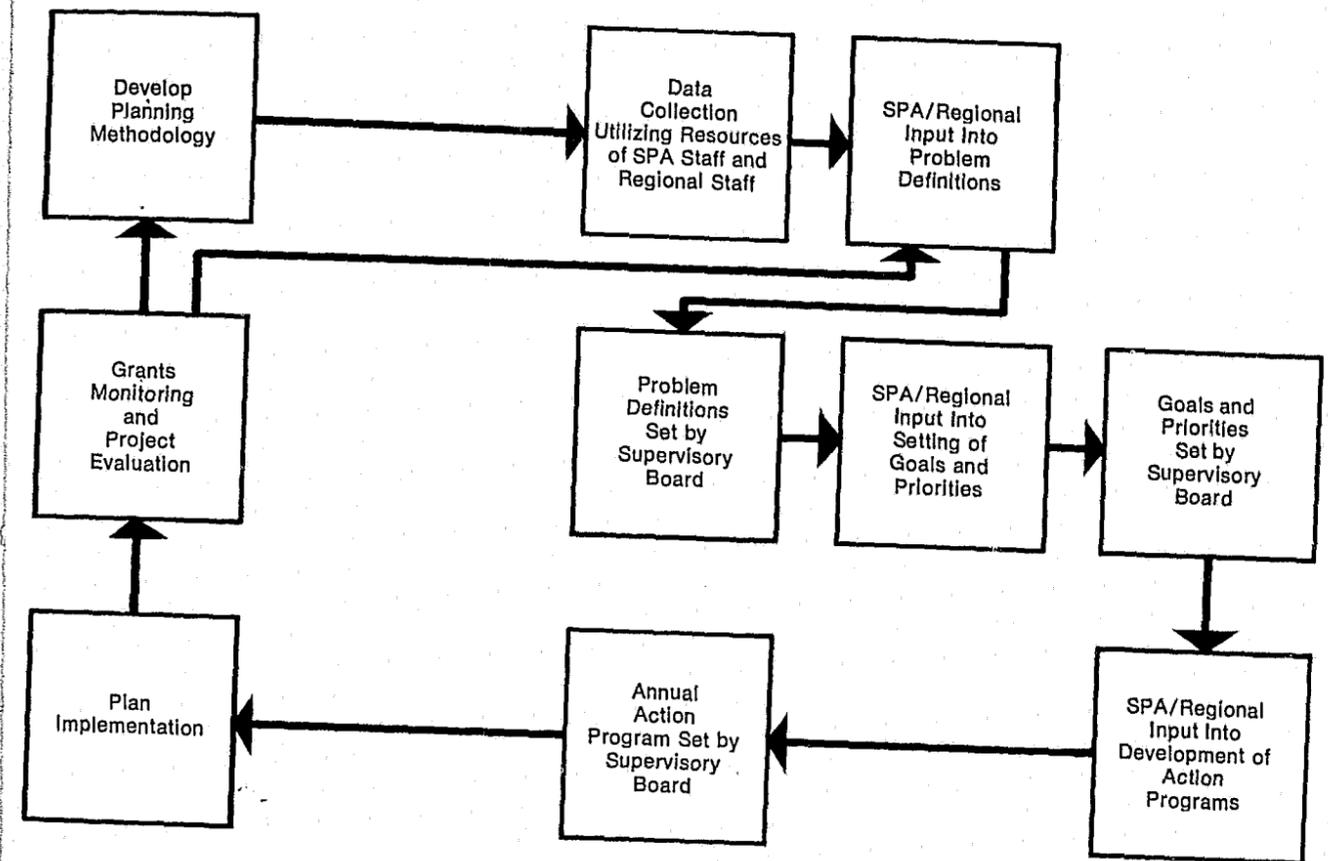
FUNDING

The SPA receives two basic types of funds from LEAA. Planning funds provide for SPA operations; these are also distributed by the SPA to support operations of regional and local planning units. Action funds (Parts C and E) are distributed by the SPA for crime reduction and criminal justice improvement programming.

Nationwide, the SPAs since 1969, have awarded and administered more than 53,000 grants, totaling more than \$1.1 billion (as of 9/30/73). Action program priorities and achievements are detailed in the next chapter.

The 1973 Crime Control Act stipulates that non-federal funds must be provided to supplement the

FIGURE II-1. General Planning Process Model



federal planning grant to each state. The non-federal funding required is 10 percent of the combined federal and non-federal planning grant total for each state.

The Act also requires that states and local units of government demonstrate their willingness to assume the cost of improvements funded under the Act after a reasonable period of federal assistance. And the Act stipulates that federal funds may not be used as a substitute for state or local funds that would be expended even if there were no federal assistance.

Table II-C shows the distribution of Part B planning grant funds by level of government. From 1969 to 1973, the percentage of funds allocated to local planners increased slightly, from 41 percent to 42 percent of the total planning grants for all of the states combined. Total planning grant funds increased from \$17,626,921.38 in 1969 to \$47,337,422.96 in 1973.

Refunding Commitment

One of Congress' objectives in establishing the Crime Control program was to provide funding assistance to the states for new and innovative approaches to solving criminal justice problems. Yet the ability of the SPAs to serve as a catalyst in this regard is, ironically, being hampered by commitment to continue funding support for worthwhile projects.

Although SPAs fund projects on a 12-month basis, most have found it desirable to provide continued support for certain types of projects beyond the initial year. In recent years, SPAs have placed increasing amounts of emphasis on projects which demand substantial commitments in time in order to achieve their goals and thus larger portions of the total amount of funds available each year are being set aside for refunding.

To the extent this occurs, given the relatively static appropriations level of the past two years

TABLE II—C. Distribution of Part B Planning Grant Funds by Level of Government

By dollar amounts and by percentage of total planning grant

| | FY 1969 | | FY 1970 | | FY 1971 | | FY 1972 | | FY 1973 Planned | |
|-----------------------|---------------|-----|---------------|-----|---------------|-----|---------------|-----|-----------------|-----|
| | \$ | % | \$ | % | \$ | % | \$ | % | \$ | % |
| All State Level | 10,166,283.88 | 58 | 11,421,790.79 | 57 | 13,913,717.27 | 56 | 18,241,568.18 | 55 | 27,241,501.74 | 57 |
| All Local Level | 7,220,548.08 | 41 | 8,218,257.26 | 41 | 10,505,405.43 | 42 | 14,128,344.92 | 42 | 20,195,921.22 | 43 |
| Returned to Treasury* | 240,089.42 | 01 | 390,826.95 | 02 | 372,589.78 | | 886,035.27 | 03 | | |
| Total | 17,626,921.38 | 100 | 20,030,875.00 | 100 | 24,791,712.48 | 100 | 33,255,948.37 | 100 | 47,337,422.96 | 100 |

* SPAs have the fiscal year of award plus six months to obligate planning funds, after which the balance must be returned to the Treasury.

(\$536,750,000 in 1973 and \$536,750,000 in 1974; little change anticipated for 1975), the amount of money remaining for new projects is decreased. New Jersey, for example has projected that 85 percent of its 1974 funds will be utilized for refunding while only 15 percent will be available for new programming. Thus it is that the states are finding it increasingly difficult to generate new project activity and at the same time support worthwhile efforts beyond the initial funding year.

The Crime Control Act requires that state and local governments assume project costs after a "reasonable" period of time. Because the Act does not precisely define the term "reasonable" states may exercise a degree of discretion in determining refunding policy. Forty-five percent of the states indicated on the questionnaire that, except under unusual circumstances, they will fund programs no more than three years. A number of SPAs, as well, have established refunding policy based on a declining scale, so that the amount of federal funds available for a particular project declines with succeeding years. Only four of the SPAs indicated that they will fund some programs for up to four or five years. However, even in these cases, the percentage of federal funds allocated to a program during the fourth or fifth year is considerably lower than during the initial years of the program.

Generally, the types of projects which receive refunding are those requiring extensive preparation, those that must be operational for a considerable period of time before they can be effectively evaluated, or those that involve construction that cannot be completed in one year. Thus, a group home project is a prime candidate for refunding, while there would be no need for a second-year

commitment to a project involving the one-time purchase of police communications equipment.

Projects are generally not refunded automatically. At the end of each year's operations, they must undergo financial and program reviews and exhibit sound fiscal administration and progress toward achieving their stated goals.

The average estimated refunding commitments for all SPAs based on SPA responses to the questionnaire item on this subject, are as follows:

| Year | C + E Funds | Total Refunding Amount | Commitment* Percentage |
|------|---------------|------------------------|------------------------|
| 1973 | \$536,750,000 | \$285,738,877 | 53.325 |
| 1974 | \$536,750,000 | \$298,157,394 | 55.549 |

* These figures are computed on the basis of 49 SPA responses, with figures for the remaining six SPAs prorated on the basis of the final percentage figure for each year. Two of the SPAs responding failed to supply figures for 1974 estimated refunding commitments. In these cases, the 1973 figures were used in their place. These computations were made by the Michigan SPA.

Figure II-2 shows that, on the average, for the period shown above, slightly more than 54 percent of an SPA's annual block grant funds are committed to the refunding of projects begun in previous years.

Fund Flow

Fund flow is the process by which money moves from the federal government to the states to the subgrantees. It is a deliberate process characterized by sound program planning and an awareness for the need to develop funding patterns, or cycles, which will enable SPA staff to effectively administer each project.

Critics of the block grant approach have charged that states are slow to award funds made available to them and that grantees are slow to spend them once awarded. What is often overlooked is that state and local planning — precisely what makes the block grant approach effective — dictates a measured pattern of fund disbursement.

The Crime Control program as a whole has been criticized by some for the time lag in expending funds after the fiscal year in which they are appropriated. Yet the very structure of the program offers no other alternative. While Congress appropriates funds on a fiscal year basis, LEAA operates on a calendar year. Thus, by the time most SPAs submit their annual plans to LEAA for approval (usually during the first quarter of the calendar year), the fiscal year is already at least half over. And by the time the plans are approved by LEAA, it may be as late as April, only three months prior to the end of the fiscal year. Under these circumstances, most SPAs do not even begin the process of awarding funds until shortly before the end of the fiscal year.

Even more important, however, is the need for the states to program their funds on a deliberate basis. An SPA not only has the responsibility for awarding grants, but must also perform audit and

evaluation functions. It is for this reason that most SPAs have established funding "cycles," which space out over the course of the year the heavy workload associated with grant application review, auditing and evaluation.

Each new grant request received by an SPA must be thoroughly reviewed both financially and programmatically, a process requiring a substantial amount of staff time. Even more time is necessary with regard to refunding requests. If a project is to be judged fairly and accurately, the SPA must complete a detailed audit and evaluation, all of which requires heavy involvement of staff. With increasingly large percentages of funds committed to project refunding, SPAs are faced with growing numbers of projects to deal with on this basis. If all of these were to demand attention simultaneously, they could not be handled by SPA staff, thus the need to develop funding cycles.

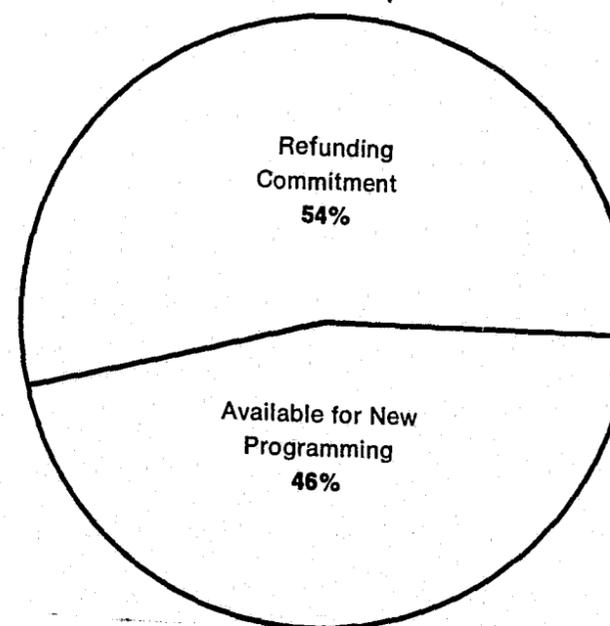
Another factor in the fund flow problem is that of project start-up time. Many SPA-funded projects are "people-oriented" and require a substantial amount of time to hire and train staff. Nonetheless, all states have adopted "abort" procedures providing — except under unusual circumstances — for automatic project termination within a specified time if it has not gotten under way.

Special efforts to address the fund flow problem have been made by the National Conference of State Criminal Justice Planning Administrators during the past year. As the result of in-depth study, the Conference has developed a model planning cycle which alleviates many of the problems associated with comprehensive plan approval and implementation. This will be the topic of a technical report to be published in the fall of 1974.

It should also be noted that the 1973 legislation has called for decisions by SPAs on all action grant requests within 90 days of application receipt. Grant requests are automatically considered approved if not acted on within this 90-day period. In addition, LEAA is required by the legislation to take action on all SPA comprehensive plans within 90 days of their submission for review.

The SPAs have recognized that funds must move rapidly into the criminal justice system if they are to be effective and are making every effort, consistent with sound program administration, to insure this is so. LEAA has required that funds be expended within two years after they are awarded and with few exceptions, the states are meeting this goal.

FIGURE II-2.
Estimated Percentage of Part C and E Funds Committed to Refunding, 1973-74



Non-Federal Budget Requests

A number of SPAs are involved in the development and/or review of non-federal budget requests submitted by other criminal justice agencies in their state.

Twenty-four of 50 states responding to the questionnaire item on this subject stated that they play some role in influencing non-federal budget requests. In Virginia, for example, the SPA works closely with State Division of the Budget to review the budget requests from every state agency responsible for law enforcement or the administration of justice. The SPA stated that for the first time, the State has a "coordinated planning and budgeting process for the expenditure of both state and federal funds for law enforcement and criminal justice administration."

EVALUATION

Evaluation is the process by which an SPA determines whether the program or project being funded is accomplishing its objectives, in terms of either preventing, controlling, or reducing crime and delinquency or of improving the administration of criminal justice within the context of the state comprehensive criminal justice plan. Evaluation generally includes an effort to determine the impact of a project upon other components of the criminal justice system and to monitor the progress of a program during certain stages of its development and operation.

Questionnaire analysis shows all but one SPA increased efforts to develop or improve its evaluation capability, especially the hiring of more staff. Twenty SPAs met or exceeded in 1972 the 25 percent minimum for project evaluation recommended by the National SPA Conference, up from 15 SPAs in the previous year. Michigan reported evaluating 100 percent of its projects in 1972. American Samoa, South Carolina and Washington reported evaluating 80 percent or more of their projects in 1972.

AUDITING

The Crime Control legislation requires that LEAA must administer an ongoing program of comprehensive audit of planning and action funds available under the Act. According to LEAA policy, the states must assume the primary responsibility for auditing the grant program. An SPA's subgrants are generally audited either by SPA internal staff

or a combination of SPA staff and independent state auditors. The SPAs themselves are subject to audit by both independent state auditors and LEAA.

Internal SPA audit capability has grown over the last five years to keep pace with program growth. Nationwide, the overwhelming majority of auditing is performed for SPAs by state audit agencies. Nonetheless, many SPAs have moved in the direction of establishing in-house subgrantee audit capabilities. In 1969, nationwide, 4.3 man years of auditing was performed by SPA personnel; by 1973, this figure has grown to 142.6.

Table II-D shows the percentage and number of all Part B, C, and E subgrants audited as well as the total dollar value of all audited subgrants. Because most grants are not audited until projects are well underway or until they have terminated, total dollar amount audited is expected to increase. For example, only 16 percent of all subgrants awarded during FY 1972 have thus far been audited, but in two or three years, as federal support of projects funded that year begins to terminate, a much higher percentage of FY 1972 subgrants will have been audited.

It is possible to determine from the Table that the total number of all Part B, C, and E subgrants audited has increased substantially.

TABLE II—D. Number and Dollar Value of Part B, C and E Subgrants Audited

| | FY 1969-FY 1972 | | | |
|---------------------------------------|-----------------|---------------|----------------------|----------------------|
| | FY 1969 | FY 1970 | FY 1971 (to date) | FY 1972 (to date) |
| Number of all subgrants audited | 2,273 | 6,914 | 5,411 | 2,299 |
| Dollar value of all subgrants audited | \$19,860,474 | \$119,036,373 | \$135,552,820 | \$54,420,694 |

LEGISLATIVE INVOLVEMENT

Crime and crime-related laws enacted by a state legislature often have a direct bearing on the operations of an SPA, especially if the laws are likely to impact on specific programs that an SPA funds. For this reason, SPAs have begun to play an active role in initiating, drafting, and implementing state legislation. Others review and comment on proposed criminal justice-related legislation when requested to do so or on their own initiative. Ninety-two percent of the SPAs responding to the questionnaire item on this

subject stated that they have some involvement in the legislative process.

Following are some examples of legislative activities that SPAs perform.

The **Wyoming SPA** actively sponsors criminal justice legislation. Eighteen SPA-approved bills — covering police, courts, corrections, and statutory crime — were passed by the Wyoming legislature in 1973.

The **Hawaii SPA** has drafted a bill for a correctional master plan, and regularly reviews legislation impacting on the criminal justice system.

The **Idaho SPA** has organized a Legislative Task Force to initiate, draft, supervise, recommend, and review legislation. The Task Force advises and assists other components of the criminal justice system.

The **Arizona SPA** frequently drafts or recommends legislation and often reviews and analyzes proposed legislation for legislative committees.

The **Kentucky SPA** drafted and sponsored a new penal code which was adopted by the state legislature.

SPECIAL STUDIES

The SPAs perform a number of functions that are outside the scope of their normal responsibilities to develop and implement the annual comprehensive plan. Such functions may consist of special studies to determine the best methods to deal with particular problems or issues, or may involve development of a master plan for police, courts, or corrections, creation of special task forces, rewriting a criminal code, and many others.

Ninety-five percent of the SPAs that responded to the questionnaire item regarding special studies and activities indicated that they are active in this area. The subjects of studies generally fall within the broad categories of police, courts, and corrections, but a number of other areas are covered, including criminal code revision, communications, information systems, juvenile delinquency, and standards and goals.

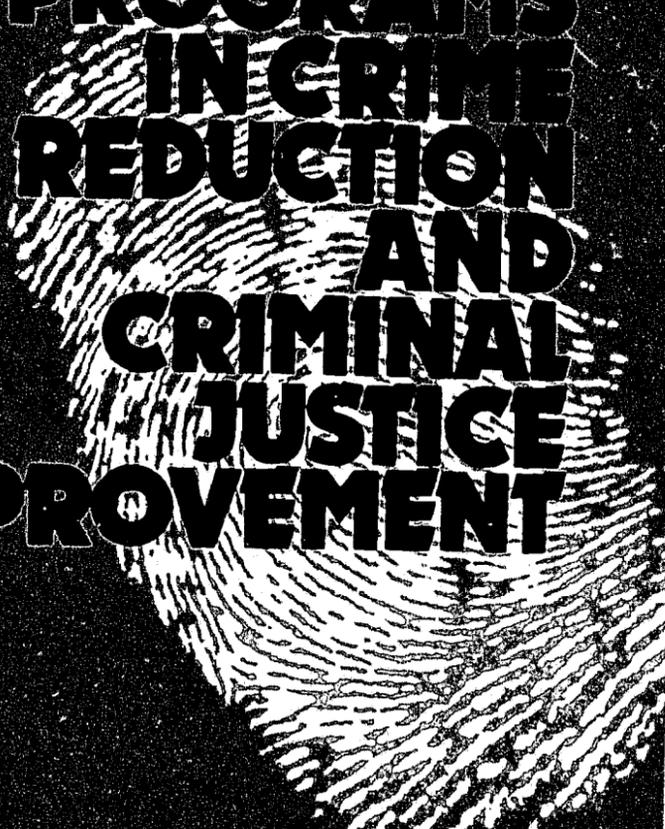
Some special studies and activities include the following.

The **Alabama SPA** developed a 10-year master plan for corrections, including the areas of probation and parole, male and female adult corrections, jails, and juvenile delinquency prevention and control.

The **Washington, D.C., SPA** has conducted studies which focused on alternatives to incarceration, improvement of the D.C. felony prison complex, prostitution, community correctional centers, and implementation of the Court Reform and Criminal Procedures Act of 1970.

The **Kansas SPA** is examining the State's entire courts system, including unification and restructuring of the courts; administrative supervision of the courts; selection, tenure, compensation, and retirement of judges and court personnel; appellate review; and court financing.

The **Vermont SPA** conducted a comprehensive study of police services throughout the State, focusing particular attention on the existing three-tiered structure (state police, county sheriffs and local police departments, all with general law enforcement powers). Among the major recommendations was the development of a two-tiered system, taking maximum advantage of regionalization and consolidation of police services.



**PROGRAMS
IN CRIME
REDUCTION
AND
CRIMINAL
JUSTICE
IMPROVEMENT**

III

PROGRAMS IN CRIME REDUCTION AND CRIMINAL JUSTICE IMPROVEMENT

SCOPE OF THE FUNDING EFFORT

All of the activities and responsibilities of an SPA are ultimately aimed at reducing crime and improving the criminal justice system. An SPA through its comprehensive planning process, identifies problems within its state's criminal justice system, sets out goals and objectives for crime reduction and system improvement and applies its allocation of Crime Control Act resources in an action program designed to meet those goals.

Over the past five years, the resources have been substantial, the programs varied and the achievement considerable.

Action programming funds are provided by LEAA to the states under two sections of the Crime Control Act. Part C funds are available for programming in all areas of the criminal justice system — police, courts, corrections and juvenile delinquency prevention and control. Part E funds provide a special supplement to the states, and may be used for adult and juvenile correctional programming only.

Figure III-1 shows the growth of Part C and E block fund appropriations since 1969.

Distribution of Part C Funds

Throughout the history of the Crime Control program, LEAA has awarded Part C action funds to states in block grants, the size of which is determined by the population of the state. The state, in turn, has been required to pass through to local governments a portion of those funds.

Each state has unique criminal justice problems, and these characteristics are reflected in the programming contained in their comprehensive plans. Tables III-A through III-D show each SPA's planned allocation of Part C funds by program categories for fiscal years 1970-1973. Using LEAA-defined reporting categories, these Tables are only an approximate indication of SPA plan emphasis. The placement of SPA programs into these categories is a subjective decision by each state for the purpose of uniform reporting only. Further, the redefinition of categories for FY 1973 renders the

FIGURE III—1. Growth of Part C and E Block Grant Appropriations to States FY 1969-FY 1974

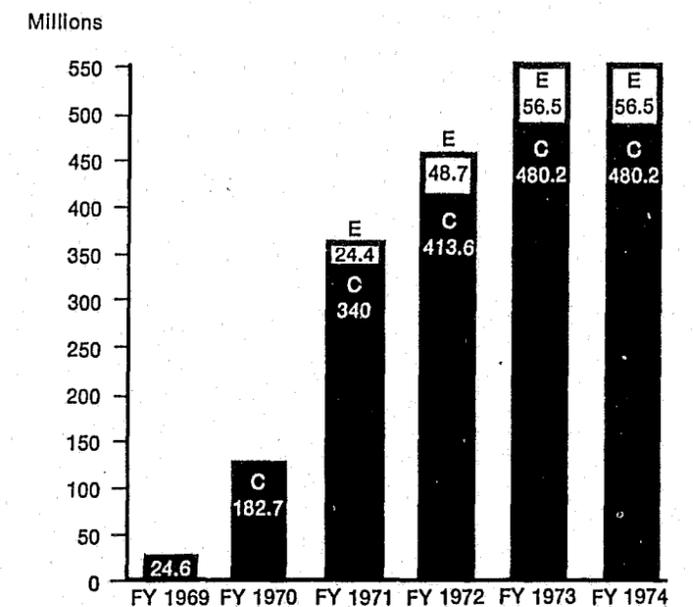


TABLE III-B
Allocation of Funds by Program Categories and by State FY 71

| State | ACTION FUNDS* | | | | | | | | | | | |
|----------------|----------------------|---------------------|---------------------|----------------------|---|-----------------------------------|-------------------------------|---------------------|---------------------|---------------------------|---------------------|---------------------|
| | Funds available | Upgrading personnel | Prevention of crime | Juvenile delinquency | Detection and apprehension of criminals | Prosecution, court and law reform | Correction and rehabilitation | Organized crime | Community relations | Riots and civil disorders | Construction | R & D |
| Alabama | \$ 5,645,000 | \$1,050,700 | \$ 540,000 | \$ 637,100 | \$1,262,500 | \$ 620,400 | \$ 840,000 | \$ 197,400 | \$ 135,000 | \$ 253,800 | \$ 17,500 | \$ 90,600 |
| Alaska | 750,000 | 202,300 | 32,700 | ..... | 235,600 | 86,400 | 175,000 | ..... | 10,000 | ..... | ..... | 8,000 |
| American Samoa | 75,000 | 22,500 | ..... | ..... | 25,000 | 8,000 | 19,500 | ..... | ..... | ..... | ..... | 215,000 |
| Arizona | 2,933,000 | 348,000 | 200,000 | 230,000 | 730,000 | 165,000 | 250,000 | 100,000 | 100,000 | 25,000 | 570,000 | 245,108 |
| Arkansas | 3,157,000 | 320,400 | 104,492 | 408,550 | 614,000 | 391,850 | 448,200 | 63,000 | 135,000 | 46,340 | 380,060 | 4,037,481 |
| California | 32,999,000 | 2,260,403 | 2,630,589 | 5,373,996 | 8,006,305 | 1,528,885 | 5,019,277 | 843,886 | 1,214,991 | 1,038,687 | 1,044,500 | 300,000 |
| Colorado | 3,646,000 | 378,500 | 90,000 | 440,000 | 617,000 | 315,000 | 380,000 | 200,000 | 125,000 | ..... | 680,000 | ..... |
| Connecticut | 5,001,000 | 633,046 | 580,000 | 1,019,337 | 1,382,130 | 420,691 | 800,051 | 165,745 | ..... | ..... | 210,162 | ..... |
| Delaware | 1,000,000 | ..... | ..... | 208,693 | 400,727 | 90,132 | 90,286 | ..... | ..... | ..... | ..... | 50,000 |
| D.C. | 1,374,000 | 119,194 | 434,697 | 58,335 | 15,000 | 381,960 | 175,482 | ..... | 105,999 | 33,333 | 748,983 | 372,938 |
| Florida | 11,166,000 | 1,351,907 | 1,080,019 | 1,366,113 | 4,217,435 | 770,528 | 1,580,987 | 387,590 | 17,500 | 264,000 | 1,016,559 | 171,336 |
| Georgia | 7,518,000 | 749,239 | 1,020,441 | 473,952 | 2,427,366 | 394,604 | 773,219 | 270,042 | 152,269 | 68,973 | 47,000 | ..... |
| Guam | 69,663 | 6,600 | ..... | 40,510 | 35,599 | ..... | 28,631 | ..... | ..... | ..... | ..... | 153,600 |
| Hawaii | 1,379,000 | 264,180 | 18,000 | 255,600 | 245,400 | 66,000 | 79,100 | 226,020 | 38,100 | 33,000 | ..... | 31,277 |
| Idaho | 1,286,000 | 144,270 | 20,340 | 194,173 | 346,101 | 48,322 | 104,608 | 7,500 | 4,800 | 3,943 | 380,666 | 3,370,000 |
| Illinois | 18,368,000 | 1,123,000 | 900,000 | 600,000 | 1,409,000 | 1,445,000 | 1,982,000 | 1,388,000 | 60,000 | 400,000 | 5,700,000 | 409,615 |
| Indiana | 8,609,000 | 512,900 | 310,725 | 1,222,000 | 2,536,000 | 917,000 | 1,326,870 | 329,000 | 108,000 | 418,890 | 518,000 | ..... |
| Iowa | 4,609,000 | 419,598 | 640,708 | 278,920 | 1,953,552 | 177,854 | 424,686 | 181,150 | 151,059 | 17,000 | 50,000 | 132,545 |
| Kansas | 3,712,000 | 1,158,521 | 53,764 | 416,710 | 730,500 | 396,065 | 424,686 | ..... | ..... | 30,000 | 250,000 | ..... |
| Kentucky | 5,290,000 | 289,000 | 280,000 | 970,000 | 2,245,000 | 526,000 | 700,000 | ..... | 50,000 | 318,750 | 1,708,378 | 99,800 |
| Louisiana | 5,966,000 | 494,287 | 284,234 | 366,608 | 1,200,000 | 573,325 | 667,819 | 302,599 | 2,400 | 19,500 | ..... | 191,000 |
| Maine | 1,800,000 | 832,000 | 24,600 | 174,000 | 435,600 | 126,000 | 78,600 | 7,500 | 160,000 | 50,000 | ..... | 150,000 |
| Maryland | 6,485,000 | 419,300 | 301,800 | 649,400 | 1,241,000 | 1,156,400 | 2,010,100 | 306,000 | 300,000 | 275,000 | ..... | 823,000 |
| Massachusetts | 9,424,000 | 945,000 | 1,045,000 | 1,045,000 | 2,506,000 | 565,000 | 2,570,000 | 128,000 | 300,000 | 275,000 | 150,000 | ..... |
| Michigan | 14,692,000 | 2,875,000 | 1,607,000 | 2,498,000 | 2,289,000 | 1,420,000 | 1,080,000 | 1,000,000 | 675,000 | ..... | ..... | 80,000 |
| Minnesota** | 6,307,000 | ..... | ..... | ..... | 348,700 | 343,449 | 330,000 | 129,064 | 150,000 | 68,533 | 290,000 | 70,764 |
| Mississippi | 3,614,000 | 266,174 | 1,308,080 | 300,000 | 348,700 | 343,449 | 330,000 | 129,064 | 150,000 | 68,533 | 290,000 | 70,764 |
| Missouri | 7,760,000 | 990,860 | 450,154 | 1,900,052 | 1,978,213 | 341,620 | 1,106,455 | 109,500 | 220,672 | 110,056 | 481,654 | 50,500 |
| Montana | 1,279,000 | 255,000 | 85,000 | 170,000 | 463,000 | 47,000 | 96,000 | 3,000 | 30,000 | 10,000 | 150,000 | 60,000 |
| Nebraska | 2,457,000 | 433,315 | 93,435 | 191,900 | 1,045,000 | 238,350 | 230,000 | 5,000 | 10,000 | ..... | 110,000 | 50,000 |
| Nevada | 888,000 | 81,000 | 22,000 | 35,000 | 320,000 | 45,000 | 100,000 | 35,000 | 30,000 | 21,000 | ..... | 55,000 |
| New Hampshire | 1,331,000 | 159,000 | 9,000 | 200,000 | 425,000 | 110,000 | 287,000 | 15,000 | 50,000 | 150,000 | ..... | 631,000 |
| New Jersey | 11,870,000 | 600,000 | 1,600,000 | 2,440,000 | 1,840,000 | 493,000 | 2,880,000 | 686,000 | 550,000 | 150,000 | 47,000 | 75,874 |
| New Mexico | 1,839,000 | 254,085 | 91,000 | 307,658 | 334,438 | 198,063 | 217,263 | 30,000 | 103,000 | ..... | 180,619 | 1,300,000 |
| New York | 30,093,000 | 700,000 | 1,300,000 | 2,600,000 | 8,093,000 | 5,050,000 | 5,450,000 | 1,000,000 | 4,600,000 | 83,700 | 671,143 | 399,204 |
| North Carolina | 8,305,045 | 1,112,314 | 118,939 | 930,330 | 3,312,652 | 451,269 | 918,120 | 60,000 | 475,000 | 750,000 | 3,897,000 | 835,000 |
| North Dakota | 1,125,000 | 136,000 | 96,000 | 103,000 | 342,000 | 103,000 | 103,000 | ..... | ..... | ..... | ..... | 187,560 |
| Ohio | 17,645,000 | 2,263,000 | 1,232,000 | 2,415,000 | 2,263,000 | 1,454,000 | 1,800,000 | 261,000 | 184,940 | 201,500 | 250,000 | 213,382 |
| Oklahoma | 4,182,000 | 465,000 | 147,000 | 600,000 | 791,000 | 207,119 | 683,354 | ..... | 52,485 | 203,386 | 1,500,000 | 268,786 |
| Oregon | 3,442,000 | 180,461 | 91,225 | 478,300 | 1,219,782 | 2,595,448 | 2,284,723 | 1,188,034 | 265,601 | 300,000 | ..... | ..... |
| Pennsylvania | 19,532,000 | 1,545,182 | 1,394,148 | 3,635,155 | 4,651,537 | 518,000 | 709,000 | 20,000 | 129,000 | ..... | 75,000 | 15,000 |
| Puerto Rico | 4,502,000 | 1,012,000 | 425,000 | 1,008,000 | 381,000 | 381,000 | 95,000 | 15,000 | 110,000 | ..... | ..... | 364,020 |
| Rhode Island | 1,699,000 | 100,000 | 105,000 | 250,000 | 894,000 | 40,000 | 204,300 | 37,500 | 42,000 | 174,950 | 1,198,100 | 43,000 |
| South Carolina | 4,223,000 | 554,800 | 25,500 | 482,730 | 678,850 | 460,250 | 204,300 | 6,500 | 6,500 | 20,000 | 370,000 | 162,500 |
| South Dakota | 1,218,000 | 54,000 | 30,000 | 145,000 | 300,000 | 150,000 | 99,500 | ..... | 75,000 | 90,000 | 1,059,250 | 4,205,000 |
| Tennessee | 6,425,000 | 1,181,250 | ..... | ..... | 2,286,250 | 381,250 | 1,147,500 | 42,000 | 310,000 | 339,000 | 3,000,000 | 145,000 |
| Texas | 18,393,000 | 1,406,000 | 200,000 | 2,675,000 | 1,457,000 | 2,469,000 | 1,518,000 | 814,000 | 10,000 | ..... | 245,000 | 87,414 |
| Utah | 1,953,000 | 143,000 | 27,000 | 56,000 | 714,000 | 90,000 | 523,000 | ..... | 6,350 | 1,500 | ..... | 195,000 |
| Vermont | 807,000 | 187,578 | ..... | 54,299 | 367,409 | 88,855 | 13,595 | ..... | 175,000 | 75,000 | 1,496,000 | ..... |
| Virginia | 7,604,000 | 962,000 | 996,000 | 1,322,000 | 1,059,000 | 450,000 | 749,000 | 70,000 | ..... | ..... | 1,615,000 | ..... |
| Virgin Islands | 250,000 | 40,000 | 65,000 | 35,000 | 40,000 | ..... | 70,000 | ..... | ..... | ..... | ..... | 207,815 |
| Washington | 5,612,000 | 390,000 | 31,000 | 375,000 | 1,451,000 | 770,000 | 895,000 | 25,685 | 144,770 | 32,223 | 2,800 | 120,000 |
| West Virginia | 2,849,000 | 449,256 | 186,240 | 524,441 | 694,682 | 289,540 | 291,548 | 100,000 | 240,000 | 400,000 | ..... | ..... |
| Wisconsin | 7,309,000 | 900,000 | 344,000 | 2,309,000 | 1,800,000 | 496,000 | 600,000 | ..... | 20,000 | ..... | 131,500 | ..... |
| Wyoming | 750,000 | 206,000 | 35,000 | 48,000 | 260,000 | 7,500 | 42,000 | ..... | ..... | ..... | ..... | ..... |
| TOTAL | \$342,458,000 | \$34,010,483 | \$21,649,430 | \$44,504,862 | \$76,905,328 | \$31,098,129 | \$46,192,867 | \$11,090,764 | \$12,066,161 | \$6,895,543 | \$31,064,814 | \$20,672,619 |

*Includes funding after June 30, 1971, which was awarded with FY 1971 funds appropriated so as to be available until expended. Also includes funds expended under Part C block action grants and Small State Supplements from discretionary grant funds.
**Information on Minnesota is incomplete. Only total state expenditure data available for this state.
Source: LEAA 3rd Annual Report, pp. 267-268

TABLE III-A
Allocation of Funds by Program Categories and by State FY 70

| State | ACTION FUNDS* | | | | | | | | | | | | |
|----------------------|------------------|---------------------|---------------------|----------------------|---|-----------------------------------|-------------------------------|-----------------|---------------------|---------------------------|--------------|--------------------------|---------------|
| | Funds available* | Upgrading personnel | Prevention of crime | Juvenile delinquency | Detection and apprehension of criminals | Prosecution, court and law reform | Correction and rehabilitation | Organized crime | Community relations | Riots and civil disorders | Construction | Research and development | Miscellaneous |
| Alabama | \$ 3,175,000 | \$ 850,000 | \$ 280,000 | \$ 300,000 | \$ 820,000 | \$ 200,000 | \$ 300,000 | \$ 75,000 | \$ 25,000 | \$ 175,000 | \$ 100,000 | \$ 50,000 | ..... |
| Alaska | 500,000 | 77,000 | 24,200 | ..... | 248,520 | 9,000 | 98,280 | 40,000 | ..... | 3,000 | ..... | ..... | ..... |
| American Samoa | 50,000 | 12,000 | ..... | ..... | 13,000 | 9,000 | 7,000 | ..... | ..... | ..... | 9,000 | ..... | ..... |
| Arizona | 1,503,000 | 285,000 | 100,000 | 95,000 | 380,000 | 40,000 | 150,000 | 35,000 | 48,000 | 25,000 | 335,000 | 10,000 | ..... |
| Arkansas | 1,787,000 | 162,000 | 115,000 | 99,050 | 598,600 | 69,060 | 175,890 | 5,000 | 125,000 | 100,000 | 230,000 | 107,400 | ..... |
| California | 17,287,000 | 2,905,000 | 847,063 | 1,377,885 | 2,316,458 | 708,767 | 2,027,654 | 432,175 | 1,123,655 | 1,426,177 | 1,210,090 | 2,912,076 | ..... |
| Colorado | 1,863,000 | 342,084 | 79,050 | 213,013 | 402,267 | 47,340 | 189,463 | 94,920 | 24,927 | 105,633 | 99,426 | 264,877 | ..... |
| Connecticut | 2,669,000 | 809,731 | ..... | 30,000 | 779,551 | 109,410 | 649,297 | 25,400 | 230,228 | ..... | ..... | 35,383 | ..... |
| Delaware | 528,000 | 180,448 | 20,000 | ..... | 14,000 | 27,784 | 24,304 | 27,500 | 25,000 | 45,750 | 105,000 | 10,000 | \$ 48,214 |
| District of Columbia | 795,300 | 135,000 | 12,666 | 133,709 | 40,356 | 109,962 | 290,188 | ..... | ..... | ..... | ..... | 73,419 | ..... |
| Florida | 5,597,000 | 1,535,785 | 183,998 | 643,956 | 1,733,469 | 90,436 | 621,469 | 253,150 | 52,073 | 136,490 | 32,443 | 313,731 | ..... |
| Georgia | 4,127,000 | 473,541 | 431,885 | 380,929 | 1,237,978 | 130,018 | 716,455 | 110,000 | 96,100 | 84,015 | 362,750 | 103,329 | ..... |
| Guam | 195,020 | 32,688 | ..... | 43,117 | 40,851 | ..... | 36,022 | ..... | 3,842 | ..... | 38,500 | ..... | ..... |
| Hawaii | 768,900 | 152,555 | 9,000 | 121,800 | 33,000 | 60,030 | 66,600 | 133,015 | 37,500 | 30,000 | ..... | 125,400 | ..... |
| Idaho | 702,900 | 89,426 | 4,380 | 89,751 | 218,404 | 143,281 | 51,59 | | | | | | |

TABLE III-C
Allocation of Funds by Program Categories and by State FY 72

| State | Funds available | Upgrading personnel | Prevention of crime | Juvenile delinquency | Detection and apprehension of criminals | Prosecution, court and law reform | Correction and rehabilitation | Organized crime | Civil disorders | Community relations | Research and development | Construction |
|----------------|-----------------|---------------------|---------------------|----------------------|---|-----------------------------------|-------------------------------|-----------------|-----------------|---------------------|--------------------------|--------------|
| Alabama | \$ 6,915,000 | \$ 895,893 | \$ 631,052 | \$ 649,194 | \$ 2,707,143 | \$ 898,950 | \$ 872,106 | \$ 48,407 | \$ 132,968 | \$ 79,287 | \$ 300,000 | .... |
| Alaska | 1,000,000 | 251,200 | 45,000 | 30,000 | 100,000 | 95,000 | 130,000 | 25,000 | 18,800 | 5,000 | 1,000 | \$ 419,000 |
| American Samoa | 120,000 | 22,500 | 2,000 | 5,475 | 70,800 | 6,000 | 12,225 | .... | .... | .... | .... | 690,187 |
| Arizona | 3,559,000 | 562,800 | 87,530 | 130,720 | 1,451,900 | 244,475 | 106,875 | 205,950 | 224,875 | 31,000 | 93,875 | .... |
| Arkansas | 3,862,000 | 580,500 | 90,246 | 737,400 | 320,000 | 595,947 | 212,000 | 130,000 | 97,240 | 100,000 | 308,500 | .... |
| California | 40,060,000 | 3,688,282 | 4,792,768 | 5,237,158 | 11,703,791 | 2,393,036 | 4,931,647 | 2,184,075 | 1,272,673 | 1,920,257 | 1,838,313 | 400,000 |
| Colorado | 4,432,000 | 120,000 | 80,000 | 739,000 | 962,000 | 416,000 | 660,000 | 140,000 | 40,000 | 100,000 | 775,000 | 50,000 |
| Connecticut | 6,088,000 | 788,000 | 795,000 | 1,184,500 | 2,041,500 | 796,200 | 311,000 | 1,800 | .... | 5,000 | .... | .... |
| Delaware | 1,210,000 | 118,954 | 325,000 | 306,100 | 161,000 | 74,900 | 103,546 | 15,000 | .... | .... | 191,988 | .... |
| D.C. | 1,671,000 | 67,575 | .... | 354,186 | 220,543 | 291,419 | 483,539 | .... | .... | .... | .... | .... |
| Florida | 13,631,000 | 1,361,028 | 429,352 | 1,973,712 | 2,989,643 | 616,299 | 1,968,229 | 164,448 | 238,959 | 821,229 | 758,099 | 2,310,002 |
| Georgia | 9,215,000 | 548,607 | 990,238 | 1,279,135 | 2,091,452 | 1,245,020 | 705,026 | 267,835 | 12,000 | 21,800 | 1,099,585 | 750,350 |
| Guam | 300,000 | 275,000 | 12,000 | 43,155 | 364,000 | 197,000 | 33,600 | 125,000 | 20,000 | 18,750 | 11,000 | .... |
| Hawaii | 1,701,000 | 70,092 | .... | 161,180 | 855,846 | 34,297 | 365,210 | 56,190 | 10,124 | .... | 22,067 | 4,326,000 |
| Idaho | 1,575,000 | 2,600,000 | 410,000 | 1,004,000 | 839,000 | 2,600,000 | 3,510,000 | 600,000 | 1,925,000 | .... | 4,500,000 | .... |
| Illinois | 22,314,000 | 1,268,000 | 927,970 | 1,995,900 | 2,807,330 | 714,000 | 1,910,950 | 374,000 | 17,000 | 52,850 | 360,000 | .... |
| Indiana | 10,428,000 | 1,268,000 | 680,640 | .... | 1,799,120 | 680,640 | 1,701,440 | .... | 50,000 | .... | 117,000 | .... |
| Iowa | 5,672,000 | 590,000 | 561,600 | 823,200 | 926,400 | 314,600 | 823,200 | 160,000 | 105,000 | 105,000 | 37,500 | .... |
| Kansas | 4,516,000 | 580,000 | 473,584 | 803,875 | 1,623,018 | 536,092 | 1,411,525 | .... | .... | .... | .... | 900,000 |
| Kentucky | 6,464,000 | 1,227,698 | 764,365 | 642,068 | 1,502,112 | 1,738,006 | 880,214 | 255,376 | 5,000 | .... | 525,000 | 25,750 |
| Louisiana | 7,315,000 | 351,540 | 255,000 | 65,500 | 40,000 | 224,000 | 359,797 | 5,000 | 15,000 | 203,000 | 425,000 | .... |
| Maine | 1,995,000 | 489,953 | 1,322,562 | 1,961,000 | 289,938 | 1,337,000 | 1,533,000 | 59,000 | .... | 155,000 | 1,088,000 | .... |
| Maryland | 7,875,000 | 729,500 | 1,960,803 | 1,572,133 | 2,356,097 | 2,098,967 | 1,481,000 | 105,000 | 880,000 | 500,000 | 517,000 | 585,000 |
| Massachusetts | 11,422,000 | 605,000 | 1,960,803 | 3,297,000 | 4,006,000 | 1,731,000 | 2,875,000 | 1,227,000 | .... | .... | 555,000 | 240,000 |
| Michigan | 17,819,000 | 1,616,000 | 2,420,000 | 640,000 | 294,000 | 1,165,000 | 1,325,000 | 100,000 | .... | .... | 132,100 | .... |
| Minnesota | 7,639,000 | 900,000 | 856,100 | 1,368,400 | 1,368,400 | 150,000 | 535,900 | 91,950 | 25,000 | 182,250 | 94,979 | .... |
| Mississippi | 4,451,000 | 939,300 | 170,000 | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Missouri | 9,391,000 | 1,184,854 | 522,866 | 1,845,625 | 2,825,672 | 1,349,871 | 1,282,037 | 102,782 | 130,314 | 52,000 | 115,000 | 30,000 |
| Montana | 1,534,000 | 233,000 | 175,000 | 275,500 | 486,500 | 50,500 | 140,000 | 3,500 | .... | .... | 89,000 | .... |
| Nebraska | 2,979,000 | 312,750 | 80,000 | 616,800 | 1,248,750 | 148,500 | 433,000 | 3,000 | 38,000 | 10,000 | 210,900 | 217,000 |
| Nevada | 1,080,000 | 100,000 | .... | 51,000 | 272,100 | 192,000 | 37,000 | .... | .... | .... | 55,000 | .... |
| New Hampshire | 1,630,000 | 93,610 | 47,000 | 241,000 | 608,890 | 193,000 | 266,000 | 20,000 | 21,500 | 84,000 | 60,000 | .... |
| New Jersey | 14,388,000 | 675,000 | 2,475,000 | 2,173,000 | 2,305,000 | 1,975,000 | 3,039,000 | 1,065,000 | 621,000 | .... | 46,543 | 18,620 |
| New Mexico | 2,040,000 | 379,960 | 31,189 | 396,477 | 447,929 | 222,197 | 389,380 | 25,000 | 62,305 | 20,400 | 800,000 | 627,713 |
| New York | 36,522,000 | 4,789,000 | 9,760,000 | 2,530,000 | 1,300,000 | 4,800,000 | 10,142,000 | 1,096,000 | 373,575 | 100,000 | 701,231 | 30,000 |
| N. Carolina | 10,203,000 | 1,320,687 | 90,242 | 2,050,536 | 3,089,357 | 643,493 | 1,148,236 | 57,930 | 150,400 | .... | 793,707 | .... |
| North Dakota | 1,364,000 | 214,700 | 60,000 | .... | 265,790 | 188,000 | 455,110 | .... | 404,670 | 771,200 | 786,700 | 605,000 |
| Ohio | 21,386,000 | 2,294,810 | 1,683,101 | 4,082,240 | 3,793,942 | 2,928,230 | 4,516,100 | 118,000 | .... | .... | 50,000 | .... |
| Oklahoma | 5,138,000 | 812,000 | 100,000 | 1,145,300 | 860,000 | 574,000 | 205,000 | .... | 75,125 | 19,555 | 219,000 | .... |
| Oregon | 4,199,000 | 237,310 | 97,500 | 635,010 | 1,733,656 | 578,228 | 603,616 | .... | .... | .... | 614,604 | 73,300 |
| Pennsylvania | 23,679,000 | 1,432,084 | 3,233,147 | 4,835,488 | 4,088,741 | 2,811,080 | 4,787,232 | 1,354,250 | 449,074 | .... | 175,900 | 326,000 |
| Puerto Rico | 5,401,000 | 958,900 | 335,600 | 816,700 | 1,022,500 | 888,300 | 316,100 | 56,100 | 123,300 | 371,600 | 86,800 | .... |
| Rhode Island | 2,000,000 | 125,000 | 76,000 | 150,000 | 688,000 | 207,000 | 527,200 | 100,000 | 10,000 | 30,000 | 321,163 | .... |
| S. Carolina | 5,201,000 | 1,091,878 | 107,773 | 497,799 | 1,058,473 | 356,161 | 1,413,258 | 40,500 | 12,500 | 30,000 | 68,000 | .... |
| South Dakota | 1,471,000 | 203,500 | 35,000 | 170,000 | 460,000 | 112,500 | 339,000 | 40,500 | 10,000 | 232,500 | 382,000 | .... |
| Tennessee | 7,878,000 | 1,404,750 | 895,000 | 370,000 | 2,618,750 | 616,250 | 1,338,750 | 10,000 | 190,000 | 485,000 | 231,000 | 1,160,000 |
| Texas | 22,480,000 | 1,382,000 | 342,000 | 2,195,000 | 8,838,000 | 4,228,000 | 2,450,000 | 979,000 | 28,000 | 528,000 | 350,000 | 134,000 |
| Utah | 2,127,000 | 223,000 | 10,000 | 65,000 | 259,000 | 175,000 | 330,000 | 25,000 | 9,000 | 15,000 | 26,000 | 105,000 |
| Vermont | 1,000,000 | 215,500 | 5,000 | 81,775 | 439,791 | 81,000 | 19,094 | 2,840 | 250,000 | 215,500 | 330,000 | 1,100,000 |
| Virginia | 9,333,000 | 1,126,250 | 790,000 | 1,900,000 | 2,126,250 | 695,000 | 550,000 | 250,000 | .... | .... | .... | .... |
| Virgin Islands | 300,000 | 27,000 | 55,000 | 45,200 | 77,800 | .... | 95,000 | .... | .... | .... | 110,000 | .... |
| Washington | 6,845,000 | 358,000 | 405,000 | 1,575,000 | 2,170,000 | 853,000 | 1,149,000 | 150,000 | 25,000 | 50,000 | 90,000 | 83,885 |
| West Virginia | 3,502,000 | 555,000 | 236,115 | 585,000 | 885,000 | 317,000 | 725,000 | 5,000 | 20,000 | 50,000 | 160,000 | .... |
| Wisconsin | 8,870,000 | 810,000 | 725,000 | 2,410,000 | 1,640,000 | 1,920,000 | 880,000 | 40,000 | 235,000 | .... | 20,000 | .... |
| Wyoming | 1,000,000 | 213,000 | 20,000 | 142,000 | 345,500 | 54,250 | 125,250 | 80,000 | .... | .... | .... | .... |
| TOTALS | \$416,190,000 | \$44,078,901 | \$41,238,043 | \$58,919,841 | \$89,885,846 | \$48,375,595 | \$66,953,392 | \$12,052,286 | \$10,368,581 | \$7,810,962 | \$21,305,151 | \$15,201,402 |

NOTE. — Small State supplements from discretionary grant funds, totalling \$2,495,000 are included in these figures. The \$5,000 Small State allocation for Maine is not included.
Source: LEAA 4th Annual Report, pp. 55-56.

TABLE III-D
Allocation of Funds by Program Categories and by State FY 73

| State | Funds available | Legislation | Planning and evaluation | Research and info system | Prevention | Detection, deterrence, apprehension | Diversion | Adjudication | Institute rehabilitation | Noninstitute rehabilitation |
|----------------------|-----------------|-------------|-------------------------|--------------------------|------------|-------------------------------------|--------------|--------------|--------------------------|-----------------------------|
| Alabama | \$ 8,026,000 | .... | .... | \$ 695,802 | \$ 674,503 | \$ 2,631,776 | \$ 1,022,489 | \$ 1,760,430 | \$ 557,255 | \$ 683,745 |
| Alaska | 1,150,000 | .... | .... | 200,000 | 286,000 | 255,000 | 35,000 | 120,000 | 24,000 | 128,000 |
| Arizona | 4,127,000 | .... | .... | 199,825 | 447,135 | 1,719,530 | 370,795 | 510,265 | 214,090 | 489,420 |
| Arkansas | 4,482,000 | .... | .... | 50,000 | 299,600 | 1,728,400 | .... | 670,000 | 665,000 | 907,000 |
| California | 46,495,000 | .... | 2,067,945 | 1,987,863 | 6,965,806 | 22,624,380 | 3,115,572 | 2,947,847 | 3,338,250 | 3,447,337 |
| Colorado | 5,143,000 | 30,000 | 75,000 | 1,860,750 | 1,024,250 | 513,000 | 65,000 | 240,000 | 375,000 | 960,000 |
| Connecticut | 7,064,000 | .... | .... | 801,000 | 846,800 | 1,111,000 | 1,216,200 | 915,000 | 474,000 | 1,232,500 |
| Delaware | 1,405,000 | .... | .... | 108,000 | .... | 259,250 | 251,000 | 188,000 | 23,750 | 340,000 |
| District of Columbia | 2,000,000 | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Florida | 15,821,000 | .... | 1,406,171 | 1,406,172 | 1,225,419 | 5,742,266 | 1,743,150 | 588,672 | 1,178,750 | 2,530,400 |
| Georgia | 10,695,000 | .... | .... | 3,274,973 | 2,202,489 | 853,775 | 4,044,113 | 1,458,113 | 404,150 | 380,000 |
| Hawaii | 2,000,000 | .... | .... | 100,000 | 91,500 | 342,750 | 688,750 | 201,000 | 241,500 | 189,500 |
| Idaho | 1,826,000 | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Illinois | 25,898,000 | 100,000 | 40,000 | 4,726,000 | 2,342,000 | 8,162,000 | 2,129,000 | 3,347,000 | 2,146,000 | 2,906,000 |
| Indiana | 12,102,000 | 60,000 | 190,124 | 831,150 | 2,617,710 | 4,984,350 | .... | 943,301 | 1,541,519 | 933,846 |
| Iowa | 6,581,000 | .... | .... | 263,240 | 379,860 | 3,027,260 | .... | 1,002,150 | 332,000 | 1,576,490 |
| Kansas | 5,235,000 | .... | 30,000 | 30,000 | 263,069 | 1,505,843 | 263,070 | 1,416,618 | 1,500,100 | 226,300 |
| Kentucky | 7,500,000 | 76,000 | 200,000 | 253,555 | 648,500 | 3,618,695 | 648,500 | 868,500 | 56,250 | 1,130,000 |
| Louisiana | 8,485,000 | 14,000 | .... | 305,589 | 827,054 | 2,925,541 | 217,225 | 1,926,841 | 2,032, | |

precise analysis of trends impossible. Four of the reporting categories were discontinued, three entirely new categories were introduced and four were altered to one degree or another.

Some trends may, however, be noted. During the program's early days, police interests and needs were well defined and the police community was quick to take advantage of this new source of federal aid. The SPAs, however, worked with other components of the criminal justice system to involve them in planning and programming. For example, the need for programming in the courts area was not clearly defined in 1969, a situation which has changed substantially today. There has been an increase in courts-related funding from six percent in FY 1970 to twelve percent in FY 1972.

Juvenile delinquency programming increased from eight percent to fourteen percent during the same period. It should be noted that juvenile programs are defined here as the more complex efforts in community-based diversion and rehabilitation, and are supplemented by numerous police and courts programs in which juveniles may make up as much as 50 percent of the clientele. Balance among the diverse fields of criminal justice characterize the most current SPA plans.

Distribution of Part E Funds

Adult and juvenile correctional programming is largely a state responsibility. Therefore, it is not surprising that the SPAs distribute a majority of their Part E corrections funds to state agencies. Forty-five percent of the states responding to the questionnaire item on this subject indicated that their entire allocation of FY 1973 Part E funds would go to state agencies. Of FY 1973 Part E funds awarded as of September 30, 1973, 66.4 percent went to state agencies. Total Part E planned allocations for FY 1973 show 73.4 percent going to state agencies and 26.6 percent going to local units of government.

The Urban Crime Problem

In its summary report, *A National Strategy to Reduce Crime*, the National Advisory Commission on Criminal Justice Standards and Goals pointed out that crime — violent crime in particular — is primarily a phenomenon of large cities. It stated that almost three-fifths of the violent crimes and almost two-fifths of the burglaries reported in 1971

took place in cities with populations of more than 250,000.¹

Last year's *State of the States Report* noted that the SPAs, during fiscal years 1969-1972 allocated almost 65 percent of all local funds to high crime areas containing 49 percent of the nation's population and 70 percent of reported Index crimes.² (Index crimes are defined as murder, forcible rape, robbery, aggravated assault, burglary, larceny over \$50 and auto theft. "Violent crime" consists of the first four Index crimes.)

The SPAs are continuing to address the crime problems of large cities, as demonstrated in Table III-E, which shows fund allocations to cities in each of the ten LEAA regions. Each city has a population of 200,000 or more and accounts for 15 percent or more of its state's total Index crimes.

The figures show, generally, that the cities receive a percentage of locally-available funds in close correlation with the percentage of state-wide Index crime occurring there. For example, New York City (the nation's largest), which has 43 percent of the state's population and 67.8 percent of its Index crime, has been allocated 68.4 percent of the SPA's locally-available funds for FY 1973.

The information on percentage of funds allocated to high crime areas only reflects *direct* grants to those cities and actually understates the benefits high crime areas have received from SPA programming. Numerous grants to state agencies and counties — such as those for increased parole and probation staff, strengthening of court systems and improved juvenile services — directly benefit metropolitan areas where these services are usually concentrated.

In addition to state efforts to meet the urban crime problem, LEAA is providing substantial funding resources for eight cities under its discretionary High Impact program. High Impact has made available up to \$20 million over a three-year period to Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland and St. Louis. The overall objective of the program is the reduction of stranger-to-stranger street crime and burglary.

TOWARD REDUCING CRIME

If crime were a simple phenomenon, if its causes and cures were well understood by the professional community, then the reduction and prevention of crime would be a correspondingly simple and predictable process.

TABLE III—E. FY 1973 Fund Allocation to Large City/High Crime Areas

| City | Percentage of State Population ¹ | Percentage of Statewide Index Crimes | Percentage of Locally-Available Funds Allocated |
|-------------------|---|--------------------------------------|---|
| Boston | 22% | 19.8% | 36% |
| New York* | 43% | 67.8% | 68.4% |
| Baltimore | 23% | 37.1% | 40% |
| Atlanta | 10.8% | 28.5% | 13% |
| Chicago | 30% | 42.4% | 30% |
| Albuquerque* | 24% | 54.5% | 32.3% |
| Kansas City, Mo.* | 11% | 19% | 21.1% |
| Denver | 24% | 40.9% | 52% |
| Portland, Ore.* | 18% | 35.3% | 48% |
| Los Angeles* | 14% | 21.1% | 15.8% |

* Indicates percentage of funds awarded as of 9/30/73; otherwise figures are planned for FY 1973.

¹ Basis, 1970 Census

But crime is a complex phenomenon and its causes and cures are not thoroughly understood by psychologists, criminologists, sociologists, or other experts in the field.

As planning has become increasingly sophisticated within the SPAs, new and more comprehensive methods have been developed for applying SPA resources to crime reduction efforts. One approach which is finding broad-based acceptance among SPAs is that of crime specific planning.

Under the crime specific concept, an intensive research effort is undertaken to identify the most serious crime problem that exists within a particular area.

A complete profile of the crime is developed, detailing, to the extent possible, where the crime occurs most frequently, times of occurrence, who are the victims, who are the offenders and any other significant data. Then programs are designed to impact on that specific crime in the specific area where it presents the most serious problem.

Often, the programs that are designed cut across the functional responsibilities of criminal justice agencies. For example, a crime specific project aimed at reducing the crime of burglary by 20 percent in a high crime area may involve intensive police patrol, during hours of high crime incidence. Other program components may include public education efforts to make citizens aware of methods to make their homes more difficult targets for burglars, an assistant State's Attorney assigned specifically to handle burglary prosecutions, and at the same time an intensive

supervision component aimed at providing careful probation supervision for those convicted on burglary charges.

Crime specific planning is but one approach being used by the SPAs to address crime reduction problems, and generally is only one component part of overall planning strategies. Because the SPAs are concerned with a systemwide approach to criminal justice, they have focused their attention not only on front-line crime reduction efforts, but on providing the backup support necessary for their successful operation. Such things as training of officers and information systems to coordinate the flow of data are all elements in the SPA crime reduction strategy.

Priority Crimes

The SPAs generally are most concerned with the crimes of robbery and burglary. These two crimes alone account for huge economic losses to American citizens each year. The National Advisory Commission on Criminal Justice Standards and Goals reports that, according to the FBI, money and property taken from victims of robbery and burglary in 1971 totaled \$87 million and \$739 million respectively.³

Opinion polls indicate that fear of these crimes is the subject of acute concern among many Americans.⁴ Crime rates show there is good reason for this concern. The FBI's *Uniform Crime Reports for 1971* show that the rate for robbery increased 212.4 percent between 1960 and 1971, and that the burglary rate increased 128.7 percent during the same period.



Drug abuse is another area of priority SPA concern, not only because of its physically and morally debilitating effects, but because of the crime it breeds. From an in-depth study of the relation between drug abuse and crime, the National Commission on Marihuana and Drug Abuse reported in 1973 that heroin-dependent persons frequently engage in theft, burglary and robbery to support their habits.⁵

Questionnaire data shows that, of the 49 states responding to the question on priority crimes, 24 chose burglary as their first priority, five chose robbery, and five chose drug abuse. For the second priority crime 11 states chose burglary, 16 states chose robbery, and two states chose drug abuse. For the third priority crime, three states chose burglary, three chose robbery, and nine chose drug abuse. The most mentioned crime overall was burglary (38 states), followed by robbery (24 states), drug abuse (16 states) and larceny (16 states).

Representative Programs in Crime Reduction

Robbery and burglary, the top two priority crimes identified by the SPAs, have been the focus of substantial emphasis. Even though most SPA-

funded projects designed specifically to impact on these crimes are relatively new efforts, they have quickly demonstrated their effectiveness in reducing crime rates.

In **Richmond**, the High Incidence Target Program (HIT), funded under a \$346,130 grant from the Virginia SPA, cut burglary rates in its target area by 23.3 percent during its first six months of operation, compared with a similar period the preceding year.

The program, which is one of eleven crime-specific projects in the Commonwealth, has been operational since July, 1973. The Richmond project not only emphasizes intensive interaction between police, other city agencies, and most importantly, neighborhood citizens, but also focuses upon preventive measures which citizens can take to protect their homes and businesses.

In **Denver**, the Special Crime Attack Team (SCAT) funded under a \$237,932 grant from the Colorado SPA, is having a significant impact on both robbery and burglary.

The crime attack team works at specific hours and in areas of high crime incidence determined on the basis of a computer analysis of crime data. The team focuses its efforts on prevention, interception, and investigation. It is highly mobile and can be deployed quickly to areas of greatest need.

The SCAT project attempts to reduce burglary and robbery offenses by convincing potential offenders that the risk of being apprehended is great, and by convincing potential crime victims to take precautions that will make buildings and residences more secure, thereby reducing the opportunity for criminals to act. A number of citizens and citizens' groups have been contacted regarding crime prevention measures they can take.

During the first quarter of 1973, the Denver Police Department reported a 27 percent reduction in burglaries in the target areas, as compared with a 12 percent increase in precincts directly adjacent to the target areas. During the same period, arrest clearances increased 47 percent and crime scene searches increased 86.5 percent in the target areas.

During the second quarter of 1973, the project focused on the reduction of robberies. Available data indicated a 21 percent reduction in reported robberies in the target areas and a 23 percent reduction in adjacent precincts.

Since 1971, the **City of Miami**, Florida has had a Specialized Robbery Control Team funded by the Florida SPA. The nucleus of the project is an 11-man tactical unit composed of specially-trained officers deployed in high crime areas.

Other components of the project include a public information program designed to make citizens more aware of the need to safeguard themselves and their property and a specialized seminar aimed at familiarizing all patrol officers with robbery prevention and investigation. More than half of the policemen in the Miami area have taken the course.

In the last two years, robbery rates have declined in Miami by 16 percent.

In a related effort to reduce street crimes, the **New York City** Police Department, under an SPA grant, implemented a detective specialization program which (1) consolidated investigative units; (2) expanded the role of patrol force in the initial phases of investigation; (3) increased civilian clerical and administrative assistance; and (4) increased the number and concentration of manpower assigned to plainclothes patrol. The type and quality of arrests improved substantially.

In 1971, the 1st Detective District recorded a 23 percent increase in robbery complaints. This increase, however, was matched with a 42 percent increase in arrests for robbery. The additional manpower devoted to plainclothes patrol has resulted in increased observation of crime and hence a growing percentage of pick-up arrests. Similar increases in arrest since the program's inception were recorded for assault and burglary.

TOWARD IMPROVING THE CRIMINAL JUSTICE SYSTEM

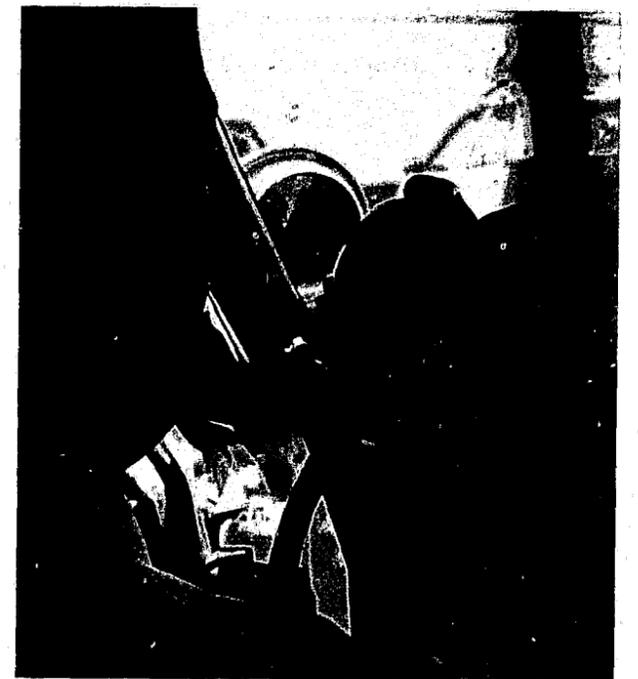
SPA programs are having a substantial, positive impact on state criminal justice systems. Through the process of problem identification, objective setting and action programming, the SPAs are comprehensively upgrading a criminal justice system that five years ago was ineffective and fragmented.

Across the spectrum, SPA funds are beginning to alleviate the problems that have beset criminal justice institutions for so many years. Police are receiving more and better training, along with the tools and technology to fight crime more effectively. Court administrative skills are being upgraded. Public defender programs are being instituted and prosecutorial capabilities are being

enhanced. Community-based correctional facilities and services are being developed to provide viable offender treatment alternatives. The community-based approach is also being used to prevent and control juvenile delinquency through such things as youth services bureaus and group and shelter care homes, all providing an alternative to institutionalization and various kinds of counseling and treatment services.

In the planning process, each SPA identifies top objectives for crime reduction and criminal justice system improvement. These, in turn tend to reflect both the most pressing criminal justice needs of a state and the character of the funding program put together to meet them.

The questionnaire sent to the states requested a listing of the top three objectives in each of four major functional areas (police, courts, corrections—both adult and juvenile—and multi-functional). The multi-functional category includes projects such as data systems, systemwide training and some types of crime specific projects which may cut across the traditional functional lines of the criminal justice system.



Police TOP SPA OBJECTIVES

In police area, increased and improved training of police officers emerged as the primary concern of the SPAs. Twenty-seven SPAs out of 48 responding listed this area as one of their three top objectives for police. Other areas of concern

were improved communications systems (listed by 18 states), creation or development of information systems (listed by 11 states), and regionalization of police services or consolidation of police departments (listed by eight states). Eight states listed crime specific objectives, such as the reduction of burglary or robbery, as one or all of their three top objectives for police. Other areas mentioned by the SPAs as objectives in the police area include the establishment of minimum police services in rural areas, the creation or improvement of forensic laboratories, and improvement in the management and administration of police departments.

COMPREHENSIVE RESULTS

On a day-and-night basis, the police are the most important contributor of the criminal justice system to the immediate prevention of crime and apprehension of offenders. The police also are the only element of the criminal justice system with which all citizens are fully familiar and with which many citizens have frequent direct contact.

Increased police manpower is the most visible application of Crime Control program funds designated for law enforcement improvement. SPA resources are not only enabling police departments to increase street patrol manpower, but also there has been an increasing use of specialists such as community relations officers, and juvenile and crime prevention specialists. Manpower, however, is far from being the sole or even major area of SPA support to police.

Training of police officers, new equipment, and departmental reorganizations, new planning and management methodologies, increased emphasis on technological advancements, community relations projects, and crime specific projects are among the many improvements in police operations that are funded under the program.

SPAs have funded efforts to improve almost every area of police service. Many agencies have adopted new personnel policies to improve recruiting and hiring practices and to increase the employment of minority members. SPAs have conducted studies and funded programs to allocate available police manpower resources more effectively and to gain the confidence of the community. Many agencies have implemented modern management techniques; many small agencies have consolidated their operations. The SPAs have funded crime laboratories, communi-

cations systems, and automated data collection systems.

With FY 1972 funds, nearly 2,000 new police officers were hired across the nation through SPA assistance. SPA-funded training activities reached more than 76,000 law enforcement personnel in 45 states. Police tactical units were funded by 31 SPAs, totaling \$13.9 million. Community relations programs designed to improve cooperation and understanding between police and the citizens they serve were funded in 36 states. Forty-eight states have been involved in the development of state-wide police communications plans.

A SAMPLING OF POLICE PROGRAMMING

Training

In **Puerto Rico**, prior to 1970 the only regular training for police personnel was a ten-week recruit course. Today, with the assistance of SPA funds, the recruit course has been lengthened to 14 weeks, including one week of civil rights and one week of community relations training. A two-week in-service training program reaches 10 to 20 percent of sworn personnel annually. Other innovations include a correspondence course program with an enrollment of 5,000 sworn personnel, and specialized courses and programs in organized crime, auto theft, narcotics, riot control, bomb disposal and arson investigation. Command-level personnel are given a two-week course in supervision, management, and sensitivity training.

The **Massachusetts SPA** has supported the establishment of the Massachusetts Police Institute, an organization affiliated with the State's association of police chiefs to provide management technical assistance through a staff of specialists in management, administration, operations, planning, and other areas.

Police Standards

SPAs in a number of states are addressing themselves to the development of minimum police standards, which in turn are being tied directly to funding eligibility. Standards have been found to be effective in both encouraging police agencies themselves to upgrade their operations and in encouraging increased appropriations from local governments for improving police capabilities. Some states have established standards; others are planning an in-depth study of the process through review of the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals.

The **Illinois SPA** requires that rural areas have 24-hour basic police service to be eligible for funding.

In **Vermont**, the SPA requires a ten-man minimum for police agencies for funding eligibility.

In **Connecticut**, minimum standards for police training will be studied through an SPA grant to the Municipal Police Training Council, which has statutory responsibility for police training in the State.

Consolidation of Police Services

Several recent studies have indicated that small police departments—those with fewer than ten officers are usually cited—often provide inadequate services and are not cost effective. Based on these conclusions, many states are beginning to study the efficacy of plans to assimilate smaller law enforcement agencies into larger, more efficient local, county, or state units.

In **Idaho**, between July 1, 1971, and October 1, 1972, 13 communities consolidated their police departments with their county sheriff's department or contracted for law enforcement services with a nearby community.

The **Nebraska SPA** has provided funds for 13 county law enforcement consolidations.

The **Nevada SPA** provided funds for the July 1, 1973, consolidation of the Clark County sheriff's office and the Las Vegas police department.



Team Policing and Tactical Units

Team policing involves assigning a group of officers to provide comprehensive services to a particular area or neighborhood.

The **Michigan SPA** has funded a program in at least one agency to improve manpower resources, patrol development, assignments, target identification, and community-police attitudes. Michigan believes team policing results in a more efficient investigation of criminal activity.

In **Minnesota**, the city of St. Paul has received support for selective programs emphasizing foot patrol. Minneapolis has received support for a housing patrol force in the concentrated housing projects on the City's near-north side.

A product of the new emphasis on specialization, a tactical unit is a squad of police officers whose training and experience give them expertise in dealing with a specific crime. Thirty-one states report funding tactical units.

The **Kansas SPA** has provided funds for a four-man tactical unit in Junction City, which has the highest serious crime-per-1,000 rate in the State. The Topeka police department has received funds for an 11-man tactical unit.

A special program funded by the **South Carolina SPA** has had a significant impact on illegal drug traffic in the State, resulting in 838 arrests for drug violations and the confiscation of over \$2 million in illicit drugs.

In 1971, the **New York City Police Department** received funds for the support and expansion of a new strategy for combating robbery, assault and burglary, called the "street crime patrol." This strategy involves the utilization of teams of patrolmen and women in civilian dress, decoy operations and plainclothes surveillance in non-conventional vehicles like milk trucks and taxis.

The department created a City-wide street crime unit of 200 men and women and authorized each precinct commander to establish a street crime patrol unit. As patterns of street crime develop, or if there are significant street crime increases anywhere in the City, then the City-wide unit, in collaboration with the appropriate precinct street crime unit(s), is deployed in an area as long as is considered necessary.

In 1972, the street crime forces accounted for nearly 32 percent of all felony arrests in the City, even though they represented only four percent of police manpower. More importantly, better than 90 percent of these arrests resulted in convictions.

The high rate of convictions is due in part to the role of the policeman not only as the witness but also as the complaining victim.

The street crime units' arrest activity is characterized by a low incidence of violence, despite the presence of firearms and rate of felonious crime involvement and comparatively few civilian complaints.

Crime Laboratory Improvement

A key element in police investigation is the ability both to examine evidence at the scene of a crime and to subject it to in-depth laboratory analysis. A total of 50 states report providing SPA funds to upgrade crime laboratory capabilities.

Several SPAs, including those in **California, Georgia, South Carolina and Tennessee**, have developed and are implementing master plans for upgrading criminalistic capabilities on a state-wide basis. A study to determine total criminalistic services needed was recently initiated by the **Mississippi SPA**.

The **Maryland SPA** funded the development of a comprehensive crime laboratory for the State. A full range of complementary services has been funded in Baltimore City and for the Maryland State Police. Mobile evidence collection units have been provided to seven police agencies in the State to increase laboratory use. Nearly all drug and forensic tests now can be done within the State quickly and efficiently.

Following completion of a crime lab study in **North Dakota**, enabling legislation was passed to establish a State-wide crime laboratory under the auspices of the Bureau of Criminal Investigation.

Use of Civilian Personnel

Police officers are specially trained professionals and it is becoming increasingly important to make the most of their experience and expertise in the field. Through the use of SPA funds, departments across the country are making use of civilian personnel in areas where specialized police training is not essential, thus enabling sworn police officers to devote their energies to field operations and crime control.

The **Minnesota SPA** has funded projects providing for the use of civilian personnel as community service officers, dispatchers, jailers and city-school coordinators.

Civilians are being used in **West Virginia** in communications and in police-community relations. Reserve officers are being used for traffic control, vacation residence checks and sporting events.

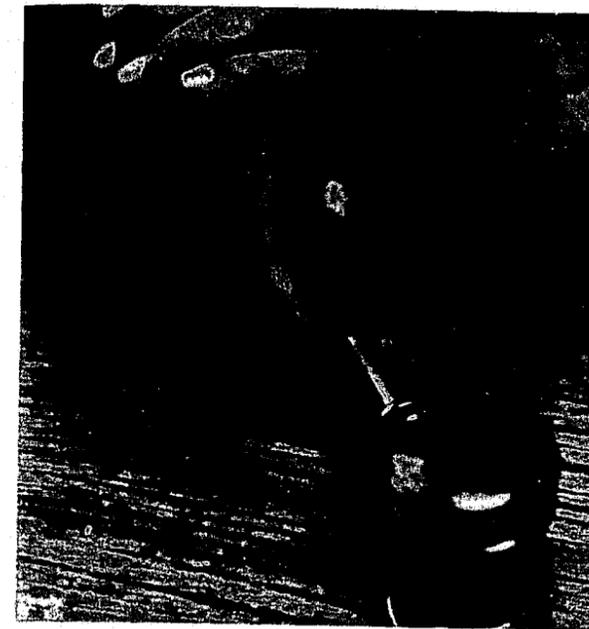
Community Relations

Police-community relations programs are designed to strengthen the role of police as an integral part of the community — rather than simply its guardian — and to encourage citizen understanding and support in the fight against crime. Activities include educational programs; crime prevention projects for citizens; specialized services for ethnic groups, young people, and senior citizens; and community liaison personnel.

The **New Mexico SPA** has funded an Indian-police community relations program for the Navajo Tribe, and the **South Dakota SPA** has funded a community relations officer for the Crow Creek Sioux Tribe.

In **North Carolina**, SPA funds (\$375,000 in 1972 and \$432,500 in 1973) have been provided for 16 community service projects, including a family crisis intervention unit; a community relations film for the Charlotte police; a public information officer project for a sheriff's department; and a school liaison unit of the Winston-Salem police, credited with being "highly successful in preventing disorders in public junior and senior high schools."

In **Seattle, Washington**, the SPA, a local medical center, the Seattle police department, and county prosecutor have joined hands in an effort to deal more effectively with the crime of rape. Recognizing that a high percentage (estimated at 75-90 percent) of rape victims do not report the crime to police because of apprehensions about how they will be treated by the criminal justice system, the project offers information and counseling on a 24-hour, 7 day-a-week basis to rape victims. Staff workers coordinate this counseling, as well as medical examinations and encourage reports to police. The project's goals are to increase understanding between victims and police, to alleviate fears on the part of the victim and to encourage the kind of citizen cooperation vital to apprehending and convicting rape offenders. Effective police work, assisted by components of this project (profiles of rape suspects), led to the arrest of a suspect in numerous rape cases. This suspect had terrorized a central area neighborhood of Seattle.



Courts

TOP SPA OBJECTIVES

Three areas of emphasis emerge as principal SPA objectives for improving the courts component of the criminal justice system. These three areas are improvement of courts administration, improvement of the prosecution function, and improvement of public defender services.

Twenty-eight states of 48 responding listed the first area, improving courts administration, as one of their three top priorities for upgrading the courts system.

The remaining two priority areas, improving the prosecution function and improving public defender capabilities, were listed by 22 and 21 states respectively. Included in these categories are states that listed as priorities the creation of defense or prosecution agencies, those that listed the improvement of defense or prosecution by adding new personnel or support personnel, and those that listed training of defenders, prosecutors, or supporting personnel.

Other areas that the states consider important include improving the training and education of all courts personnel (listed by 14 states), improving the research and data collection capability of the courts (listed by 11 states), reducing delays in the adjudication process (listed by ten states), and increasing pre-trial diversion programs (listed by seven states). Five states mentioned as a priority the creation in their states of unified courts systems, and six states mentioned as a priority the revision of the criminal code.

COMPREHENSIVE RESULTS

Fifty states have been involved in programming aimed at upgrading prosecutorial services, largely through training and the provision of support personnel (both professional and para-professional). Fiscal year 1972 funds provided for 812 new prosecutorial personnel through grants from 36 SPAs. A wide variety of training was provided ranging from special programs for prosecutors to management training for courts administrative personnel. In all, 40 states reported providing training for over 11,000 courts-related personnel.

A SAMPLING OF COURTS PROGRAMMING

The courts are responsible for the quality of justice dispensed in this nation. In the courtroom, the guilt or innocence of defendants is determined, and convicted offenders are sentenced to correctional programs.

As have other components of the system, the courts have been neglected in the past. SPAs are attempting now to upgrade all areas of court operations.

Reducing the backlog in the courts is one area that has received SPA attention. SPAs are attempting to modernize the management and administration of the courts and to this end have been working to install computerized information and jury selection systems. The SPAs have stressed the importance of trained administrators to organize the activities of the courts. These efforts have resulted in speedier trials.

Improving public defender and prosecution functions have also been priorities of the SPAs. Qualified, trained defenders and prosecutors will help insure that each defendant receives a fair trial with a just and equitable determination of the facts.

Courts Administration and Unification

In recent years, as the backlog of court cases has mounted, judicial authorities — including the Chief Justice of the United States — have called for new measures to facilitate judicial functions. Among other innovations, efforts are now being made to expedite the work of the courts through procedural guidelines — such as time limits for the adjudication of cases — and through the employment of specialized court personnel, especially administrators. With FY 1972 funds, 632 new such personnel were funded by 28 SPAs.

The **Rhode Island SPA** has provided funding for training programs for both judges and court administrative personnel.

In **Connecticut**, which has a unified court system, FY 1972 funds were used to improve the juvenile court and to assemble a benchbook for the Judicial Department for various pre-trial diversion programs aimed at keeping persons out of the criminal justice system, while at the same time cutting down court case loads.

The Connecticut Judicial Department established a division to do research on handling juvenile offenders, and set up a court clinic in New Haven to provide staff training for juvenile court personnel in group and individual counseling and to provide psychiatric evaluations of youths.

Commitments of \$51,000 were made for a diversion program in New Haven and of \$49,123 to the Judicial Department to hire research assistants for judges, prosecutors, and clerks; to establish a case-screening unit; and to test the feasibility of electronic recording of trial proceedings.

The **Virginia SPA** has been instrumental in the area of courts unification. As a result of a grant to the Virginia court system study commission, the 1973 General Assembly completed action on a total reorganization of the State's judicial system. Courts of record were organized into 30 multi-judge circuits; courts not of record — including district courts and juvenile and domestic relations courts — have been reorganized into 31 districts. In addition, several vital staff positions have been added to the office of the State Court Administrator, including a deputy assistant court administrator, a personnel officer for district courts, a systems analyst, and a fiscal officer.

Prosecutor Services

Prosecutorial effectiveness is one of the inherent and continuing concerns of the judicial system. Some recent efforts in this direction have been centered on better, more extensive, more specialized and centralized prosecutorial methods and services.

SPA funds provided to the **Texas District and County Attorneys' Association** have greatly improved education, training, and information services for prosecutors by supporting a permanent office and an executive director for the

Association. Funding through the Association has made possible State-wide workshops, seminars, and development conferences. The SPA has also funded numerous local or regional training courses that have included the production of prosecutor manuals in several areas.

In **Puerto Rico**, a training unit was established within the State Department of Justice to provide Commonwealth prosecutors — especially newly-appointed ones — with specialized training. Areas of emphasis included presentation of evidence in cases of infrequent occurrence, in the definition of uncommon offenses, and decisions by the Puerto Rico and U.S. Supreme Courts. A Narcotics Prosecution Task Force was established to centralize the investigation and prosecution of all narcotics cases in Puerto Rico within one unit. Besides case supervision, the unit is in charge of all preliminary hearings at the San Juan District Court and some at the Superior Court, as well as all extraordinary cases of narcotics violation. An investigative unit was established in the Puerto Rico Justice Department to assist the Commonwealth's prosecuting attorneys in conducting investigations as part of case preparation.

A District Attorney Felony Processing program is in operation in **New York City**. In this program, cases are screened to determine whether they are likely to reach the New York Supreme Court as felony cases; to determine the charges to be lodged against defendants; and to decide whether cases should then be handled by Supreme Court Bureau personnel in accordance with new procedures and criteria.

Public Defender

Supreme Court rulings dealing with the rights of all criminal defendants — especially indigent defendants — have placed an increasing amount of need on the development of adequate public defender capabilities. Forty-one states are engaged in public defender programming. Fiscal year 1972 funds provided for 440 new public defender personnel under SPA programs.

In **Washington, D.C.**, SPA funds have been used to aid the Public Defender Service to establish a Management Information System, to develop an employment referral capability, and to provide defense instruction to Public Defender Service attorneys and members of the Private Bar. In addition, several clinical education programs in law schools have been funded to provide im-

mediate defense and investigative services for less serious crimes.

In **Maine**, through SPA funds, the Cumberland Legal Aid Clinic — a project of the University of Maine Law School — has been established. In addition, the University is conducting a feasibility study of the public defender needs of the State.

The **Arkansas SPA** has been involved in the development of a proposal for the creation of a State-wide criminal indigent defense system. The proposal is expected to be submitted to the 1975 session of the Arkansas legislature.

Criminal Law Revision

Partly in response to recommendations by the American Bar Association, by the National Advisory Commission on Criminal Justice Standards and Goals, and by other groups and experts, many states are currently examining their criminal statutes to determine the areas in which the law can be modernized and streamlined. The chief role of the SPAs in remediation is to assist and advise in drafting legislation necessary for revising criminal laws.

In **Pennsylvania**, the SPA is supporting the State Bar Association's analysis of how Pennsylvania criminal law and procedure compare with the American Bar Association *Standards for Criminal Justice*. After the comparison is thoroughly researched and reported, there will be a discussion and study to determine which of the standards, or portions thereof, not in effect in Pennsylvania should be implemented. Statutes and rules then will be drafted to effect such implementation. The last step will be the presentation of these drafts to the Legislative and Rules Committee for adoption.

In **Arizona**, the legislature has passed new laws decriminalizing alcoholism; implementation of the new law is being effected in part through SPA efforts. Further, a complete revision of the entire Arizona Criminal Code is now underway as an SPA project; the project to amend the criminal procedural rules already has had a significant effect on the State's criminal laws.

The **Virgin Islands SPA** has provided support for a project conducted by the Department of Law which is aimed at revising the criminal and the juvenile code.

Release-on-Recognizance (ROR) and Bail Reform

Release-on-recognizance (ROR) is a long-standing practice that allows a judge to release a defendant without bond or bail on his word that he will appear in court on the date of trial. But ROR recently has been receiving more attention as authorities have viewed it as a more workable alternative to the common bail-bond system, which is felt by many to be a burden on detention institutions and a hindrance to effective trials. Much SPA-funded programming in this area involves the provision of project staff who complete interviews and background investigations and provide ROR recommendations.

Indiana's bail-reform programs are funded in Evansville and Fort Wayne. The city of Elkhart will begin an ROR program this year.

In **Missouri**, expansion is planned for a bond and pretrial release program in the St. Louis Metropolitan Area and a pretrial release program with an employment placement component in the Kansas City Metropolitan Area.

Tennessee's ROR or pretrial release programs are funded in Knoxville, Memphis, and Nashville, and expansion is scheduled.

In **Wisconsin**, a bail reform and ROR project is funded in Milwaukee County.



Adult Corrections

TOP SPA OBJECTIVES

The overwhelming priority of the states in the field of corrections is the establishment or upgrading of community-based treatment facilities and services. Forty-four of 51 states responding listed this among their priority objectives. Included in this category are states that listed among the top three priorities the upgrading of probation and parole services and states that listed as a priority the development of alternatives to incarceration.

Other objectives that were listed frequently by the states include the upgrading of services for offenders held in institutions (listed by 23 states), the necessity to initiate or upgrade training for correctional personnel (listed by 17 states), and the necessity for improving prison facilities (listed by 11 states).

COMPREHENSIVE RESULTS

Of the three traditional components of the criminal justice system — police, courts, and corrections — corrections may be the segment undergoing the most rapid and most innovative change in direction and philosophy. The National Advisory Commission on Criminal Justice Standards and Goals has stated that, "The pressures for change in the American correctional system today are building so fast that even the most complacent are finding them impossible to ignore."⁶

Most of the change taking place focuses on the replacement of large correctional institutions with small community-based treatment facilities. Other important innovations are also underway in a number of states.

Many states have initiated educational and vocational programs that teach inmates useful skills. Some have consolidated their fragmented corrections facilities into state-wide systems. Parole and probation services have been expanded, as have training programs for correctional personnel and efforts to recruit minority staff.

Using FY 1972 funds, 2,235 new corrections personnel were funded by 36 SPAs and 29,660 received training under SPA-funded programs. A total of 487 community corrections projects were funded by 42 SPAs. These served an estimated 73,783 clients. Eighteen SPAs reported funding projects which found jobs for 14,123 ex-offenders. SPA efforts in corrections have been aided by the

Part E, "corrections-only" program, which, since it was initiated in 1971, has provided more than \$186,000,000 to the states.

A SAMPLING OF PROGRAMMING IN COMMUNITY CORRECTIONS

The focus of SPA funding in adult corrections has been on the development of community-based facilities and services. Fifty states report activity in this area.

The community corrections trend is partly in response to the growing realization that many offenders can be treated in the community without endangering public safety and, moreover, that institutionalization often does not aid in rehabilitating the offender.

In fact, it has been demonstrated that incarceration probably contributes to recidivism because it can be a brutalizing experience that alienates offenders from society. For these reasons, many states increasingly are emphasizing community programs, services, and facilities as alternatives to incarceration for less dangerous offenders.

In **Louisiana**, through SPA funds, the State Department of Corrections added 69 probation and parole officers to its staff, an increase of 100 percent. As a result of this increase, supervised probationers have increased from 4,633 to 7,500. There has also been a 400 inmate-per-year reduction in the State institutional population.

Oregon has moved to reduce institutionalization of adjudicated offenders both at the misdemeanor and felony levels. Programs for adjudicated misdemeanants are in effect in several of the State's 14 administrative districts. These programs, operating at the county level, provide services that include work and educational release, supervised probation involving professional and trained volunteers, counseling, and the brokerage of all community social services. Community programs for those convicted of felonies have caused the population of State correctional institutions to decline. Programs in operation include work release centers located throughout the State, college and vocational programs, and subsidy programs to reintegrate into the community.

South Dakota has expanded probation and parole services and has implemented community work release programs. These increased community services have allowed judges to place more people on probation and in recent years the population in institutions has declined from 600 to 200.

Alabama work-release programs serving 174 inmates have been funded, with expansion anticipated. Probation and parole programs now are State-wide. The Birmingham City jail has a work/study release program, and the City of Birmingham offers probation and services to misdemeanants. A program also has been funded utilizing volunteer attorneys as parole officers.

A **Utah** program provides residential therapeutic treatment for offenders found guilty of a misdemeanor or felony crime.

In **Idaho**, the most significant community-based program is Volunteers in Corrections. The program utilizes the services of community volunteers to assist professional probation and parole officers in the supervision of a portion of their caseload. There presently are 227 volunteers assigned to cases, with another 188 awaiting assignment. The use of volunteers permits closer contact with the probationer and parolee than the parole officer can devote because of his caseload.

In **Maine**, halfway houses for adult males are operated in Portland and Bangor. The Probation and Parole Division's Volunteer Services Coordinator arranges for volunteer workers to assist probation and parole officers at the community level. Corrections specialists at Lewiston, Bangor and Augusta-Waterville provide limited community-based evaluation services for law enforcement agencies and courts, and treatment services for the Division of Probation and Parole. A treatment and evaluation unit in Cumberland-York Counties serves law enforcement agencies, courts, and the Probation and Parole Division.



Juvenile Delinquency Prevention and Control

TOP SPA OBJECTIVES

The prevention and control of juvenile delinquency is a priority concern of the SPAs, with the primary focus of activity in the area on the provision of community-based treatment facilities and services. Fifty SPAs indicate that they are providing funding support for community-based juvenile delinquency programs.

COMPREHENSIVE RESULTS

With FY 1972 funds, a total of 295 group homes were funded by 43 SPAs serving 6,776 clients. Thirty-seven SPAs reported funding 244 youth service bureaus. In addition, SPAs provided funding for training for professionals and volunteers in the juvenile justice system and special programs in such areas as police-youth relations.

A SAMPLING OF JUVENILE PROGRAMMING

Because juvenile offenders usually have not had extensive exposure to the customary corrections environment, and because their behavioral patterns are still in a formative stage, diversion from the regular criminal justice system appears to be particularly fruitful for youths. Community-based programs offer an alternative to institutionalization. A substantial amount of SPA funding emphasis has been placed on approaches such as youth service bureaus and group and shelter care homes, all working in close coordination with juvenile authorities, police and the courts and providing various kinds of counseling and treatment services.

In **Kansas**, the average daily population of the State's Boys' Industrial School has decreased by 70 percent. Residential treatment for juveniles in the State currently is available through 17 SPA-funded group homes. Aftercare treatment is also available to juveniles released from the Boys' Industrial School.

In **Massachusetts**, all juvenile institutions except one State facility have been closed. The State institutions used to hold approximately 800 to 900 youths; now all but approximately 40 children are in community-based programs. The State still maintains three detention centers which hold approximately 100 youths, but approximately 70 of these youths will be moved to community-based shelter care facilities or to one smaller detention facility.

Through SPA support, **Kentucky** closed down its central large primary institution for dealing with juvenile delinquents. Juveniles now are referred to community programs and residential centers.

Oregon has placed major emphasis on prevention of juvenile crime through the use of police-school-community liaison officers, criminal justice education as part of the school curriculum, and behavioral intervention. Other programs make use of employment experience for "hard-core" delinquents, and of volunteers for personal counseling. Youth care and shelter care centers have been established through 18 programs supported by the SPA. In Oregon, progress is measured by the incidence of court dispositions of juvenile cases: judicial dispositions declined from a high of 9,019 cases in 1970 to 6,909 the following year.

California's major thrust in the juvenile area has been to expand community-based programs so that virtually all juveniles are dealt with at the local level. In 1972 approximately 90 percent of California's juvenile offenders were treated in some sort of community-based correctional program.

Located in Columbus, **Ohio**, the Boys' Own Youth Shelter provides a foster home community for delinquent youths. The present program involves 108 children. Each foster home facility accommodates 10 to 20 youths, and is responsible for implementing educational programs and activities for up to 45 local children on an out-patient basis. Only three of every ten youths serviced by this program were returned to the courts or institutions within six months of their discharge from the program. This recidivism rate — 33 percent — is a significant decrease from the national average of 60 percent.

The **Montana SPA** funded a Juvenile Justice Advisory Council, a panel of experts chosen by the Governor, to study the State's juvenile laws and bring them into compliance with recent decisions of the U.S. Supreme Court. Public hearings were held on the proposed legislation developed by the Council and a revised draft was submitted to the State legislature. The legislation was passed without revision in March of 1974, thus becoming the State's first revision of its juvenile code since 1934. The revisions have resulted in greater use in juvenile proceeding of civil rights procedures and due process, which was heretofore limited to adult proceedings, with the juvenile courts

assuming under law an attitude of "parens patriae," or a parental attitude of doing what was "best" for the youth. The revisions have also provided for a wider range of alternatives for handling youths who become involved with the law.

Youth service bureaus are being established to help coordinate existing community counseling and treatment resources for young people. They utilize the manpower and expertise of both criminal justice agencies and the community under coordinated, systematic supervision.

In **Vermont** one-third of the State is served by youth service bureaus, with continuing emphasis planned for the future. Youth service bureaus have been established in five **Alabama** counties and serve an estimated 9,000 youths.

A youth service bureau project in **Oklahoma** provided services to over 400 youths during its first ten months of operation. Statistics indicate that only three percent of the clients referred from the juvenile courts or police have had further court contact.

The **New Jersey SPA** has funded seven youth service bureaus in high crime areas. The bureaus receive referrals from the juvenile justice system and act as coordination points for community youth services. Offered at the bureaus are such services as psychiatric counseling, crisis intervention, family counseling, police-youth relations programs, and educational and recreational projects.

The **Mississippi SPA** has funded a pilot "law awareness" course developed by the Leflore County Separate School District. The school district will prepare model teaching aids and related curricular guides and make them available to the State Department of Education. The course study is the first known to be introduced into a rural school system and is taught in the fifth and 11th grades. The Law in American Society Foundation in Chicago is monitoring the project.

In **Albuquerque, New Mexico**, an SPA-funded project has provided services to young people arrested for the first time for possession of marihuana.

Under the Albuquerque program, when a juvenile 14-17 years old is arrested for the first time for possession of marihuana, he is offered — as a voluntary alternative to being processed through the juvenile court system — participation in the program.

Each participant, along with his or her parents, or guardians attend a one-night-a-week, seven-week course in drug education. In the three years the program has been in existence, 283 juveniles and their families have taken the course. Not one family or juvenile who has been offered the course has declined to participate, and the rate of recidivism among clients has been only four percent.



Other Priority SPA Activities

As agencies responsible for programming across the criminal justice spectrum, the SPAs are active in a number of areas which cut across the system's traditional functional lines (multi-functional). Three types of multi-functional effort which many SPAs are concerned with are developing criminal justice information systems, insuring the security and privacy of citizens as it relates to computerized criminal histories data, and adopting training standards for all criminal justice personnel.

INFORMATION SYSTEMS

Seventy-five percent of the SPAs responding to the questionnaire on the subject indicated that development of information systems was among their top three priorities in the multi-functional area.

Computer technology has introduced complex new systems in record-keeping. Criminal justice agencies are using these technological improvements to develop rapidly retrievable automated criminal offender records systems, and to make them easily available to local agencies within the state.

In **Massachusetts**, a criminal justice information system for offender records is being developed by the Criminal History Systems Board, which determines policy regarding the collection, storage, and dissemination of such information. SPA funding is scheduled to cease upon State takeover; the executive director of the SPA has served as chairman of the Criminal History Systems Board.

The **Pennsylvania** State Police Department has established CLEAN (Commonwealth Law Enforcement Assistance Network) with 132 field terminals in local police departments and 110 terminals in State police offices.

Arizona's plans for a State-wide communications system were begun in 1970 with completion scheduled for late 1975. CASTLECOP (The Co-ordinated Arizona State Law Enforcement Communications Plan) provides access to the Department of Public Safety computer and the Arizona Crime Information and National Crime Information Centers. Currently, 130 terminals are in operation. Plans are now underway to expand and develop a police voice communications network.

SECURITY AND PRIVACY STANDARDS

The right of citizens to privacy has become, in the age of magnetic tape, a subject of fresh concern and debate. SPAs are currently examining existing statutory and constitutional privacy and security provisions and as indicated, suggesting legislation guaranteeing basic rights in this area. A committee of the National SPA Conference has also been reviewing security and privacy legislation.

Six states have already adopted a statute establishing minimum standards for security and privacy of citizens. They are **Alaska, Arizona, Iowa, Massachusetts, South Carolina** and **Washington**. In Arizona in 1972, legislation was passed which strengthened the responsibilities of the Criminal Identification Section of the Arizona Department of Public Safety. Upon enactment of this legislation, rules and procedures regarding

security and privacy were developed at the State level and disseminated to all users of the Arizona Crime Information and National Crime Information Centers.

CRIMINAL JUSTICE TRAINING

With the goal of coordinated, systemwide training for all elements of the criminal justice system, many SPAs are developing plans and providing resources for state-wide criminal justice training academies.

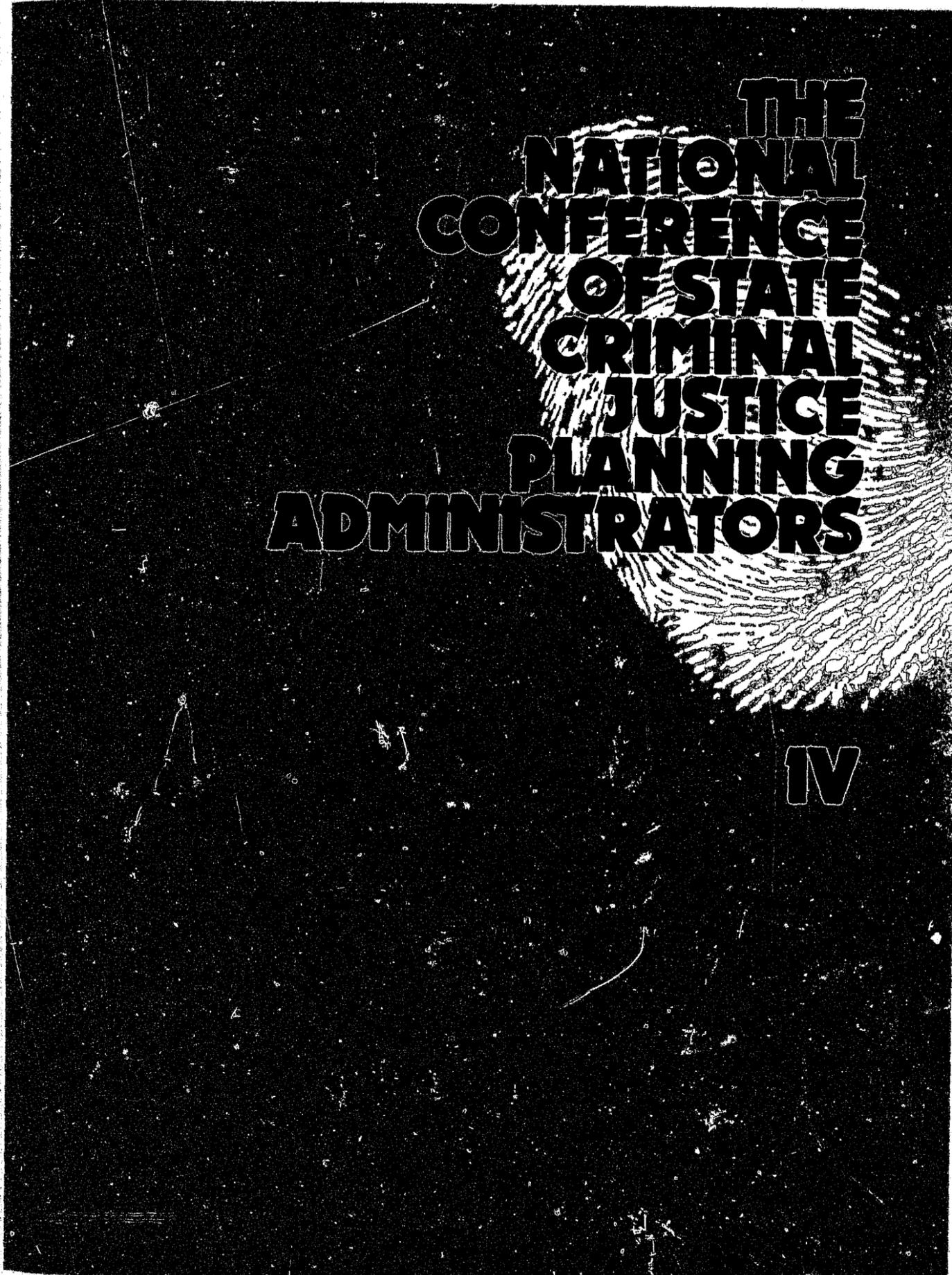
In North Carolina, an SPA-sponsored program received legislative approval in 1971 with adoption of standards applicable to police and corrections agency operations, respectively. General entrance requirements for police services personnel were also included in the legislation.

Through SPA funding, New Jersey is one of four states participating in Project STAR — "Systems and Training Analysis of Requirements." Project STAR is a research effort to define roles, objectives, function and performance, as well as knowledge and skill requirements for criminal justice personnel. In addition, the project will involve development of recruitment and selection criteria, educational requirements and the design of training modules.

The Connecticut SPA has operationalized one of the first joint criminal justice academies in the nation. The academy handles criminal justice training for all State criminal justice agencies other than police agencies, and part of its job is to develop and implement criminal justice training standards for these agencies.

FOOTNOTES

- ¹ National Advisory Commission on Criminal Justice Standards and Goals, *A National Strategy to Reduce Crime*. (Washington, D.C., U.S. Government Printing Office, 1973), p. 14.
- ² National Conference of State Criminal Justice Planning Administrators, *State of the States on Crime and Justice*, (Frankfort, Kentucky, 1973), p. 8.
- ³ National Advisory Commission, *Op Cit*, p. 8.
- ⁴ The Gallup Poll, "The Dimensions of Crime" (January 14, 1973), p. 3.
- ⁵ National Advisory Commission, *Op Cit*, p. 15.
- ⁶ National Advisory Commission on Criminal Justice Standards and Goals, *Report on Corrections*, (Washington, D.C., U.S. Government Printing Office, 1973), p. 1.



THE NATIONAL CONFERENCE OF STATE CRIMINAL JUSTICE PLANNING ADMINISTRATORS

IV

THE NATIONAL CONFERENCE OF STATE CRIMINAL JUSTICE PLANNING ADMINISTRATORS

The Crime Control Act of 1973 articulated the general roles of both the federal government and the states in the program of planning and action programs for crime reduction. LEAA would provide consultation and funds to the states each year and would insure that each state was spending its share of the funds according to provisions contained in the Crime Control legislation. The SPA, for its part, each year would formulate its plan for the most effective means to bring about crime reduction and criminal justice system improvement in the state.

In practice, as might be expected with a major legislative experiment, the respective roles of these two agencies have undergone change — the refinement of time and experience — and have thus been the subject of debate, discussion and difference of opinion between LEAA and the SPAs, and among the states themselves.

How much authority should the states have in disbursing federal funds? What kind of restrictions could — or should — LEAA impose on the states? How much pressure should LEAA exert to bring about state compliance with LEAA planning guidelines? How much influence should the states have in determining LEAA policy?

Questions such as these arose in the early days of the program and are still being discussed today. But in the early days of the program, orderly and regular discussion on such subjects was rarely possible. A number of factors hindered communication between LEAA and the states. LEAA was administratively remote from the states. Before the establishment of seven, and then ten regional offices, the SPAs had only one central office to

deal with. The full decentralization of LEAA in 1971 helped alleviate this problem. In addition, LEAA was initially staffed by administrators more familiar with categorical grant programs, many of whom were uneasy with the block grant approach. At the state level, a significant percentage of personnel in the newly-formed SPAs had little or no experience in the new and undeveloped science of criminal justice planning, and many of the first annual plans reflected this early inexperience. But one of the most difficult aspects of LEAA/SPA communication was a matter of numbers; there were 55 independent SPAs and they had no means of articulating a consensus of SPA thought. A body of workable size, but representative of all the SPAs, was needed, and the National Conference of State Criminal Justice Planning Administrators emerged as the envisioned forum in July of 1971.

Since 1971, the ability of LEAA to administer the Crime Control program has increased considerably, as has the ability of the states to plan effectively for the allocation of federal, state and local anti-crime funds. LEAA has recognized and openly acknowledged the increasing capability of the SPAs, and the states have begun looking for new ways in which they can responsibly influence federal policy decisions that effect their daily operations.

A recognition of the increasing ability of the SPAs to plan effectively for the use of their block grant funds has been an important factor in bringing about the current effective relationship between the federal agency and the states. LEAA's commitment to involve the states in policy decisions made at the federal level is largely based

on the known competence and valuable frontline perspective of the SPAs. The work of the National SPA Conference has encouraged LEAA to make that commitment and has enabled the commitment to become a reality.

Today, the relationship between the states and the federal government is closer than ever before to becoming an equal partnership in which each partner recognizes and accepts his responsibility to work with the other to make the Crime Control program succeed. The growth of the states' stature in this partnership has been a cycle of growing state initiative and competence which has encouraged the federal government to look more and more to the states, further spurring initiative and effective program administration.

GOALS AND ORGANIZATION

The National Conference of State Criminal Justice Planning Administrators is comprised of the directors of the 55 State Criminal Justice Planning Agencies (SPAs) operating in the states and territories. Recognizing the need for a formal mechanism through which unified state views could be developed on substantive issues related to the direction, management and implementation of the program, the SPA administrators formed the National Conference in 1971. The Conference was incorporated in the District of Columbia on January 8, 1974 as a private, non-profit organization.

Over the first three years of the Conference's existence, its organizational goals and objectives have grown as a function of maturation, changing circumstances and different styles of leadership. In addition to providing a unified state voice on the conduct of the Crime Control program under which the SPAs generally were created, the Conference has intense interest in:

Informing the governors, the congress, SPA supervisory boards and other appropriate groups of demonstrated needs and accomplishments within the states related to crime and justice.

Improving the state administration of the Crime Control program through the sharing and exchange of information and personnel among the states and by insuring the availability of needed and quality training and technical assistance.

Determining and effectively expressing the collective views of SPA administrators on pending

and recently enacted legislation and activity encompassing the entire scope of criminal justice.

Conference activities are directed by a 13-member executive committee composed of the chairman, vice chairman (each elected annually by the general membership), immediate past chairman, and ten regional chairmen representing states within the federal regions across the country. The executive committee is charged with the management of the Conference and the direction of the organization's policies and affairs between semi-annual meetings of the general membership.

To coordinate and expedite the technical and administrative affairs of the Conference, the organization employs a full-time professional staff director, the executive secretary, and a small professional staff. Conference staff is supported by a Technical Assistance grant from LEAA.

The Conference convenes semi-annually for full membership meetings, and the executive committee meets four times a year in addition to the semi-annual mid-winter and summer meetings. Individual Conference committees also meet during the year to discuss the status of the expanding range of projects which they have undertaken.

CONFERENCE COMMITTEES

The work program of the National Conference is carried out through seven standing committees and a technical advisory committee. In addition, SPA administrators or members of their professional staffs are appointed to special committees or given individual assignments as appropriate and necessary. A brief description of each of the committees and their principal activities follows.

GMIS Implementation Committee

This group was established to oversee the development and implementation of both manual and automated Grants Management Information Systems (GMIS) for the use of SPAs, in order to insure speedy and efficient access to uniformly coded data regarding grant awards, expenditures and program implementation status by state, region or nationwide. The availability of such data is not only valuable to the SPAs as a financial management tool, but will facilitate the exchange of uniform program information on a nationwide basis. The development of prototype systems in

Missouri and Idaho was the initial task of the committee, and these system designs are now ready for transfer to other sites.

The implementation phase of the GMIS effort is being expedited through an in-house staff capability headquartered in Washington, D.C. co-located with the Executive Secretariat, and is comprised of professionals in the field of systems analysis and computer programming. Between April 1974 and April 1975, the first of three anticipated implementation years, an estimated 25 workplans and 12 actual GMIS systems are projected for completion with financial assistance under an LEAA Technical Assistance grant.

Legislation Committee

Responsible for following legislative developments that impact on the operation of the Crime Control program and criminal justice services, this committee develops and recommends Conference positions on pending and needed legislation. In 1974, the Conference's Legislation Committee devoted particular attention to laws necessary for maintaining the security of criminal history and transaction files, and insuring the privacy of individuals who are the subjects of those files.

In order to comply with the security and privacy provisions contained in the 1973 Crime Control legislation, federal and state legislatures have introduced a number of bills designed to insure the integrity of criminal history information systems. Through the work of the Legislation Committee, the SPAs have expressed their concerns and desires relative to pending legislation to both houses of Congress and the Justice Department.

The Committee has also addressed the issues of FY 1975 and FY 1976 appropriation levels under the Crime Control Act. A subcommittee on budgeting and financial management has studied the flow of program funds within the current delivery system of LEAA and the SPAs, and has projected financial resources necessary over the next two years for a successful continuation of the program.

Other legislative matters under study by the committee include pending bills in the fields of juvenile delinquency and crime victim compensation, and desired characteristics of legislation to continue the Crime Control program beyond 1976.

SPA Development and Mutual Assistance Committee

This committee is responsible for a priority Conference concern — the continuous upgrading and development of SPA operational capabilities. Among techniques used in this task are the updating of minimum performance standards, the provision of adequate staff development opportunities and a program of mutual assistance among states.

The original SPA minimum standards for operational performance were adopted by the Conference in 1972 as self-improvement goals. Additions and revisions are considered by this committee on an ongoing basis as a means of encouraging continually higher levels of achievement. An additional area of recent and intense consideration for this committee has been the process of assessment. The assessment concept envisions a close examination of an SPA's operation by a jointly-composed LEAA/SPA team. Once determined that the SPA complies with a set of objective performance criteria, the SPA would be relieved of certain administrative burdens now imposed by the federal government to insure compliance with comprehensive planning requirements mandated by the Act.

Underlying the philosophy of minimum standards is the concept of mutual assistance, of each SPA calling on the experience and strengths of its sister organizations to improve upon its own shortcomings. Through the Development and Mutual Assistance Committee, efforts are made in several ways to inventory these strengths and weaknesses, and to match identified needs with internal resources.

The Committee has acted to insure that training opportunities, especially in priority staff development areas, such as evaluation technology, grant administration and civil rights compliance, are available in quality and accessible form. SPA or LEAA initiatives have commenced for each of these areas, and a master plan to provide a wide range of training opportunities is being developed in conjunction with LEAA, in realization that the internal staff development needs of the SPAs and LEAA frequently coincide. Unique training needs, such as orientation sessions and management training for new SPA directors and deputy directors, are provided through Conference-sponsored workshops.

Evaluation, Research and Technology Transfer Committee

This committee is responsible for coordinating research activities with LEAA, assessing available research and evaluation skills in the states and developing a model project evaluation system. The Committee has been active in the development and review of an LEAA Evaluation Policy Task Force report and identifying priority SPA training needs in the field of research and evaluation. In addition to an examination of proposed evaluation models which may be useful in any one state, the committee is studying guidelines for data comparability to establish common data bases among SPAs. Projected committee interests include the transferability of project designs for project types common to all states.

LEAA Coordination and Liaison Committee

Numerous issues of mutual concern between the SPAs and LEAA come before this committee. A central issue has been LEAA guidelines, those administrative regulations and interpretations emanating from the federal government pursuant and supplemental to controlling provisions of the Crime Control Act. In the spirit of intergovernmental partnership, the role of the committee is shifting from one of reaction to draft guidelines, to one of involvement and influence during the developmental stages of potential guidelines. The committee is contributing similarly early and meaningful input to LEAA on such policy development subjects as the use of discretionary grant funds, the direction of the Law Enforcement Education Program (LEAA's academic assistance effort), and appropriate roles and relationships between the SPAs and LEAA's ten regional offices.

National Governors' Conference Liaison Committee

Coordination of SPA activities with the National Governors' Conference (NGC) Committee on Crime Reduction and Public Safety is the primary role of this committee. As each SPA has strived to establish itself as a policy advisor in the field of criminal justice to its respective governor, the SPA Conference is seeking to develop a similar relationship between itself and the NGC. Joint positions on issues affecting criminal justice development are therefore articulated through this channel.

Special Projects Committee

This committee has placed priority emphasis on coordinating state input into the development and implementation of criminal justice standards and goals. Through liaison with LEAA, the committee seeks to keep SPAs abreast of developments in this area on the national level.

Public Affairs Advisory Council

The SPA Conference has established a technical advisory body composed of public information specialists from SPA staffs in each region. The council develops information strategies and techniques for the Conference and conducts training seminars to upgrade SPA public information capabilities, especially in regard to such areas as understanding and complying with Freedom of Information Act requirements.

Special Assignments

Special assignments and committees will continue to come into being as needed. During 1974 an *Ad Hoc Long Range Planning Committee* addressed the question of long-range Conference objectives, purposes, organizational and staffing requirements, affiliations and financing. *Committees on Police and Court Project Development* reviewed and contributed Conference positions on program development guides written by the University of Southern Illinois' Clearinghouse on Criminal Justice Planning and Architecture. Conference delegates serve on the advisory board of the American Bar Association's Correctional Economics Center and on the National Clearinghouse on Corrections (Part E) Advisory Board. The Conference has taken steps to coordinate the efforts of criminal justice public interest groups at the national level through a series of information-sharing meetings, and has extended assistance to such organizations as the National Criminal Justice Educational Consortium. In addition to these activities, the Conference's ten regional chairmen conduct meetings and implement other modes of information exchange among the SPAs in their respective areas.

SPA MINIMUM STANDARDS: GOALS FOR SELF-IMPROVEMENT

Early in the existence of the National SPA Conference there was a recognition that levels of performance specified and endorsed by one's peers

could be a persuasive impetus for improvement. It was also recognized that offers of peer assistance could be a welcome form of technical assistance to SPAs. The Conference, therefore, set out a series of minimum standards of operation as realistic goals for its membership. Since the 1972 publication of these standards, two additional performance areas have been included and a number of the original ten standards have been revised. Also since that time, the number of SPAs which have reached these goals has been increasing.

The survey instrument used in developing this report polled the SPAs as to their relative status in achieving these standards in 1972, today, and their anticipated position in 1976. The results mark significant improvement among SPAs in reaching these goals. From 44 to 48 SPAs responded to questions on each of the 12 standards. The progress indicated follows.

Planning — The planning standards established a goal of in-house capability for each SPA to develop its annual comprehensive plan as a complete and accurate assessment of the state's justice system, problems and priorities for improvement. While 64 percent of the SPAs responding had such a capability in 1972, 98 percent now have a complete in-house planning operation. By 1976 all SPAs project conformance with the standard.

Auditing — A goal was established for auditing of 25 percent of all action grants and 50 percent of all funds awarded each fiscal year. The standard set target criteria for timing, scheduling, distribution, objectivity and openness of SPA audit operations. While 57 percent of reporting SPAs had reached this level in 1972, 91 percent are now at such a level and all SPAs will have attained this goal by 1976.

Monitoring — The monitoring goal calls for all projects of \$10,000 or more cost to be subjected to an on-site fiscal and programmatic examination. Projects of greater magnitude and of a continuing nature are to be inspected with greater frequency. The 1972 level of attainment was 50 percent which had increased by 1974 to 91 percent of responding SPAs. All SPAs will reach the criteria for monitoring by 1976.

Evaluation — A representative sample of all programs, and at least 25 percent of number or dollar volume of subgrants, must be evaluated each year to reach this performance standard. The nature of evaluation required here goes to the success of the subject program in meeting its

quantified goals for crime reduction or systems improvement. Only 36 percent of the SPAs responding met this goal in 1972 as compared to 93 percent today. All the SPAs indicated they would reach this level in 1976.

GMIS — Each SPA shall have a manual or automated Grants Management Information System (GMIS) providing accurate and speedy information on a series of financial and programmatic data elements to expedite the SPA's administrative, management and planning functions. The goal of an operational GMIS had been attained by 30 percent of responding SPAs in 1972. Ninety-five percent of the SPAs currently have some type of minimum reporting system and all SPAs project having this capability by 1976. The GMIS project of the National SPA Conference is envisioned as supplementing and substantially enriching current state efforts by providing the technology for more sophisticated and generally more compatible systems nationwide.

Grant Administration — Goals in the administration of subgrant applications and awards were set at 90-day application disposition, adequate education for recipients, 30-day disposition of grant modification requests and adequate technical assistance in grant implementation. While 56 percent met this goal in 1972, all SPAs reporting have now met this standard.

Fund Flow — A valid request by a subgrantee for action or planning funds under an awarded grant should be completely processed and paid within 30 days under this standard. Each SPA should also have an automatic abort system for projects not implemented within 120 days of award, also insuring against idle grant funds not put to work in the justice system as rapidly as possible. The percentage of SPAs reporting to have met this level by 1972 was 76 percent. All these SPAs now report having reached the fund flow standard.

Organizational Structure — This standard prescribes a structure for SPAs which includes a full-time staff director; full-time staff for planning, research, program development and fiscal operations; and an audit capability, all of which must be adequate and consistent with the state's needs based on such factors as state size, number of active grants, method of operation and range of duties. The 1972 level of attainment was 80 percent. Today, there is full compliance.

Training and Staff Development — Each SPA shall provide all new SPA regional and coordinating council professional staff with formal

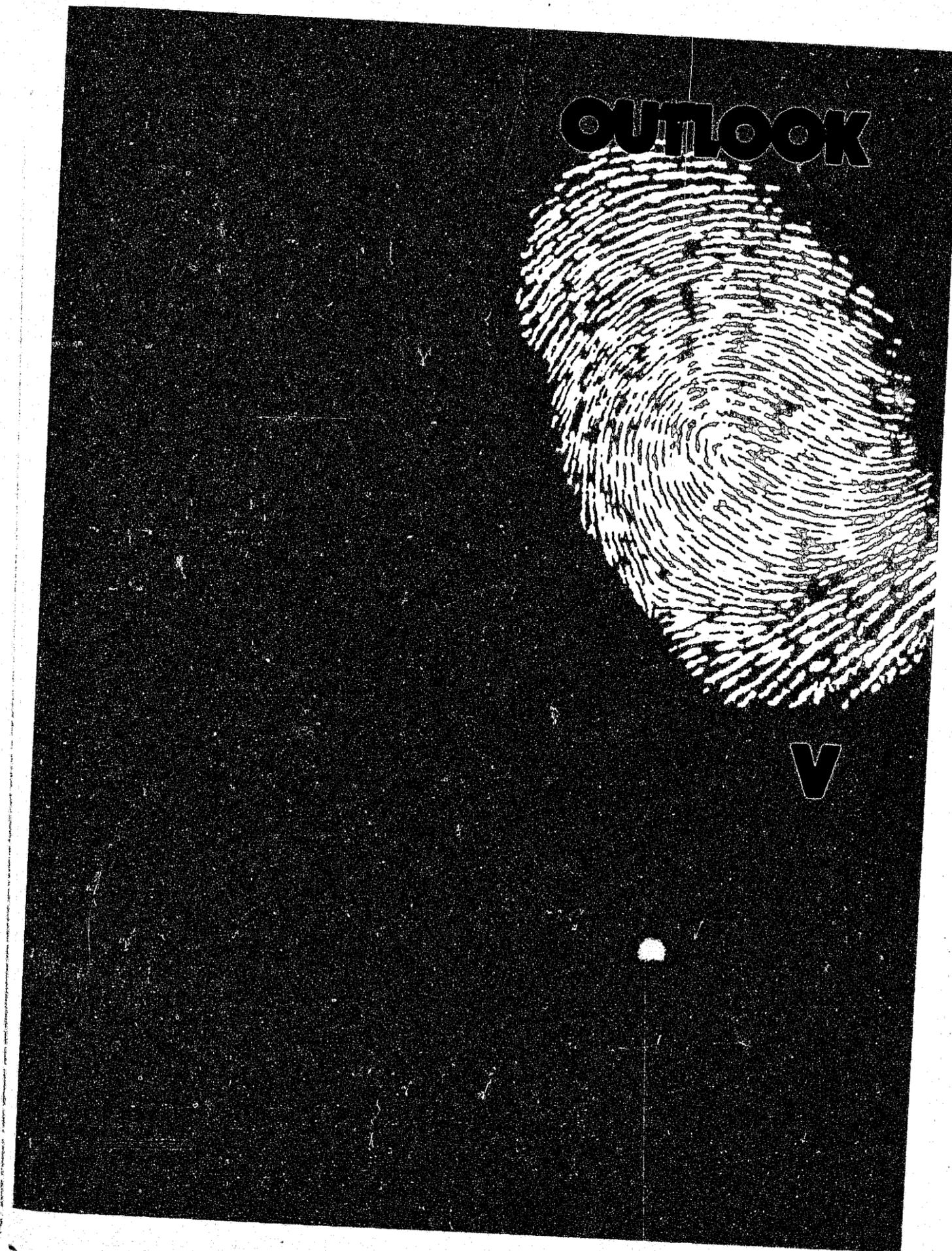
orientation programs concerning a range of prescribed topics and programs, and at least 25 hours in-service training annually shall be offered to increase the proficiency of staff members in their specific area of responsibility. In 1972, 34 percent of responding SPAs had achieved this goal. The level has risen to 91 percent today with all SPAs anticipating goal attainment by 1976.

Public Information — The goal for public information is the development of a comprehensive public affairs program which is cognizant of local, state and federal information needs and which is under the stewardship of a designated individual with specific responsibility for the development of such a program. Progress in this area is evidenced by 54 percent attainment in 1972, 98 percent in 1974 and all responding SPAs by 1976.

Affirmative Action — This standard requires each SPA to develop an affirmative action program to insure employment opportunities for minority groups and women on an equal basis. Such plans had been formalized in 29 percent of responding SPAs in 1972 as compared to 98 percent in 1974. Full compliance is assured by 1976.

Technical Assistance — A complete program of technical assistance for criminal justice agencies within an SPA's respective state is the goal under this standard. The program must insure coordination of SPA resources with those of other federal, state and local agencies, and must insure the technical expertise needed by SPA clientele. While approximately 50 percent of reporting SPAs had such programs in 1972, 95 percent now report reaching this plateau, with all projecting attainment by 1976.

The development of realistic and universally-acceptable minimum performance standards is regarded by numerous SPA directors as one of the most significant Conference actions of its first three years. These goals have served not only as a self-evaluation tool, but have been presented to numerous governors and state legislatures by SPAs as evidence of their minimum needs. The growing credibility of the Conference finds witness in the frequent success of this approach. With the passage of time, as Conference activity and interests expand, updating of the standards will remain a continuing priority.





Today, only five years since Congress established the nation's first coordinated crime control program, what in 1968 was a disheveled criminal justice system has begun to show signs of new life.

Passage of the Safe Streets Act marked an experiment for federal and state government, a challenge not only to revitalize America's system of criminal justice and crime control, but to work together under a new concept of federal-state relations.

State of the States on Crime and Justice 1974 has reported the success of that experiment. Five years ago, the SPA was the "new kid on the block," new to the as-yet undefined discipline of criminal justice planning, yet charged with the critical responsibility of coordinating the law enforcement and criminal justice efforts of state and local agencies and administering a massive program of federal anti-crime funding to the states. The SPAs have met this challenge.

The SPAs have proven that they can generate meaningful change, not only by providing dollars, but by providing advice and leadership for the criminal justice system. The SPAs now occupy the void long evident in the field of criminal justice. The new techniques and disciplines which they have developed will endure, regardless of the administrative framework in which they are placed. The spirit of the federal government working in harmony with the states on problems of criminal justice that has been embodied in the Crime Control Act has emerged as one of mutual confidence and cooperation between LEAA and the SPAs.

Looking back, a dynamic new source of energy has begun to regenerate the criminal justice system. Looking ahead, there is promise.

As the SPAs continue to mature, they will play even more influential roles in their states. In recent years, as this report has pointed out, these agencies have become increasingly involved in criminal justice activities beyond the direct purview of their statutory responsibilities. This trend is expected to grow.

New and better planning tools are continually emerging, and the SPAs are using them to develop more effective programs. One such planning resource certain to have a substantial impact in coming years is the use of criminal justice standards and goals. As these recommendations — contained in the six-volume report of the National Advisory Commission on Criminal Justice Standards and Goals—are studied and discussed in the states, new strategies and goals for crime reduction and criminal justice improvement will be adopted.

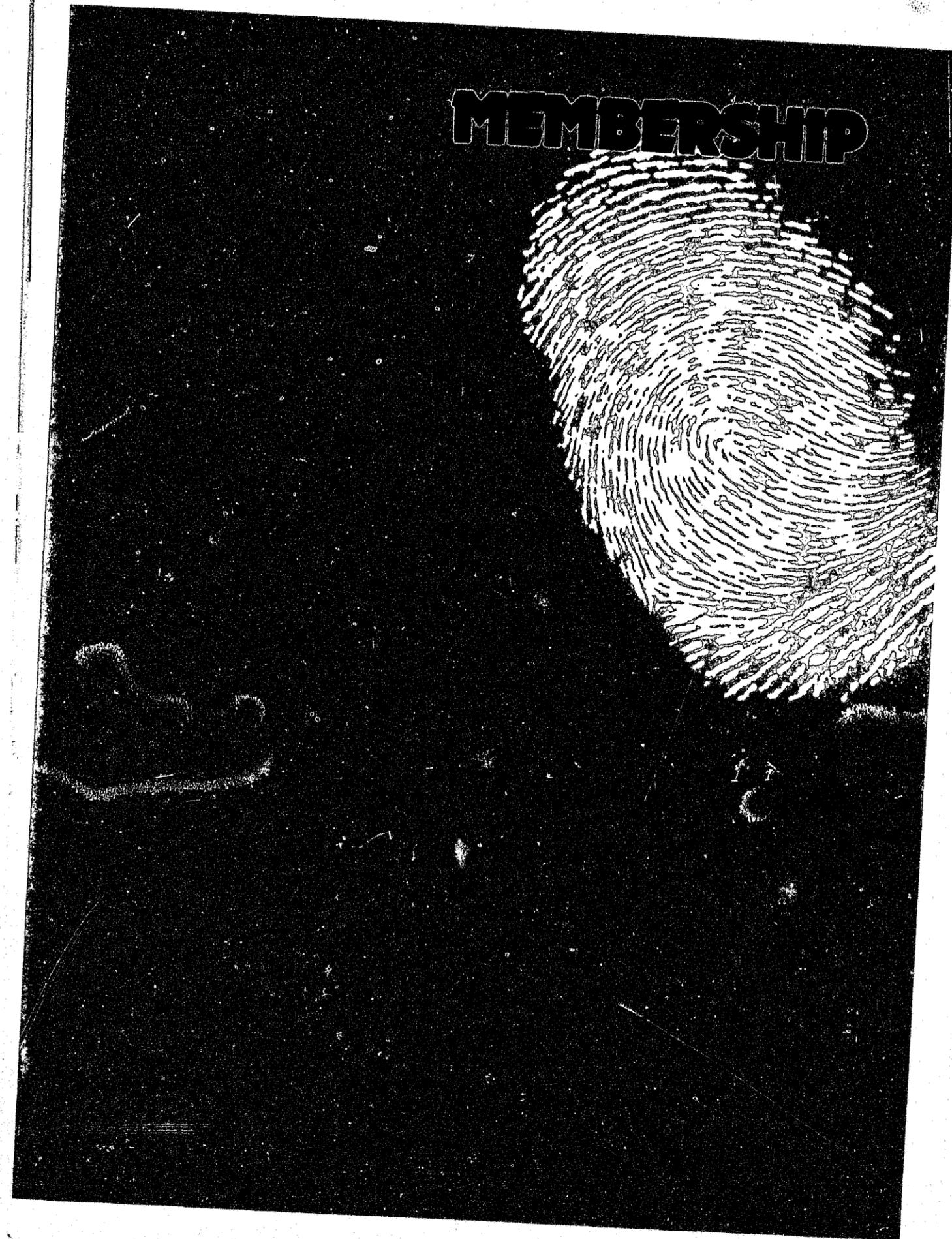
Between 1968 and 1973, Congress committed increasing appropriations to the Crime Control program. As those funds grew, SPA capabilities became more effective, programs expanded and the criminal justice system responded rapidly. That momentum has, for the time being, been slowed, as appropriations levels for fiscal years 1974 and 1975 have remained relatively constant with 1973 levels.

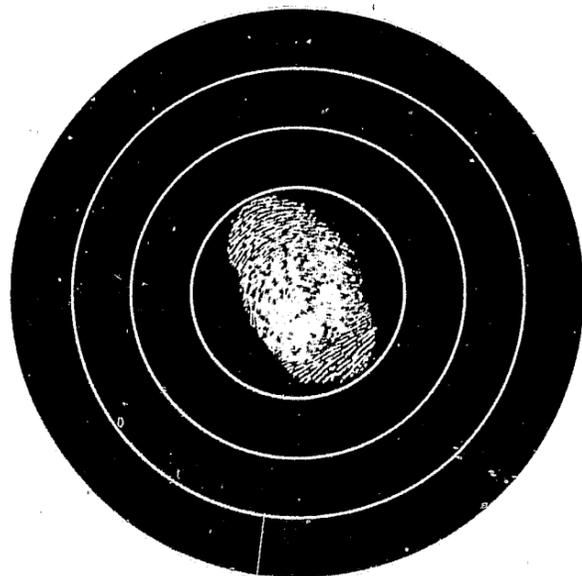
The SPAs have developed specific long range crime reduction and systems improvement objectives which are detailed elsewhere in this report.

As a composite, they show the possibility of a true *system* of criminal justice in America, with smoothly-functioning, efficient courts systems run by well-trained legal scholars and professional administrators; police who are qualified, well trained, provided with modern and sophisticated patrol and resource allocation equipment and attuned to community problems and needs; a correctional system which recognizes the balance between protecting society from those who should be kept apart from it and rehabilitating those offenders who need not be, through development of community-based facilities and services; and an approach to juvenile delinquency that provides community-based facilities and services as an alternative to institutionalization as well as a variety of programs designed to prevent young people from becoming delinquents. It is a system that is better able to impact on crime and is responsive to society's needs.

Progress toward achieving these objectives has been substantial in so short a time, but for now, because of nearly static levels of appropriations, the pace of criminal justice reform has been slackened. A number of problems are the result of this situation, including the dilemma caused by refunding commitment. Nationwide, an average of 54 percent of SPA block grant funds for fiscal years 1973 and 1974 are committed to project refunding. Thus, only 46 percent is available for the new and innovative programming so vital to continued progress. Without an offsetting increase in appropriations, this problem cannot be effectively addressed.

How rapidly we can achieve the goals which five years ago seemed generations away and today are within a decade's grasp is only a matter of America's philosophical and financial commitment.





MEMBERSHIP

ALABAMA

Robert G. Davis, Director
Alabama Law Enforcement Planning Agency
501 Adams Avenue
Montgomery, Alabama 36104
Phone (205) 269-6665

ALASKA

Lauris S. Parker, Executive Director
Governor's Commission on the Administration of Justice
Pouch AJ
Juneau, Alaska 99801
Phone (907) 586-1112

AMERICAN SAMOA

Clarence E. Scanlan, Director
Territorial Criminal Justice Planning Agency
Office of the Attorney General
P.O. Box 7
Pago, Pago, American Samoa 96799
Phone Pago, Pago, 33431

ARIZONA

Albert N. Brown, Executive Director
Arizona State Justice Planning Agency
Continental Plaza Building
5119 North 19th Ave., Suite M
Phoenix, Arizona 85015
Phone (602) 271-5466

ARKANSAS

Ray Biggerstaff, Director
Commission on Crime and Law Enforcement
1000 University Tower Building
12th at University
Little Rock, Arkansas 72204
Phone (501) 371-1305

CALIFORNIA

Anthony L. Palumbo, Executive Director
Office of Criminal Justice Planning
7171 Bowling Drive
Sacramento, California 95823
Phone (916) 445-9156

COLORADO

G. Nicholas Pijoan, Executive Director
Division of Criminal Justice
Department of Local Affairs
1370 Broadway
Denver, Colorado 80203
Phone (303) 892-3331

CONNECTICUT

Rollie Sterrett, Executive Director
Connecticut Planning Committee on Criminal Administration
75 Elm Street
Hartford, Connecticut 06115
Phone (203) 566-3020

DELAWARE

Norma V. Handloff, Director
Delaware Agency to Reduce Crime
Room 405, 4th Floor
Central YMCA
11th and Washington Streets
Wilmington, Delaware 19801
Phone (302) 571-3430

DISTRICT OF COLUMBIA

Benjamin Renshaw, Executive Director
Office of Criminal Justice Plans and Analysis
Munsey Building, Suite 200
1329 E Street, N.W.
Washington, D.C. 20004
Phone (202) 629-5063

FLORIDA

Helge Swanson, Bureau Chief
Bureau of Criminal Justice Planning and Assistance
Bryant Building, 620 South Meridian St.
Tallahassee, Florida 32304
Phone (904) 488-6001

GEORGIA

Jim Higdon, Administrator
State Crime Commission
Suite 306, 1430 West Peachtree St., N.W.
Atlanta, Georgia 30309
Phone (404) 656-3825

GUAM

Edward C. Aguon, Director
Territorial Crime Commission
Office of the Governor
P.O. Box 2950
Agana, Guam 96910
Phone Guam, 772-8781

HAWAII

Dr. Irwin Tanaka, Director
State Law Enforcement and Juvenile Delinquency
Planning Agency
1010 Richards Street
Kamamalu Building, Room 412
Honolulu, Hawaii 96813
Phone (808) 548-4572

IDAHO

Robert C. Arneson, Director
Law Enforcement Planning Commission
State House Annex No. 3
Boise, Idaho 83707
Phone (208) 384-2364

ILLINOIS

Dr. David Fogel, Executive Director
Illinois Law Enforcement Commission
120 South Riverside Plaza
Chicago, Illinois 60606
Phone (312) 454-1560

INDIANA

Frank A. Jessup, Executive Director
Indiana Criminal Justice Planning Agency
215 N. Senate
Indianapolis, Indiana 46202
Phone (317) 633-4773

IOWA

George W. Orr, Executive Director
Iowa Crime Commission
520 E. Ninth Street
Des Moines, Iowa 50319
Phone (515) 281-3241

KANSAS

Thomas W. Regan, Director
Governor's Committee on Criminal Administration
535 Kansas Avenue, 10th Floor
Topeka, Kansas 66603
Phone (913) 296-3066

KENTUCKY

A. Wilson Edwards, Administrator
Executive Office of Staff Services
Department of Justice
209 St. Clair Street
Frankfort, Kentucky 40601
Phone (502) 564-6710

LOUISIANA

Wingate M. White, Executive Director
Louisiana Commission on Law Enforcement
and Administration of Criminal Justice
Room 314 Wooddale Tower
1885 Wooddale Blvd.
Baton Rouge, Louisiana 70806
Phone (504) 389-7178

MAINE

John B. Leet, Executive Director
Maine Law Enforcement Planning
and Assistance Agency
295 Water Street
Augusta, Maine 04330
Phone (207) 289-3361

MARYLAND

Richard C. Wertz, Executive Director
Governor's Commission on Law Enforcement
and Administration of Justice
Executive Plaza One, Suite 302
Cockeysville, Maryland 21030
Phone (301) 666-9610

MASSACHUSETTS

Arnold R. Rosenfeld, Executive Director
Committee on Criminal Justice
80 Boylston Street
Boston, Massachusetts 02116
Phone (617) 727-5497

MICHIGAN

Don P. LeDuc, Administrator
Office of Criminal Justice Programs
Lewis Cass Building Second Floor
Lansing, Michigan 48913
Phone (517) 373-3992

MINNESOTA

Robert E. Crew, Jr., Executive Director
Governor's Commission on Crime Prevention
and Control
6th Floor,
444 Lafayette Road
St. Paul, Minnesota 55101
Phone (612) 296-3133 or 296-3052

MISSISSIPPI

William Grissett, Executive Director
Division of Law Enforcement Assistance
Suite 200 Watkins Building
510 George Street
Jackson, Mississippi 39201
Phone (601) 354-6591

MISSOURI

Robert Gruensfelder, Executive Director
Missouri Law Enforcement Assistance Council
P.O. Box 1041
Jefferson City, Missouri 65101
Phone (314) 751-3432

MONTANA

Brinton B. Markle, Executive Director
Board of Crime Control
1336 Helena Avenue
Helena, Montana 59601
Phone (406) 449-3604

NEBRASKA

Harris R. Owens, Executive Director
Nebraska Commission on Law Enforcement
and Criminal Justice
State Capitol Building
Lincoln, Nebraska 68509
Phone (402) 471-2194

NEVADA

Carrol T. Nevin, Director
Commission on Crime, Delinquency & Corrections
State Capitol, 1209 Johnson Street
Carson City, Nevada 89701
Phone (702) 885-4405

NEW HAMPSHIRE

Roger J. Crowley, Director
Governor's Commission on Crime & Delinquency
80 South Maine St.
Concord, New Hampshire 03301
Phone (603) 271-3601

NEW JERSEY

John J. Mullaney, Executive Director
Law Enforcement Planning Agency
3535 Quaker Bridge Road
Trenton, New Jersey 08619
Phone (609) 292-3741

NEW MEXICO

Norman E. Mugleston, Executive Director
Governor's Council on Criminal Justice Planning
P.O. Box 1770
Santa Fe, New Mexico 87501
Phone (505) 827-5222

NEW YORK

Thomas Chittenden, Deputy Commissioner
State of New York
Division of Criminal Justice Services
270 Broadway, 8th Floor
New York, New York 10007
Phone (212) 488-4868

NORTH CAROLINA

Donald R. Nichols, Administrator
North Carolina Department of Natural and
Economic Resources
Law and Order Division
P.O. Box 27687
Raleigh, North Carolina 27611
Phone (919) 829-7974

NORTH DAKOTA

Kenneth J. Dawes, Director
North Dakota Combined Law Enforcement Council
Box B
Bismarck, North Dakota 58501
Phone (701) 224-2594

OHIO

Col. Alphonso C. Montgomery, Director
Administration of Justice Division
Department of Economic and Community Development
Box 1001
Columbus, Ohio 43216
Phone (614) 466-7610

OKLAHOMA

James Gleason, Acting Director
Oklahoma Crime Commission
5235 N. Lincoln Boulevard
Oklahoma City, Oklahoma 73105
Phone (405) 521-3392

OREGON

Edward C. Cooper, Administrator
Executive Department, Law Enforcement Council
240 Cottage Street, S.E.
Salem, Oregon 97310
Phone (503) 378-4347

PENNSYLVANIA

John T. Snavey II, Executive Director
Governor's Justice Commission
Department of Justice
P.O. Box 1167
Federal Square Station
Harrisburg, Pennsylvania 17120
Phone (717) 787-2042

PUERTO RICO

Dionisio A. Manzano, Director
Puerto Rico Crime Commission
G.P.O. Box 1256
Hato Rey, Puerto Rico 00936
Phone (809) 783-0398

RHODE ISLAND

John J. Kilduff, Executive Director
Governor's Committee on Crime, Delinquency
& Criminal Administration
265 Melrose Street
Providence, Rhode Island 02907
Phone (401) 277-2620

SOUTH CAROLINA

Lee M. Thomas, Executive Director
Office of Criminal Justice Programs
Edgar A. Brown State Office Building
1205 Pendleton St.
Columbia, South Carolina 29201
Phone (803) 758-3573

SOUTH DAKOTA

Dan Schenk, Acting Director
South Dakota State Criminal Justice Commission
118 West Capitol
Pierre, South Dakota 57501
Phone (605) 224-3661

TENNESSEE

Francis W. Norwood, Director
Tennessee Law Enforcement Planning Agency
Suite 205, Capitol Hill Building
301 Seventh Avenue, North
Nashville, Tennessee 37219
Phone (615) 741-3521

TEXAS

Robert Flowers, Executive Director
Criminal Justice Council, Executive Department
610 Brazos
Austin, Texas 78701
Phone (512) 476-7201

UTAH

Robert B. Andersen, Director
Law Enforcement Planning Agency
Room 304 — State Office Building
Salt Lake City, Utah 84114
Phone (801) 328-5731

VERMONT

Michael K. Krell, Executive Director
Governor's Commission on the Administration of Justice
149 State Street
Montpelier, Vermont 05602
Phone (802) 223-8610

VIRGINIA

Richard N. Harris, Director
Division of Justice & Crime Prevention
8501 Mayland Drive, Parham Park
Richmond, Virginia 23229
Phone (804) 770-7421

VIRGIN ISLANDS

Melville M. Stevens, Administrator
Virgin Islands Law Enforcement Commission
Box 280, Charlotte Amalie
St. Thomas, Virgin Islands 00801
Phone (809) 774-6400

WASHINGTON

Saul Arrington, Administrator
Law and Justice Planning Office
Office of Community Development
Office of the Governor
Olympia, Washington 98504
Phone (206) 753-2235

WEST VIRGINIA

Gerald S. White, Executive Director
Governor's Committee on Crime, Delinquency and Correction
Morris Square Suite 321
1212 Lewis Street
Charleston, West Virginia 25301
Phone (304) 348-8814

WISCONSIN

Robert Stonek, Executive Director
Wisconsin Council on Criminal Justice
122 West Washington Avenue
Madison, Wisconsin 53702
Phone (608) 266-3323

WYOMING

John B. Rogers, Administrator
Governor's Planning Committee on Criminal Administration
State Office Building East, Fourth Floor
Cheyenne, Wyoming 82002
Phone (307) 777-7716

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