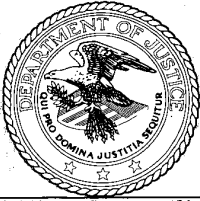


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1995 National Conference

Today's Criminal Justice System

Approaching the Year 2000



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Ten Years of Innovation

*Pioneering BJA
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1995 National Conference
Today's Criminal Justice System
Approaching the Year 2000

Ten Years of Innovation

Pioneering BJA Programs

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Introduction

As part of a continuing effort to provide the criminal justice community with improved access to information on successful programs that are responsive to the problems of drug abuse and/or violent crime, the Bureau of Justice Assistance is publishing **Ten Years of Innovation: *Pioneering BJA Programs***. The programs documented in this publication reflect State and local programming initiatives which have their origins as a result of program development and implementation activities supported by BJA's Formula Grant and Discretionary Grant Programs. The 50 programs from 35 States described in the document report on innovative strategies developed in ten program areas: drug/crime prevention; police/community partnerships; innovative court programs/prosecution; alternatives to incarceration; system improvement; corrections; task forces/law enforcement; treatment and rehabilitation; victims; and youth violence. Each of these programs is part of BJA's success story. Each is representative of literally hundreds of other programs that are based upon BJA's initiatives. Many of these programs have been institutionalized and have been replicated in communities across the country. They also reflect the creative energy and cumulative experience of many dedicated State and local criminal justice planners and practitioners who take concepts and shape them into effective programs. These programs have become model programs for replication by State and local criminal justice planners across the nation.

BJA is proud of its work identifying and documenting drug abuse and violent crime programs to demonstrate which programs work most effectively and how lessons learned at the State and local levels can be shared nationally to ensure that the most promising approaches can have a broad impact. In addition BJA's efforts enable justice system planners and managers to understand the scope and level of effort required for innovative approaches. The program descriptions in this publication contain contact information to facilitate the exchange of information among criminal justice planners and practitioners. This document facilitates access to a rich body of information in a systematic format that will serve as a valuable reference tool for transferring ideas and making contacts among criminal justice practitioners.

Drug/Crime Prevention

Illinois

Communities in Action to Prevent Drug Abuse

Statement of the Problem

Drugs and crime provoke deterioration in low- and moderate-income communities across the country. Fear and other barriers keep citizens isolated and feeling powerless against gangs, drug dealers, and other criminals. Without citizen support, police and other law enforcement groups cannot restore law and order or even more important, residents' feeling of safety in their communities.

The highest rates of violent crime occur in these declining neighborhoods, while at the same time opportunities for adequate housing and employment are curtailed. These are the neighborhoods that Communities in Action to Prevent Drug Abuse (CAPDA) targets. In these areas, open drug markets operate around the clock near schools. For example, during the 1993-94 school year over 5,000 arrests were made within 1,000 feet of schools. Open drug markets also operate near parks, shopping districts, and other areas frequented by children.

But violent crime and drugs are only part of the story in CAPDA neighborhoods. Historically, these are areas that banks have neglected, businesses have fled, and local government has written off. Most are riddled with abandoned or substandard housing and vacant lots. Joblessness is rampant. Estimated unemployment rates within CAPDA-targeted neighborhoods in 1994 ranged from 7 percent to 35 percent, with an average rate of 13 percent. People who live in CAPDA neighborhoods are at greatest risk for becoming victims of violent crime and illicit drug use or for becoming criminals themselves.

Goals and Objectives

The National Training and Information Center (NTIC), a resource center for grassroots

neighborhood groups around the country, drew on its fund for organizational development, training, and technical assistance to develop Communities in Action to Prevent Drug Abuse.

CAPDA's goal is to work with community groups that can help residents overcome this fear, build community partnerships, and empower people to reclaim their neighborhoods.

CAPDA's objectives are to:

- empower community residents to overcome fear of violence, gangs, and drugs in their neighborhoods and to regain ownership of their streets;
- build partnerships and working relationships with the entire community, including residents, law enforcement agencies, businesses, government officials, schools, and churches;
- address the root causes of crime, particularly economic stagnation and inadequate housing; and
- develop, test, and implement innovative crime intervention and prevention strategies using community partnerships.

Program Components

CAPDA provides annual grants of \$12,000 to \$23,000 to 11 community-based organizations that meet the following criteria that: (1) the groups are rooted in their neighborhoods; (2) their policy boards consist of neighborhood residents and a small paid staff; (3) the CAPDA money is only part of their resources along with other funding sources including private foundations and State and local governments; (4) organizations that have relatively small budgets; and (5) they respond to neighborhood crises and work on a variety of issues.

CAPDA organizations program work in diverse communities. Five groups target specific neighborhoods in large cities, while six work for residents of entire urban areas. One serves an

entire county encompassing a substantial rural community and another originally focused its efforts in Rock Island, Illinois but expanded to the entire Quad Cities area.

CAPDA requires that specific solutions be tailored to each community, but can apply certain strategies to neighborhoods throughout the country. These strategies build on basic organizing techniques such as one-on-one interviews and knocking on residents' doors to uncover their concerns. Participating groups then try to bring residents together in a coalition that can meet and negotiate with city officials and others to win relatively simple victories such as increases in such city services as trash collection and rat abatement. As participants' confidence in themselves and in their coalitions increases, they use certain universally tested strategies and develop innovative anti-crime tactics of their own.

An integral part of CAPDA is the intensive technical assistance and training provided by NTIC, which is tailored to the individual needs, issues, and level of experience of the participating organizations. For more than 20 years NTIC has helped community organizations develop leaders, train staff, and research and track issues. NTIC also helps them network with each other so that they can share ideas and experiences, and work out problems throughout the year. NITC's annual conference brings them all together for a unique chance to brainstorm as a group.

Results and Impact

Performance Measures

The numbers show that CAPDA organizations have closed hundreds of drug houses, monitored more than a thousand court cases, and formed dozens of partnerships to attack the crime and drug problems in their communities. Anecdotal evidence such as interviews with key community residents reflects less tangible changes that CAPDA has prompted in neighborhoods—restored feelings of hope and a sense of safety.

Successes and Accomplishments

This program has allowed communities to address the causes of crime, violence, and illicit drug use: unemployment, inadequate and overcrowded housing, truancy and high dropout rates, and lack of city services, to name a few. New partnerships have been formed with banks, local businesses, schools, parent organizations, and job training programs to address these causes.

These partnerships have:

- closed more than 700 drug distribution locations;
- found full-time employment for some 100 unemployed or underemployed residents; and
- encouraged local banks to commit more than \$22 million in home ownership, rehabilitation and business development loans.

The number and variety of innovative crime-fighting strategies of these groups are too numerous to explain in detail. Typical examples include Hartford, Connecticut Areas Rally Together which takes a new approach to handling prostitution in one neighborhood. Police began using laws that allow confiscation of property involved in committing crimes to seize the vehicles of people soliciting prostitutes. The Hartford County State's Attorney reported that prostitution in the neighborhood dropped by 90 percent following institution of the new policy.

In New York State, Syracuse United Neighbors worked with a judge to institute an alternative sentencing scheme for nonviolent offenders: voluntary community service that must be completed in the community where the crime occurred. A grant from the county Drug and Alcohol Abuse Commission pays a neighborhood resident to work the program's supervisor/mentor. Offenders who complete their service without violating probation receive a reduced sentence. During the first five months of the program, 14 individuals participated. Twelve completed 200 hours of community service and were released from probation, while two elected to serve jail time. All

who completed the program, returned to school fulltime or found jobs.

Various other strategies have been used. Most groups use "hot spot" cards that allow residents to make anonymous reports to police through their community organizations. Residents often provide vital eyewitness information on the cards regarding how, when, and where drugs are sold. This information allows police to close these hot spots. The groups often support drug-free zones—which carry increased penalties for certain crimes committed in the zones—as a way to enforce neighborhood residents' feelings of safety. Some target pay phones used by drug dealers, while others seek strict enforcement of building and housing codes.

The program has also improved the groups' abilities to raise money. The 13 groups have raised nearly \$900,000 from foundations and another \$400,00 in in-kind contributions for volunteer work, office space, postage, and materials for neighborhood cleanups. Groups have also raised nearly \$8 million from Federal, State, and local government agencies to rehabilitate abandoned buildings, establish youth programs, and fund community policing activities. Six of the 13 CAPDA groups raised more than \$200 million in investment dollars to provide home ownership opportunities and rehabilitation loans, and to increase the stock of affordable housing.

Besides coordinating local groups' efforts, NTIC undertook two national activities. On Valentine's Day, 1994 NTIC coordinated a National Take Back Our Street and Communities Day in which the CAPDA groups as well as nearly two dozen other associations and community organizations in 20 cities participated. Each group held an event to demonstrate its resolve to rid their community of crime and drugs. In Chicago more than 600 neighborhood residents attended a rally addressed by Chicago's key crime-fighting leaders: the mayor, State's Attorney, police superintendent, U.S. Attorney, and an official from the State Department of Alcoholism and Substance Abuse. In Iowa groups met with the State Deputy Attorney General

to describe their successful anticrime and drug abuse strategies and with the Governor to discuss improving Iowa's drug-free zone law. Cincinnati residents discussed their crime and drug problems with the full city council. A Boston group held a candlelight vigil in front of a skating rink where gang members had shot seven people only three weeks earlier.

NTIC's other nationwide activity brought together member groups with U.S. Attorney General Janet Reno. Reno addressed NTIC's 1993 national neighborhood conference and commended conference participants on their hard work and commitment. Reno promised to meet with local groups to hear first-hand the strategies they are using to fight crime in their neighborhoods, which has improved communication between policy makers and neighborhood residents and increased the confidence of the groups.

Prospects for Replication

Part of CAPDA's lesson is that groups truly rooted in the community can do more to solve certain problems with a few thousand dollars than government agencies can do by pouring millions into top-down approaches. The following elements will enable others to replicate CAPDA's success.

First, the coordination agency must have long experience in community organizing, must provide consultation when necessary, and must evaluate the participating groups effectively. Second, the groups that participate must be community based. Third and most important, the groups must be free within the framework of effective organizing to work with community residents, and to guide them and be guided by them in the search for local solutions to fighting crime on their home ground.

Funding

Bureau of Justice Assistance: \$1.2 million over three years

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Minnesota

Turn Off the Violence

Statement of the Problem

"I love violence! Violence is cool!" These responses were common poll responses of nearly 10,000 children as reported in a Minneapolis Star-Tribune article on media violence. A 17-year-old from a rural community said, "Watching a violent movie right before a basketball game is a good way to pump myself up so I can do my best in the game. When I watch someone getting beat up, it just makes me feel good inside." An 11-year-old from a suburban community wrote, "I like watching violent movies and TV shows because my family argues a lot. I can pretend I'm Jason, and I'm killing my family."

A tragic series of highly publicized violent crimes around the State in the first half of 1991 left many Minnesotans feeling frightened and powerless. That summer two civilian crime-prevention specialists were discussing the latest crimes and the futility of prison sentences. One said to the other, "If we could just turn off the violence! If we just had a knob! If we could just get people to turn off violent entertainment, wouldn't that be something?"

That conversation ignited the Turn Off the Violence public awareness campaign, which seeks to change attitudes about the acceptability of violence.

Goals and Objectives

The goals of Turn Off the Violence are to encourage people to learn about and use nonviolent conflict resolution techniques and to choose alternatives to violent media entertainment.

To accomplish these goals, the campaign seeks to:

- create and distribute easily reproducible educational materials on nonviolent conflict resolution and media literacy for teachers, children, and adults;
- increase the awareness among youth and adults of the negative effects of media violence;
- teach youth and adults nonviolent forms of conflict resolution;
- empower individuals to speak out about their preferences for nonviolent media offerings and about what is unacceptable in the media;
- publicize and promote nonviolent activities in schools, youth groups, neighborhoods, and religious communities;
- promote a Turn Off the Violence Day focusing on nonviolent activities;
- maintain a grassroots campaign emphasizing volunteer empowerment and involvement; and
- share knowledge, skills, and resources with individuals and organizations committed to prevention.

Program Components

Interest in Turn Off the Violence and demand for its materials have steadily increased in the past 4 years. Organizations and individuals across the

country and in Canada are now involved in the program. Volunteers conflict Turn Off the Violence activities and develop its program materials, while the Minnesota Citizens Council on Crime and Justice administers the program in all its locations. A full-time project coordinator oversees and coordinates the activities of the Turn Off the Violence committees that are staffed by volunteers.

Education In 1994 volunteer educators compiled the "Education Idea Guide", a curriculum for grades K through 12 with lesson plans on conflict resolution, anger control, respect, as well as media literacy.

Reproducible brochures offer information on the Turn Off the Violence program and its conflict resolution, media literacy, and nonviolent activities. A newsletter also keeps people informed of program activities, tips for conducting a Turn Off the Violence campaign, and nonviolent alternative activities.

The Turn Off the Violence hotline is staffed year round by volunteers, who respond to telephone and written requests for information from across the country.

Action Introduced in 1995, the "Turn Off the Violence Community Action Kit" provides materials and support for any community or community organization that wants to address violence. The kit contains information about Turn Off the Violence events or local public awareness campaigns, reproducible brochures, handouts, sample letters and Turn Off the Violence pledges, a guide to working with the media, and other useful materials.

Turn Off the Violence Day, the second Thursday in October, is an occasion for schools, churches, corporations, local governments, and citizenry to take a step together away from violence by organizing and conducting nonviolent activities. Events have included a public signing of a nonviolence pledge, the dedication of a peace garden or peace site (such as a school), and the

development and performance of plays and musicals around the themes of violence prevention and conflict resolution. Minnesota public television station KTCA developed special Turn Off the Violence public service announcements and programming for Turn Off the Violence Day 1995.

Outreach Outreach is conducted in many different ways, including publicity through the media and promotions by member organizations. A volunteer Turn Off the Violence Speakers Bureau serves the Twin Cities area, while other volunteers staff Turn Off the Violence information booths at local conferences and events. The broad, often informal dissemination of the campaign message is enhanced by the unrestricted freedom to reproduce and distribute Turn Off the Violence materials.

In 1994 the National Crime Prevention Council (NCPC) included Turn Off the Violence materials in its nationally distributed crime prevention packet, "A Blueprint for Safer Communities." More than 43,000 copies of the packets were distributed, which should in turn generate some 16 million copies of Turn Off the Violence materials nationwide. Also in 1994 the Minnesota Attorney General's Office mailed Education Idea Guides to community education programs and private schools. New in 1995 are Turn Off the Violence brochures in Spanish, Lao, Vietnamese, Hmong, and Russian.

Results and Impact

Performance Measures

In 1994, 76 percent of respondents to an NCPC survey assessing the value of different crime prevention materials ranked Turn Off the Violence materials highest for utility. A follow-up survey showed that most of respondents planned to conduct a Turn Off the Violence campaign in 1995.

At the local level, citizens of a small city in Minnesota (Falcon Heights) delivered Turn Off the Violence brochures and TV stickers to city residents. In an informal telephone survey one-half of the people who had read the Turn Off the

Violence brochure reported that they or a family member had been influenced to turn off a violent TV program.

The newly developed community action kit contains a form to provide feedback on materials.

Successes and Accomplishments

This year Turn Off the Violence has been promoted by Minnesota Attorney General Hubert H. Humphrey III both statewide and nationally by the Minnesota Medical Association and by KTCA TV. In July 1995, Turn Off the Violence was presented in a roundtable gathering convened by Vice President Al Gore to examine the effects of media on the family. Turn Off the Violence has received the Minnesota Medical Association's Stop the Violence Award and a certificate of commendation from Governor Arne Carlson as part of his "Kids Can't Wait" campaign.

The partnership between Turn Off the Violence and the National Crime Prevention Council has increased the campaign's national visibility and recognition. Turn Off the Violence has also been nationally identified in the National Institute of Justice "Partnerships Against Violence Resource Guide," the Bureau of Justice Assistance "State and Local Programs: Focus on What Works" Guide, the Child Health & Development Media Program, the Urban Strategies Council Report for the Black Community Crusade for Children coordinated by the Children's Defense Fund, the Leadership America Resource Directory, and in other documents.

Prospects For Replication

Turn Off the Violence is easily replicable in any community and can be adapted to fit local needs. Reproduction of brochures is authorized. The 30-page community action kit includes sample letters, a press release, a proclamation, and numerous ideas for successful events.

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North Carolina

School Violence Prevention Initiative

Statement of the Problem

As in the rest of the United States, the most dramatic increase in violence in North Carolina during the past few years has occurred among juveniles. From 1989 to 1994 arrests of juveniles age 15 and under for committing violent crimes increased 99 percent. During the past ten years, arrests for violent crime have increased 252 percent. In 1992 17,000 North Carolina public school students were suspended for assault and battery of other students. Another 900 students were suspended for assaulting a teacher. Some 2,800 students were arrested or suspended for possessing or using a weapon on school property, and 1,500 students were arrested for some form of school violence. In 1993 and 1994 the North Carolina Department of Public Instruction reported 6,683 criminal acts on school property, including two kidnappings, four armed robberies, and four rapes. Incidents of students shot with handguns, including one murdered in the State capital, received wide media coverage and focused public attention on the issue.

In March 1993 Governor James B. Hunt, Jr. appointed the Task Force on School Violence, which included the Attorney General, the superintendent of Public Instruction, and the

secretary of Crime Control and Public Safety. The Task Force initiated a statewide effort urging schools, law enforcement agencies and communities to work together to end school violence. Hunt launched the School Violence Prevention Initiative, which created the North Carolina Center for the Prevention of School Violence and encouraged statewide implementation of the School Resource Officer Program based on the North Carolina model for community policing.

Goals and Objectives

The goal of the initiative is to reduce the incidence of violence in North Carolina schools. Its primary instrument for achieving this goal is the North Carolina Center for the Prevention of School Violence. The center is a clearinghouse and resource for schools, law enforcement agencies, and communities providing technical assistance, program development, and information on school violence issues. Its primary objectives include:

- providing a continuing focus on the school violence problem;
- developing appropriate violence prevention strategies through a collaborative effort with local community task forces on school violence;
- delivering technical assistance and program development expertise to schools, law enforcement agencies, and other community agencies by helping to establish and implement violence prevention programs in the schools;
- collecting and disseminating information about school violence and programs available for preventing it; and
- evaluating the impact of programs and legislation that deal with the problem of school violence.

Program Components

The Center for the Prevention of School Violence
The center was created as a component of the Governor's Crime Commission and was initially funded through a Drug Control and System Improvement grant. The Bureau of Justice Assistance provided discretionary funds to the

center as a model program for possible replication by other States. Under the leadership of Director Pamela L. Riley, Ed.D., the center quickly installed a toll-free telephone line to disseminate information to the public. Posters and signs designed to send the "stop the violence" message were distributed statewide. Center staff began an ambitious schedule of events and activities that gained statewide attention and support for the center and its slogan: "School Violence. Let's Get It Out Of Our System."

Recognizing that change must begin with students, the center helps students send the message that they will not tolerate violence in their schools. Students' anti-violence campaigns are supported by local school boards, educators, parents, law enforcement officers, counselors, court officials, business leaders, and community leaders. The center works at the local level to encourage and develop collaboration among the various agencies and individuals involved. Staff make presentations on the problem of school violence to local county officials, school boards, PTAs, law enforcement groups, civic clubs, and professional organizations.

At the State level, the center is a clearinghouse, resource center, and point of contact for other State agencies that address some aspect of youth violence in schools. The center keeps abreast of similar efforts through quarterly board of directors meetings and constant literature research. Nationally the center cooperates with Federal agencies such as the Bureau of Justice Assistance and private and nonprofit organizations such as the National School Safety Center.

The center offers technical assistance and program development statewide. Initially it helped local jurisdictions establish task forces to study problems of violence in their schools and communities. The center was the task forces' primary point of contact for technical assistance and program development. Funds for Safe School Initiatives became available to school systems through a grant application process. More than one million dollars of North Carolina's 1993 Edward Byrne block grant was

dedicated to local school violence reduction programs. Another Five million dollars in State funds became available through the North Carolina Department of Public Instruction. The center helped the department develop the guidelines and initiate the application process for these funds, and helped local programs write and submit grant applications.

The center encourages and facilitates the establishment and implementation of violence prevention programs in schools where local-level problems have been identified. A major task of the center has been to identify existing programs that work and share information about those programs with school systems that have similar problems. Through onsite visits and observation, interaction with school and law enforcement practitioners, and exchange of information and resources, the center has been able to evaluate and recommend several successful programs, including Students Against Violence Everywhere (SAVE), peer mediation programs, and community policing in schools. Information on these promising practices has been published as a guide for schools, law enforcement agencies, and communities. Technical assistance is available for implementing these programs.

The center collaborates with the Department of Public Instruction and the Criminal Justice Analysis Center of the Governor's Crime Commission to collect and maintain statistics on school violence in North Carolina. The center developed a method for collecting data from grants of the Governor's Crime Commission for Safe School Initiatives. These data reports are analyzed quarterly to assess and evaluate the reliability and replicability of plans, programs, and tools. Several special analysis projects have been initiated to provide information on results of specific programs.

Community Policing With the Schools

Governor Hunt, the Governor's Crime Commission, and the Center for the Prevention of School Violence began a statewide effort to encourage the establishment of School Resource Officer (SRO) programs in high schools, based on a community

policing model and a developmental analysis of community policing within schools. The Criminal Justice Analysis Center of the Governor's Crime Commission conducted an extensive developmental evaluation of the impact and cost-effectiveness of SROs in the school environment. In 1993 the Robeson County School Outreach Program (RCSOP) was the test site, funded with a \$300,000 Edward Byrne block grant. RCSOP placed a sworn officer in targeted high schools in Robeson County. Unlike other SRO programs nationwide that place uniformed officers in the schools, RCSOP integrated the officer's function into the existing social network of the community including the social services, juvenile courts, the public schools, and law enforcement.

SROs are more than law enforcement officers on campus. They fulfill three key roles within their school communities: (1) peace officers who prevent violence by keeping the peace; (2) teachers who instruct students in their areas of expertise; and (3) counselors who serve as liaison to community resources.

The Governor's Crime Commission established SROs as a top priority for funding under the Edward Byrne block grant program. Through various outreach efforts, the Governor and the commission prompted hundreds of grant applications for SRO projects, many of them based on the community policing model. Since 1993 some 40 projects placing SROs in schools have been funded using \$4,063,894 in grant funds. The Governor, the commission, and the Center for the Prevention of School Violence continue to encourage the establishment of SRO programs based on the community policing model. The commission and the center are exploring expansion of the program into middle schools and several pilot efforts have been funded. A resource guide that provides guidance and effective practices for establishing viable community policing within schools has also been developed.

Results and Impact

Performance Measures

The Center for the Prevention of School Violence

The center is expected to implement school violence prevention efforts in every school in North Carolina, thus resulting in a decrease in the incidence of school violence. Center activity is also expected to increase awareness of the issue among policy makers, lawmakers, and citizens. The most obvious performance measure is the incidence rate of violence within North Carolina schools. But a more accurate measure may be the number and percentage of schools and communities that implement school violence prevention initiatives as a result of the center's efforts. Policy and legislative changes, as well as the creation of other groups whose focus is school violence prevention, are other performance measures that will gauge the center's successes.

Community policing with the schools

Expected results of this component are the establishment of SRO programs in every high school in the State and adoption of this model by existing SRO programs that do not already use it. Other expected results are a decrease in violent episodes in high schools, reduced juvenile court admissions, and local acceptance and funding of the programs. The success of this component will be measured by the number and percentage of schools that implement SRO programs, the number and percentage that use the community policing model, and the number and percentage of local governing units that replace grant funds with local funding.

Successes and Accomplishments

The Center for Prevention of School Violence has had immediate and visible impact on school violence prevention efforts. In addition to requests for information or assistance from virtually every one of the 129 school districts in North Carolina, the center has responded to more than 148 requests from 34 States. Seventy-five percent of North Carolina's school districts have implemented school

violence prevention strategies, and the center has helped form 100 SAVE chapters and numerous peer mediation programs as well as a statewide school resource officer association. The center's attention to the issue of school violence was instrumental in the passage of a safe schools legislative package, which includes laws dealing with weapons on campus, school crime reporting requirements, and juvenile probation changes. The center has moved to the College of Education and Psychology at North Carolina State University and is expanding its efforts to provide specialized training for school resource officers, education professionals and others.

The community policing component of the Governor's plan has enjoyed similar success. Some 71 SROs are active in 46 of the State's 100 counties. An estimated 50 percent of them use the community policing model. In a recent statewide series of public forums on crime, a great deal of public support was expressed for the SRO program and for its expansion into middle and elementary schools. A comprehensive study of the program's effectiveness is under way, but preliminary data indicate that the incidence of violence in North Carolina schools with SROs is down overall. More important, early surveys indicate overwhelming support for the program from students and teachers and a significant increase in the feeling of safety among those who attend or work in schools. Juvenile court admissions also appear to be down.

Prospects for Replication

The prospects for replicating of the program in other states are excellent, given the appropriate executive commitment. Land grant universities appear to be the best places to house such efforts, because of their traditional commitment to extension and outreach. The resource and effective practices guide produced by the initiative has received national attention as valuable tool for replicating the program. The guide is in use in several North Carolina jurisdictions and has been distributed nationally.

Funding

Bureau of Justice Assistance: \$279,562

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Pennsylvania

"Communities That Care" Risk-Focused Delinquency and Violence Prevention Program

Statement of the Problem

Violent crime is a top priority issue in the nation. Media report that shockingly violent crimes throughout the country continue to escalate at an alarming rate both in terms of frequency and level of violence. The increase in violence has spawned a significant and understandable high level of fear and anxiety in the general public, to the extent that the quality of life for many citizens is diminished.

What is most alarming about violent crime in Pennsylvania is the rate at which it is increasing among juveniles (youths under age 18). Juvenile

crimes have become more violent and are more likely to involve the use of a deadly weapon. Although statistics on weapons-related offenses are difficult to track in the juvenile justice system, estimates reveal that over the past five years the number of juvenile court dispositions involving at least one count of a firearm violation (i.e., carrying a firearm without a license, using the firearm in the commission of another offense, carrying a firearm in Philadelphia, and so on) has significantly increased. In Pennsylvania, juvenile arrests for serious property crimes declined by 24 percent between 1980 and 1992. During the same period, juvenile arrests for violent crime increased by 20 percent. From 1988 to 1993, the number of juveniles arrested for violent offenses (murder, non-negligent manslaughter, forcible rape, robbery, and aggravated assault) increased from 3,851 to 5,791, an increase of 50 percent. In 1988, 3.8 percent of all juvenile arrests were for violent offenses compared with 6.0 percent in 1993.

To address the problem of violence among children and youth, communities must be mobilized to reclaim neighborhoods from criminals and to foster pro-social development. A renewed public-private partnership is needed to implement a comprehensive juvenile delinquency/violence prevention strategy.

Goals and Objectives

In 1994 with Federal Juvenile Justice and Delinquency Prevention Act (JJDPA) Formula Grant, Title V Delinquency Prevention, and Byrne Memorial funds, the Pennsylvania Commission on Crime and Delinquency (PCCD) launched its "Communities That Care" (CTC) Risk-Focused Delinquency and Violence Prevention Program. This program is based on the risk-focused prevention and community mobilization model developed by Professors J. David Hawkins and Richard F. Catalano of the University of Washington at Seattle.

The CTC model is based on a simple premise: to prevent a violence-related problem from happening,

communities need to identify family, school, community, peer group, and individual risk factors that contribute to community instability, and hence to the development of that problem. After identifying risk factors, communities need to develop a comprehensive delinquency and violence prevention plan to minimize the impact of identified risk factors through the effective use of existing community resources.

PCCD initiated the CTC program through an announcement to all 67 Pennsylvania counties. Match-free formula grant funds were used to support local risk factor assessments within eight counties (Allegheny, Blair, Cambria, Dauphin, Delaware, Erie, Luzerne, and Mercer) in 1994 and a second round of seven counties (Bucks, Cumberland, Franklin, Jefferson, Lackawanna, Lycoming, and Philadelphia) in 1995. Federal Title V Delinquency Prevention funds, which require a 50 percent match from subgrant recipients, were awarded to the initial eight counties to support the implementation of delinquency and violence prevention programs.

The major goal for CTC is to reduce delinquency and youth violence by mobilizing communities to provide their children, families, neighborhoods, and institutions with the knowledge, skills, and opportunities necessary to foster a healthy and nurturing environment that supports the growth and development of responsible, productive citizens.

The specific objectives of the CTC process are as follows:

- involve key leaders in the community in delinquency and violence prevention from the outset, with the goal of establishing a community prevention task force or board to oversee the CTC process;
- create a community task force or board responsible for conducting a community risk and resource assessment, developing an action plan, and monitoring the implementation of that plan;

- develop a plan that effectively combines existing resources, both fiscal and program, in a prevention strategy compatible with groups and programs already operating in the community;
- establish a community prevention effort as a long-term strategy rather than a quick-fix;
- empower communities to take ownership of their action plans so that effective programs will continue beyond the initial stage of enthusiastic support; and
- prepare communities to evaluate their own efforts to learn which parts of the process are effective and to assess the total impact of CTC efforts.

Program Components

CTC program components at the local level include establishing and orienting a key leader team, establishing a collaborative prevention policy oversight board, conducting a risk and resource assessment, and developing a program implementation action plan.

Key Leader Team Counties participating in the CTC initiative establish key leaders who attend an orientation, during which the CTC mobilization process is explained. These key leaders (e.g., the mayor, superintendent of schools, chief of police, local clergy, business leaders) are essential because they have the status, resources, and authority in their communities to launch a prevention project like the CTC. They have the leadership, approval, and support needed to strengthen current policies and provide new directions, and they can hold a community task force accountable for planning and implementing prevention strategies.

Prevention Policy Board/Task Force Once key leaders have decided to launch the CTC process, they can appoint a local prevention board or task force, which is the focal point of the CTC process implementation and should represent all parts of the community, including the schools, law

enforcement, local government, community coalitions, parents, human service agencies, service providers, children and youth, business, civic organizations, religious and cultural groups, recreational organizations, and the media.

Risk and Resource Assessment The prevention policy board/task force directs the community assessment process, which includes collection and analysis of data on 19 delinquency/violence risk factors under the categories of the family, school, community, peer group, and the individual. These data are used to identify the main risk factors for delinquency and violence in the community. Resources that insulate children and youth from the effects of risk factors (e.g., individual characteristics, bonding, and clear standards related to health beliefs) are also identified.

Comprehensive Delinquency/Violence Prevention Plan Using the results of the risk and resource assessment, the board/task force develops a comprehensive plan that specifies the programs and services that need to be implemented or expanded to prevent delinquency and violence. The board/task force monitors the programs and services and continually refines them as needed.

At the State level, the CTC program requires interdisciplinary, interagency coordination of existing prevention resources, including funding, training, and technical assistance. The PCCD, as the administering agency, continues to work closely with other State agencies to adjust and maintain this coordination. Within PCCD, the CTC initiative has been staffed in a manner by an in-house, multidisciplinary team that oversees all aspects of the CTC implementation. Also, as noted previously, a variety of Federal funding streams help implement CTC. The JJDPA funds support risk assessments and prevention programs/services implementation at the local level. The Byrne funds provide training and technical assistance to the participating communities.

Results and Impact

Successes and Accomplishments

Pennsylvania's CTC Risk-Focused Delinquency and Violence Prevention Program is relatively young. The initial eight counties started to implement programs and services in the past six to eight months, so no hard data are yet available. However, participants evidence an increased positive attachment to their communities. As the programs progress, data will be recorded to track the CTC's impact on risk factors and ultimately on delinquency and violence. The CTC process is a new way of delivering prevention services at the local level, and will evolve gradually. The participating communities recognize this and have made a commitment to continuing their efforts well into the future. Although the full impact of the CTC process will not be evident for many years, intermediate measurements such as community attachment and feelings of personal safety, will undoubtedly show improvement in the short as well as the long run.

Funding

Bureau of Justice Assistance: \$172,187

Office of Juvenile Justice and Delinquency Prevention: \$395,591

Title V funds: \$1,253,400

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Louisiana

Triad Program

Statement of the Problem

Demographics indicate that by 2000 the 55-and-older age group will be the fastest growing segment of the population. This trend has considerable significance for future crime prevention issues. The elderly population do not often report crimes to law enforcement, and officials suspect that many elderly persons do not report their crime-related fears and concerns either. In addition, the impact of victimization on the lives of the elderly in terms of financial loss, physical injuries, and impaired quality of life are far greater than the impact on younger people.

Goals and Objectives

The Triad program, initiated by the National Sheriffs' Association (NSA), the International Association of Chiefs of Police, and the American Association of Retired Persons (AARP), addresses the crime related needs of the elderly. These organizations which compose the Triad combined their resources to reduce the criminal victimization of older adults and provide accurate statistical information on elder victimization so that appropriate crime prevention programs and victim assistance needs, can be determined. Triad provides accurate crime prevention information to older persons in an effort to change this population's behaviors and reduce unwarranted fear of crime.

Triad enhances the delivery of services to older adults, helping reduce trauma of victimization. The program trains law enforcement officers to effectively assist elderly persons who are crime victims or witnesses.

Program Components

A key component of the Triad Program is the senior advisory council, Seniors and Lawmen Together (SALT). The council advises law enforcement groups and advocates for the needs of older adults in the community. In addition, the SALT council provides a forum for seniors and law enforcement officials to exchange information.

Council members are selected by the chiefs of police, the sheriff, and representatives from organizations that serve older citizens such as AARP, the Agency on Aging, and the Retired Teachers' Association. Council members help determine the concerns of the community's elderly persons, assessing the availability of existing services and programs for the elderly, and recommend additional strategies for serving their needs. SALT members may also participate in the crime prevention and victim assistance portions of the Triad Program and help identify potential volunteers to carry out Triad activities.

Typical Triad Program Elements may include:

- expanded crime prevention for older persons (neighborhood watch, home security survey, personal safety techniques, frauds and scams);
- accurate information to reduce unwarranted fear (Adopt-A-Senior programs, emergency preparedness, elder abuse prevention workshops);
- victim assistance;
- training law enforcement personnel (effective communication techniques with older adults, demographics of aging, myths and facts of aging, Alzheimer's victims safe return program);

-
- expanded services for older persons (RUOK, Care Call, telephone reassurance, elderly protective services); and
 - retired volunteers in law enforcement agencies.

Results and Impact

Successes and Accomplishments

As a result of Triad more older persons are reporting crimes and discussing their crime-related fears and concerns. Elder support of law enforcement operations and efforts has increased as their quality of life has improved. Seniors have become more involved in planning, developing, and executing strategies and programs that meet their needs and more knowledgeable about the services available to them including crime prevention and victim assistance. On the law enforcement side, Triad has improved the spirit of cooperation and understanding among the chief law enforcement agencies in the community and has increased law enforcement's sensitivity to the difficulties experienced by some older persons.

Other accomplishments include:

- development of community resources manuals for law enforcement that list services available for people of all ages;
- training for law enforcement officers on how to assist older adults and communicate effectively;
- development of neighborhood watch, home security survey, and personal safety techniques crime prevention programs especially tailored for older adults;
- creation of a senior volunteer program to help with victim assistance program, court services, and other Triad activities;
- creation of an elderly victim assistance program that meets the special needs of elderly victims; and

- sponsorship of the 55 Alive, Alzheimer's Safe Return, and File of Life programs.

Prospects for Replication

The Triad Program reflects a national need for attention to elder services in the areas of crime prevention and victimization. The concept is readily adaptable to any community. With the help of the Bureau of Justice Assistance, the program has already been replicated in more than 200 counties in 42 States.

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Police/Community Partnerships

Illinois

Chicago Alternative Policing Strategy (CAPS)

Statement of the Problem

The Chicago Police Department is the second largest in the nation with 13,500 sworn and 4,000 civilian members. Police leaders in Chicago realized several years ago that although the department had excelled at the traditional model of policing it had been using for the past 30 years, this model was not having a lasting effect on crime, and change was needed. Three critical reasons for the change were that:

- the causes of crime have changed and become more complicated, often the results of social conditions over which the police have little control;
- the nature of crime has changed, becoming more violent and indiscriminate; and
- resources have not kept up with demands, not only for police but for social services that impact crime and neighborhood safety.

To address these problems, the Chicago Police Department is involved in a process of unparalleled change that is transforming the entire organization—the way it operates, the way it perceives itself, and the way it is perceived by others. In April 1993 the department began implementing its unique vision of community-oriented policing known as the Chicago Alternative Policing Strategy or CAPS. Implementation of CAPS is transforming of the department from a largely centralized, incident-driven, crime-suppression agency to a more decentralized, customer-driven organization dedicated to solving problems, preventing crime, and improving the quality of life in Chicago's neighborhoods.

Goals and Objectives

The department is implementing a model of policing that will have a lasting effect on crime and provide citizens with an improved sense of individual safety and neighborhood well-being. Goals for the program are rooted in the CAPS definition:

The Chicago Alternative Policing Strategy is a policing model that stimulates police and community to work together in new ways to solve problems of crime and neighborhood disorder and to improve the quality of neighborhood life.

Program Components

The model is characterized by:

- a partnership with the community to identify problems, set priorities, and develop a joint plan of action;
- support from other city agencies to address the problems of neighborhood disorder;
- the use of beat, sector, district, and area planning processes, with beat level problem solving supported by districts and by department and city agency members;
- an organizational model that promotes teamwork at all levels;
- vigorous and impartial law enforcement;
- prompt response to serious crime and life-threatening emergencies; and
- time management techniques that allow uncommitted time to be used for problem solving.

Results and Impacts

CAPS began as an experiment in five police districts and is now operational in all 25 police districts. Efforts are under way to expand the model to the members of detective, youth, gang, and narcotics units. To date, approximately 1,350 new

officers have been hired under CAPS, 650 supervisors have received four days of management training, and 8,500 police officers in the Patrol Division have received nine weeks of CAPS orientation roll call training and two days of in-service training on problem solving and building partnerships with the community. This training curriculum recently won the Governor's Award for Excellence in Training.

Successes and Accomplishments

The Chicago Community Policing Evaluation Consortium is conducting an extensive, independent study of CAPS. The consortium, coordinated by the Center for Urban Affairs and Policy Research at Northwestern University, includes faculty and staff from Loyola University, the University of Illinois at Chicago, DePaul University, and the Illinois Criminal Justice Information Authority. The second-year consortium report shows promising results. Consortium director, Dr. Wesley Skogan, states in the report:

The impacts we found, I think, are substantial. I've been studying results in cities across the country and Chicago's are the most substantial I've seen.

The biggest impact was really in the worst off neighborhoods like Englewood and Austin, where before we started, things like crime and neighborhood decay and relations with the police were the most troubled. Those districts turned out to be the areas with the biggest successes.

Prospects for Replication

Two years' experience in implementing CAPS suggest that community policing is a viable operational model, whether for a major urban area such as Chicago or for smaller jurisdictions. Implementing such a massive change should be coupled with careful attention paid to clearly describing the vision, defining roles and responsibilities, training department members and community partners, and being willing to adjust the

model based on feedback from the field.

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Massachusetts

The Safe Neighborhood Initiative

Statement of the Problem

The Safe Neighborhood Initiative (SNI) project covers the residential and business areas of Fields Corner, Bowdoin Street, Four Corners, and Geneva Avenue in Dorchester, Massachusetts. Choice of this area centered on its high incidence of urban crime, the intensive investigative and prosecution efforts within this police and court district, and the level of existing community-based programs and neighborhood crime watch groups.

This area suffers from high rates of poverty and unemployment. The overall poverty rate in the district in 1989 was 22.4 percent. The percentage of all groups of children in the district living in poverty was 32.7 percent. Seventy-four percent of Asian children live in poverty.

Many people in the area have little formal education. Thirty-five percent of adults 35 and older lack a high school diploma, and only 13 percent have a college degree. Young people continue to drop out of high school at a high rate. Many young people face obstacles to entering the labor market because of education deficiencies, lack of local job options, or discrimination. Most employed residents work in relatively low-paying

occupations.

The area has an elevated infant mortality rate especially among the African American population. A relatively high proportion of mothers do not receive the recommended prenatal care, and many are very young. The AIDS case rate and deaths related to substance abuse show that there are serious unmet health needs in the area.

In the past, local organizations that seek to improve standards of life have operated independently, often isolated from each other and sometimes even distanced from their target community. With such lack of interagency coordination, organizations unintentionally replicate, impede, or even negate the activities of other agencies. The absence of frequent and structured communication wastes effort and encourages a climate of distrust that undermines the potential for far-reaching impact.

Community leaders, government officials, and neighborhood residents are increasingly recognizing the need to make multidisciplinary connections specifically among health, law enforcement, and criminal justice systems in order to adequately address the needs of the community. Interactive relationships among relevant organizations provide valuable opportunities for coordinating services and information, thus maximizing the benefits for the target population.

Goals and Objectives

The Safe Neighborhood Initiative is an outgrowth of a three-year partnership between the offices of the Massachusetts Attorney General and the Suffolk County District Attorney. In February 1991 the Attorney General's Office assigned three full-time Assistant Attorneys general to work with the Suffolk county district attorney's office prosecuting major violent felonies and gang-related offenses. This unit of attorneys was responsible for prosecuting hundreds of cases.

While this infusion of additional resources was helpful, both Attorney General Scott Harshbarger

and District Attorney Ralph Martin agreed that the problems facing urban neighborhoods demanded a comprehensive, multidisciplinary approach, namely a collaborative effort among police, prosecution, the courts, probation, youth services, human services, and the community to effectively deal with the escalating violence and fear that threaten the quality of life in Boston's neighborhoods.

To provide this collaborative effort, SNI was formed in February 1993 as a pioneering partnership among community residents, the State Attorney General's Office, the County District Attorney's Office, the Boston Police Department, and the Mayor's Office of Neighborhood Services. The overall mission of the SNI is to bring law enforcement agencies, community organizations, and local and State governments together in a coordinated way that help revitalize neighborhoods. The specific goals of the SNI include:

- strategic reallocation of resources to maximize the impact of existing neighborhood resources through effective communication and planning;
- implementation of a multidisciplinary approach to focus efforts on the core principles of prevention and treatment, coordinated law enforcement, and neighborhood revitalization; and
- coordination of services to increase interagency communication and collaborations partly through the establishment of regular meetings of the SNI Advisory Council, a governing body comprised of community residents and top government officials.

Program Components

The SNI model has three core components: (1) law enforcement, (2) prevention and treatment, and (3) neighborhood revitalization. To implement these components, the principal offices of SNI work with five subcontracted programs throughout the target area.

SNI's law enforcement component consists of several innovative crime-reduction projects of the Area C-11 Boston Police Department and targeted prosecution work from the State Attorney General's Office. The **prevention and treatment** strand includes the Child Witness to Violence Project, a Boston City Hospital-based training and treatment program serving children and families who have witnessed community and domestic violence; the Dorchester Youth Collaborative, an intervention program for gang-associated youth; and the Holland Community Center, a facility providing education and recreation projects to over 315 residents each weekend. Area C-11 police also provide a Vietnamese liaison and Vietnamese youth worker to prevention and treatment efforts. SNI's approach to neighborhood revitalization includes city service delivery efforts from the mayor's office and This Neighborhood Means Business!, a local merchant education and loan facilitation program. By concentrating on one geographical area, SNI has demonstrated the tangible results achieved when residents, law enforcement, and human service representatives work together and strategically coordinate their efforts.

Results and Impact

Performance Measures

SNI has made substantial progress in its mission, including strategically reallocating resources, implementing a multidisciplinary approach, and coordinating subcontracted services in the target area.

Each subcontracted program has implemented a variety of tools to measure its own performance, ranging from questionnaires to statistical evaluations. These data will be available for interpretation in the summer of 1996. Furthermore, the Attorney General's Office has created a preliminary evaluation report from interviews conducted with members of the subcontracted programs. A formal evaluation report is forthcoming, and expected results include:

- an increase in the standard-of-life indicators such as health, crime rate, and fear of violence;
- growth in the numbers and substance of interagency collaborative projects;
- improved satisfaction of area residents with SNI program service; and
- improved performance of SNI subcontracted programs.

Researchers from Northeastern University Center for Applied Social Research have worked with a senior police official from SNI to develop and implement two sets of community surveys as evaluation instruments. Researchers are analyzing the survey data to prepare a comparative piece for the final report.

The district captain from the SNI area reported the following criminal activity statistics in the target neighborhood: in 1994 homicide decreased by 67 percent, burglaries decreased by 13 percent, and aggravated assaults by 16 percent. Overall, the SNI area reflected a 16 percent reduction in Part I crimes. From January to June 1995 the SNI area showed a seven percent reduction in Part I crimes compared with the same reporting period in 1994. While these statistics cannot be scientifically linked to the activity of the SNI, the dramatic shifts suggest that collaborative, community-based law enforcement efforts may have a significant impact on public safety.

Successes and Accomplishments

SNI law enforcement efforts have gleaned concrete resources for the target community. The settlement of a case handled by the office of the Attorney General against the Glass Top Lounge located in the Fields Corner area, requires that lounge proprietors to pay \$12,000 in quarterly payments of \$1,000 to the combined accounts of Fields Corner Community Development Corporation (CDC)/Safe Neighborhood Initiative. These forfeiture monies have supported several cultural events and targeted

youth activities.

Several activities of the Attorney General's Office have furthered the success of the prevention and treatment strand of SNI. For example, the Attorney General's Office worked with the police department and telephone company to remove pay telephones that have been used for drug and gang activity within the target area, and the office has also worked with local communication companies to remove billboards that depict violence. The Attorney General's office has continued to work closely with the SNI Advisory Council and community groups, including business and crime watch groups, to address criminal activity and other community issues. Additionally, the office's peer-mediation program, Student Conflict Resolution Experts (SCORE), has been successfully implemented in Grover Cleveland Middle School and Dorchester High School.

As part of the initiative's neighborhood revitalization efforts, the SNI has targeted abandoned property for rehabilitation and resale. To date the Abandoned Housing Task Force has identified ten properties within SNI boundaries as pilot sites for the project and has sent initial notification letters to the owners of these properties, launching an expedited receivership process. The Abandoned Properties Program has generated serious inquiries from several municipalities outside of Boston.

Many of the project's principle objectives have been successful in obtaining funding. For example, representatives from the Attorney General's Office received a first-year grant of \$382,971 from the Massachusetts Committee on Criminal Justice (MCCJ) and a second-year grant of \$341,314. In 1995 the SNI received accolades from the city of Boston, placing as a finalist for the Boston Management Consortium Excellence Award.

SNI has made considerable strides toward its goal of revitalizing a targeted area. Project participants report that much of SNI's progress is augmented by the development of relationships among SNI

Advisory Council members. Enhanced lines of communication among SNI group members have matured into viable relationships.

The preliminary findings of the surveys conducted by Northeastern University Center for Applied Social Research show positive results for the community policing program under SNI's coordinated law enforcement component. Two results of particular note are:

- changed perception of area problems—a shift in residents' concerns about being victims of serious crimes such as armed robberies, assaults, and muggings to concern for quality of life issues such as loitering kids, graffiti, and public drinking; and
- improved community confidence—a 10.9 percent increase in the number of people who report they never avoid going out at night and a 14.4 percent increase in the number of people who believe it is not at all likely that they will be a victim of a property crime.

Prospects for Replication

Prospects for replicating SNI are strong. Two major efforts have already begun, and in April 1995 SNI's principal offices agreed to support an unfunded replication of the initiative in the Grove Hall area of Roxbury. The Grove Hall project has been a significant undertaking and has made impressive progress. A Grove Hall working group comprised of community leaders and top management representatives from SNI's principal offices meets every other week. The group has defined the specific target area boundaries and is working with Roxbury District Court judges to begin targeted prosecution activities.

SNI expansion was greatly deliberated as the initiative's principal offices agreed to include the adjacent Saint Mark's community in the target area. SNI principals and participants hope that the Saint Mark's expansion will not only build new resources and relationships, but will challenge the core

process of the SNI as well.

Funding

Bureau of Justice Assistance: \$341,000

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Alaska

Community Problem Solving

Statement of the Problem

The State of Alaska covers 586,412 square miles with 10,686 miles of coastline. There are only 5,612 miles of roadway, approximately half of which is hard surfaced. The population is 599,200. Sixty percent of residents live in Anchorage, Fairbanks, and Juneau. Spread throughout the State's vast rural area are more than 225 native villages, ranging in population from less than 100 to nearly 1,000. Accessible only by air or water transportation, these villages have few medical, educational, law enforcement, or social services professionals. Adverse weather and runway conditions can cause delays into reaching their residents. Over the past five years, an average of 258 commissioned troopers have provided public safety services for the entire State.

Because of the disproportionately high rate of crime and accidental deaths in villages in comparison to urban communities, the Alaska State Troopers introduced the Village Public Safety Officer (VPSO) program in the early 1980's to train village residents to provide law enforcement, medical, search and

rescue, and fire protection assistance in emergencies. The number of VPSO's and of participating villages has fluctuated from year to year because of changes State funding. An average of 94 officers have handled almost 10,000 service calls each year, and their presence has significantly improved the quality of life in villages.

Also during the 1980's a decline in health and safety attributed to the widespread abuse of alcohol in remote villages prompted State legislators to pass laws allowing communities to restrict the local, sale, possession, and consumption of alcohol. Along with the VPSO's these "Local Option" laws have resulted in a decrease in violent crime, domestic violence, accidental or fire related death, and drowning.

In reaction to Local Options laws, bootlegging became common and with the increasing use of illegal drugs, brought another rise in violent crime and domestic violence. The people residing in villages became increasingly frustrated with law enforcement's failure to solve these problems, and village leaders in turn voiced their dissatisfaction with State government.

To create and maintain community interest in identifying local problems and in working with VPSOs and the troopers to solve them, troopers assigned to the western Alaska post and members of the Western Area Narcotics Team established the Community Problem Solving Program in April 1993.

Goals and Objectives

The Community Problem Solving program's primary goal is to reduce alcohol and drug abuse and the associated criminal activity and loss of life. Additionally, the program seeks to enhance relationships among village leaders, the VPSOs and State troopers. Objectives include:

- encouraging village members to identify village needs, establish corrective actions, and combine cultural beliefs and criminal justice resources to implement change;
- identify ways in which the village members can work in partnership with the VPSOs and the Troopers to implement actions to accomplish

their plans;

- testing the program in four villages; and
- developing a model process for village-based resolution.

Program Components

To develop the community problem-solving concept, a planning group formed of village leaders, VPSOs, State troopers, State court system personnel, rural health care and social service providers, and youth and school groups.

The State troopers overseeing VPSOs generated public interest in meetings held in each community, encouraging village leaders to participate and to formally invite State troopers to assist in implementing the program. Oversight troopers were also responsible for following up with each village to maintain continuous community support and to assess law enforcement needs and program results. Community problem-solving committees including various village representatives were established at each test site.

Results and Impact

Performance Measures

Each month, troopers and VPSOs hold meetings with village committees to review accomplishments, obtain feedback, and monitor the program's impact on problems related to alcohol and drug abuse.

Troopers review requests for service reports each quarter to assess the VPSOs activity. The oversight troopers report monthly on the effectiveness of alcohol and drug interdiction and on interdiction training efforts for VPSOs and outpost troopers.

Change in the number and type of service requests is assessed each year. Village death records are also reviewed annually for change in the numbers and cause of deaths.

Successes and Accomplishments

The four villages with the Community Problem-Solving program have seen a measurable reduction

in alcohol and drug-related problems. Participating villages, which once resented trooper presence, are now working with troopers to address local public safety issues. Likewise, troopers' resistance to the program appears to have declined.

In the program's first year the number of requests for trooper service in the pilot villages increased 37.5 percent. The number of calls reporting information about the illegal importing and selling of alcohol and drugs also rose significantly. Further, in the year since program implementation, the number of accidental deaths directly related to illicit alcohol use in the pilot village dropped from a total of three to zero.

Community leaders, school teachers, and other individuals have testified to the positive changes in their villages. Interaction has increased among leadership groups, youth and elders, public service providers, and school and church groups, and community action and volunteering have replaced apathy.

In Toksook Bay for example, students designed a sign for the airport declaring the village alcohol and drug free. The school principal attributed an improvement in overall student behavior to such youth involvement.

In the village of Mekoryuk the elders formed a group to meet with the youth to pass on village history, culture and traditions. During the winter, the elders organized safety patrols, which included the village's young leaders, to take intoxicated individuals home or to the clinic. A tri-council board was also established to address misconduct and foster positive behavior.

Village leaders wrote letters warning all air carriers that their villages were drug- and alcohol-free and notified known bootleggers that their activity would no longer be tolerated, suggesting cessation of illegal activity before the village took action to stop it. Volunteer snow machine patrols monitored known bootlegger routes and watched the airports, notifying the VPSOs or State troopers of any violations.

The ability of four villages to take action has been infectious, and more villages in the region are

seeking out State trooper's assistance in organizing community problem-solving efforts. Leaders from other villages are also the pilot village leaders to attend their council meetings and describe how the Community Problem-Solving program works.

Prospects for Replication

Replicating this program successfully depends on community consensus and commitment. In Alaska, communities had to reach a level of intolerance before change could take place.

The agencies organizing similar programs must be able to commit the personnel needed to maintain regular contact among groups and committees. Agencies should also develop methods for evaluating programs so that any necessary modifications can be made quickly.

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Michigan

Community Oriented Policing Assisting Neighborhood Reclamation

Statement of the Problem

In 1988 during an attempt to eliminate crack cocaine problems, the Lansing Police Department created a Street Level Enforcement Team using proactive arrest methods. After 90 raids and 600 arrests in the first eight months, the department realized that proactive police methods alone would not be enough. In fact in some neighborhoods, decreasing the number of houses available for illegal drug trade increased the violence between drug sellers and buyers.

Through statistical information the department determined that drug complaints were concentrated

in inner-city neighborhoods where owner occupancy rates were 50 percent or less. Even though street sales were known to be the predominant source of distribution, investigations revealed that most street dealers operated out of houses close to "their" corners. Crack houses remained crack houses even after police intervention.

During the 1980's Lansing had developed more than 133 Neighborhood Watch groups that focused on crime prevention and reporting. In 1990 when it became apparent to the police department that it could not respond to citizen complaints of drug dealing and related violence through traditional call-response policing, the department sought new solutions.

In 1989 Lansing Police Department staff worked with a professional strategic planner to develop a vision, mission, and goal statement for the department and the community. The resulting vision statement, "Police and Community Partnerships for Progress and Excellence," initiated community-oriented policing and community reclamation.

The mayor established a committee of city departments to define the problem clearly. The committee is chaired by the mayor's assistant, and members include the city attorney, the chief judge of the district court, the chief of police, and division commanders from the Uniform and the Special Operations divisions, as well as representatives of the probation, building safety, zoning, and planning departments. The committee began attending Neighborhood Watch meetings, enabling community members to communicate directly with the mayor's office and the city departments affecting the quality of life in their neighborhoods. In turn the city departments educated the community about the available resources and how to use them.

Goals and Objectives

The overall goal of the community-based partnerships is to reduce crime by empowering citizens. One objective of the program is to develop volunteers to help police reduce the number of drug houses in assigned areas, diminish street sales, and curtail the violent and nonviolent crimes supporting drug activity. Other objectives include providing

needed police and other services to targeted neighborhoods, working with individuals and organizations to make services more accessible and delivering more comprehensive set of services. Objectives also included eliminating problem tenants and landlords as well as restoring community pride through neighborhood revitalization and increased owner occupancy.

Program Components

Community Oriented Policing The key to community policing is access to police officers. Lansing currently has 10 district patrol offices whose sites were donated by the communities in which they are located. Approximately 34 officers are assigned to these offices. Patrol officers have access to the department's mainframe computer, allowing them to generate reports quickly so they can remain in the field longer.

When neighborhoods were preparing for the program, the police department met with residents to explain its expectations. In turn, community officers quickly became aware that neighborhoods needed more than to have drug dealers removed. Residents required human services but had no idea what was available. Officers were given manuals created by the Lansing Police Department listing available services. One resourceful officer found a vacant office building in his neighborhood to turn into a network center that brought into the neighborhood more than 22 human services, including Operation Graduation, mental health program, and parenting classes.

Community Reclamation Because street level drug sales and related criminal activity are tied to the residential property where drugs are stored, distributed, or used, a detective with the help of a full time assistant city attorney has been assigned to work with landlords and property owners to respond to nuisance complaints. Cooperative landlords receive the detective's assistance at eviction hearings. Uncooperative landlords face charges of violating city and State nuisance abatement ordinances and statutes.

In 1992 when the department began to place citizens in leadership roles formerly held by police, a community/landlord organizer was hired from

Lansing's Neighborhood Council to organize Landlord and Neighborhood Development (LAND) committees composed of tenants, landlords, and property owners. Each committee is trained in landlord/tenant rights, how to file and resolve complaints, and how to find public and private financial funding. A police officer, a code compliance officer, and an assistant city attorney support each committee.

LAND committees choose the activities they pursue; they have identified income sources, developed lists of services available in their communities, produced brochures to promote their neighborhoods, and filed nuisance complaints against uncooperative landlords. The committees' long-term goal is to increase home ownership so residents will be proud of their communities and less apathetic about crime.

Results and Impact

Performance Measures

Community reclamation targets drug houses, which are the key to street level drug sales and related violence. The post-eviction period is critical. New residents must understand that the neighborhood does not tolerate drug dealing.

Computers are used to collect the data necessary to measure project results. Sources include the Department's Law Enforcement Management System, Raid and Suspected/Confirmed Drug House System, civil abatement complaints, criminal complaints, location and calls for service, and the Uniform Crime Report index. In addition, the Community Bureau conducts satisfaction surveys of neighborhood residents. On weekend nights police officers are also sent into neighborhoods on "walk-and-talk" missions, during which they talk to residents about crime in the area.

Successes and Accomplishments

All community policing neighborhoods are at least 95 percent free of drug houses. Drug house complaints have decreased by 20 percent citywide over the past two years. The city's overall Part I crimes decreased by three percent, and calls for service decreased by two percent in 1993. Home ownership increased in 1993, and the average value

of residential property increased by \$1,800.

The landlord/tenant detective was able to assist in 333 evictions without the necessity of a raid. Because each raid normally costs the department about \$900 for personnel, a total of \$299,700 was saved.

The community/landlord organizer has received the endorsement of the city's Landlord Organization. Volunteer action committees have identified income sources, developed lists of services available within the community, produced brochures to promote their neighborhood, and filed nuisance complaints against properties owned by uncooperative landlords.

An office building has been turned into a network center which brings over 22 human services into the neighborhood.

Prospects for Replication

Community-based policing takes on many forms throughout the country. The key component is police recognition of community strength. Communities willing to fight crime must have the complete cooperation of government. When an active community understands its responsibility, community reclamation begins.

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California

FALCON Narcotics Abatement Unit

Statement of the Problem

Los Angeles, with a population of 3.6 million people has the second highest volume of narcotics cases in the United States. The Los Angeles Police

Department (LAPD) made 34,547 narcotics-related arrests in 1994, an increase of nearly 11 percent over the previous year. A recent intelligence briefing to the chief of police identified narcotics "hot spots" throughout the city. The five-year statistical overview of narcotics arrests and seizures demonstrates the need for a strategy beyond traditional enforcement.

Narcotics-related nuisance activities have also mushroomed, particularly in low-income neighborhoods. Property values in these neighborhoods have steadily deteriorated as a result of neglect, abandonment, or inadequate city services. Drug dealers and gang members vandalize structures and intimidate residents and business owners, furthering neighborhood decline. Residents, often unaware of available resources and ignorant of ways to fight back, live in a state of siege. Researchers have documented the relationships among drugs, crime, and neighborhood disintegration. When residents see active drug dealers, flourishing "drug houses," and blight conditions, they feel that the police and the community have lost control and perceive their neighborhoods to be inadequate environments for raising children and establishing businesses.

Traditional law enforcement excludes other governmental agencies, fails to tap community resources, and overlooks the potential for cooperation of property and business owners in abating narcotics-related problems. Traditional abatement is often unable to provide long-term solutions to criminal nuisance problems because it is too site specific and fails to consider other neighborhoods' needs. To address these shortcomings, the Focused Attack Linking Community Organizations and Neighborhoods (FALCON) Narcotics Abatement Unit was initiated in November 1990 with grant funding from the California Office of Criminal Justice Planning.

Goals and Objectives

FALCON is an innovative, comprehensive program for abating narcotics nuisance activity in communities. The FALCON Narcotics Abatement Unit is a multiagency task force comprising personnel from the Los Angeles Police Department, City Attorney's Office, and Department of Building

and Safety.

FALCON's primary goal is to curtail crime and urban blight in drug-infested neighborhoods through a concentrated, coordinated effort by police, prosecutors, and regulatory and service agencies working closely with community groups. The program stresses team work, recognizes the importance of law and code enforcement in eliminating narcotics and related criminal activity in targeted neighborhoods, and addresses factors that create environments receptive to crime.

The program's major objectives are: (1) eliminating narcotics nuisance locations by encouraging cooperation of property owners, filing narcotics abatement lawsuits, and seizing real property; (2) establishing an integrated network of law enforcement and governmental agencies, community-based organizations, and concerned citizens; (3) providing neighborhood crime prevention and education programs to residents and businesses in targeted areas; and (4) fostering community coalitions among property owners, tenants, residents, and business owners.

Program Components

Teams of police officers, prosecutors, community resource specialists, and regulatory inspectors develop and implement approaches to address specific needs of neighborhoods. FALCON personnel include a lieutenant (officer-in-charge), sergeant, detective, seven police officers, a management analyst, and a senior clerk typist from the LAPD; a supervising assistant city attorney, two deputy city attorneys, two community resource specialists (administrative coordinators), a legal assistant, and a legal secretary from the Los Angeles City Attorney's Office; and a senior mechanical building inspector from the Los Angeles Department of Building and Safety.

Identifying and Targeting Nuisance Locations

FALCON investigating officers and city attorneys collect and review information about narcotics nuisance locations provided by citizens, community groups, local police divisions, and city councilors. Police officers conduct surveillance, prepare search warrants, and make arrests to follow up complaints of narcotics activities. Prosecutors and investigating

officers review all data and evidence to determine the appropriate abatement remedies.

Coordinating Multiagency Investigations FALCON personnel help to develop strategies for criminal and regulatory enforcement in targeted areas. Code inspectors, local police officers, and anti-gang officers are consulted during various stages of FALCON investigations, and FALCON city attorney personnel research the legal aspects of search and seizure, issues relating to regulatory enforcement, and the filing of criminal and civil actions. Attorneys also tailor probation conditions to prohibit convicted narcotics dealers from returning to targeted areas.

Evaluating Nuisance Remedies FALCON city attorneys and police officers examine possible remedies such as voluntary abatement, civil abatement, property seizure and forfeiture, and criminal prosecution. To determine which remedies will be most effective in abating particular nuisances, city attorneys and investigating officers review investigative packages containing narcotics-related crime, arrest, and property reports linked to nuisance properties, property title reports, zoning ordinances and variances, business and operating licenses, and property owners' other real property assets.

Notifying Property Owners As required by the California Health and Safety Code, FALCON city attorneys notify property owners of all relevant narcotics activities associated with particular properties and of the legal sanctions that may be imposed.

Conducting Property Owner Hearings FALCON personnel compile comprehensive property profiles detailing criminal activity and deteriorating building conditions. These profiles are presented to property owners at city attorney hearings. FALCON city attorneys, police officers, and the building code inspector advise owners of narcotics activities and code violations at their properties, and work with them to develop nuisance abatement plans. Owners are given timetables for complying with codes and implementing improvements to deter narcotics activity. FALCON city attorneys also advise owners of the civil and criminal sanctions that can be imposed for failure to abate nuisances voluntarily.

Filing Civil and Criminal Lawsuits FALCON city attorneys prepare abatement filings and review forfeiture cases against owners who fail to voluntarily abate nuisances at their properties. Prosecutors file criminal cases against property owners and tenants who fail to comply with orders issued by regulatory inspectors.

Forming Community Impact Teams FALCON emphasizes neighborhood block projects, allowing the unit to cover broad areas. FALCON community resource specialists, with the assistance of FALCON police officers and prosecutors, develop Community Impact Teams (CIT's) to launch multipronged attacks on crime in targeted neighborhoods. CIT's complement community policing by increasing patrols, identifying chronic offenders, evicting drug dealers, screening tenants, and enforcing building and safety regulations. FALCON develops CIT's to enhance dedicated municipal services in blight areas.

CIT's are organized around committees devoted to particular issues, including enforcement, enhancement, community outreach, education, housing, and economic development. The aim of CIT's is to galvanize residents to work with government, local social service agencies, and each other to improve the quality of life in their neighborhoods. CIT's concentrate on neighborhood outreach, organizing residents, teaching crime prevention techniques, providing apartment manager training and neighborhood beautification, and bringing government services to bear on problems such as inadequate street lighting, graffiti, abandoned cars, and poor sanitation. Community resource specialists facilitate interaction and act as liaisons with law enforcement, regulatory, and service agencies; community groups; city council staff; and property and business owners.

Fostering Community Coalitions FALCON community resource specialists work to develop coalitions of residents, property owners and managers, and business owners in each targeted area to enhance neighborhood ability to regain control and improve the quality of life. The specialists assist existing neighborhood watch groups in identifying and expressing community concerns; improve communication among owners, tenants, and the police; and provide neighborhood crime

prevention programs.

Educating Property Owners and Tenants FALCON personnel train owners to screen prospective tenants, identify chronic offenders, and manage apartments. They also provide neighborhood beautification and crime prevention training and resources for owners and tenants.

Training Police Officers and Prosecutors To facilitate implementation of LAPD's community policing approach, FALCON police officers and city attorney personnel have developed an LAPD and Police Officer Standards of Training (POST)-approved training curriculum for all LAPD senior lead officers. These lead officers are specially assigned to coordinate law enforcement efforts and act as community liaisons in particular areas. The nuisance abatement training provides the officers with essential tools to target nuisance locations and develop ties with city council staff and municipal service agencies. Outside law enforcement and prosecution agencies also receive training based on the FALCON model for narcotics abatement.

Results and Impact

Performance Measures

The program's success can be measured quantitatively by reviewing the reduction in residential and commercial narcotics locations and the number of police calls for service, narcotics arrests and drug-related crimes, as well as numbers of substandard properties and amounts of blight noted in a targeted neighborhood. Further quantitative measures include the number of neighborhood block projects completed; community impact teams established; property owner, tenant, and business owner coalitions formed; and training sessions provided to law enforcement and prosecution agencies. Qualitative measures include survey results from residents in a targeted area, declarations of satisfaction from senior lead officers and community members, and observations of improvements in the physical conditions in a targeted neighborhood.

Successes and Accomplishments

From January 1991 through June 1995 the FALCON program identified and reviewed 2,505 properties referred for possible abatement and initiated 1,052 investigations. Of these investigations, 854 resulted in successful abatements through arrests, service of search warrants, code enforcement, building demolition, property owner management training, evictions, hearings, and civil or criminal proceedings. FALCON personnel are monitoring most of the remaining properties for voluntary abatement. Representing nearly 7,000 residential units eleven neighborhood block projects and community impact teams were established.

More than 500 training sessions were conducted for community groups and for LAPD and other law enforcement and prosecution personnel. Training manuals on narcotics abatement procedures, abatement pleadings, and real property forfeitures were prepared and distributed to more than 500 law enforcement, prosecutorial, and other municipal agencies. The forfeiture manual was accepted for publication and distribution by the U.S. Department of Justice's National Criminal Justice Reference Service (NCJRS). In addition, FALCON collaborated on the publication, *What You Need to Know About Gangs and Drugs: A Handbook for Property Owners in Los Angeles*.

Nearly 250 hearings with owners and managers of targeted properties were conducted, and 1,563 follow-up visits were made to evaluate compliance. Six injunctions were obtained subsequent to the filing of narcotics abatement lawsuits, and 23 FALCON-initiated matters filed by the U.S. Attorney's Office resulted in Federal asset forfeiture.

The FALCON Unit has received national and local recognition for its creative neighborhood revitalization strategies. Presidents Clinton and Bush have both praised FALCON. The program has also been commended by the Bureau of Justice Assistance and was nominated for the Webber Seavey Award for Quality in Law Enforcement and the Helen Putnam California Cities Award of Excellence. In 1992, FALCON received a commendation from the Los Angeles City Council for its exemplary work in revitalizing the Lanark

Park area, formerly notorious for drug dealing. Additionally, FALCON has received the Los Angeles City Quality and Productivity Commission's Productivity Improvement Award for the past two years. Results from resident surveys and declarations of satisfaction from senior lead officers and community members also attest to the program's success.

Prospects for Replication

FALCON has been recognized for its ability to produce lasting results. Police and prosecution agencies from a number of cities have sent representatives to Los Angeles for training from FALCON personnel. Other agencies have requested and received copies of FALCON's training manuals so they can develop programs based on the FALCON model. Several cities have replicated all or significant components of the FALCON program.

The prospects for replicating the FALCON program are excellent. Its common sense approach is easily duplicated by jurisdictions willing to commit existing resources, including police officers, prosecutors, community organizers, code inspectors, and other municipal service providers. The participation of local governmental agencies, citizens, and community-based organizations is necessary for FALCON's neighborhood-based drug control strategy.

A police department policy requiring each officer to commit time to the program with the opportunity for promotion within the program tends to bolster success. Program organizers considering replicating the FALCON model must examine the availability of civil and criminal nuisance abatement remedies in their jurisdictions. They must also determine which government legal counsel is authorized to initiate abatement proceedings. Implementing a maintenance program after the initial narcotics nuisance problem is solved helps ensure that the problem does not return. Police officers and community members must be vigilant to prevent illegal activity from returning to the neighborhood.

Funding

Bureau of Justice Assistance: 1.7 million (1995-96)

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Innovative Court Programs/Prosecution

District of Columbia

Trial Court Performance Standards Program

Statement of the Problem

Recognizing that State court systems were being stretched beyond their capacity and experiencing fatigue and burnout in attempting to deal with drug-related cases, the Bureau of Justice Assistance (BJA) and the National Center for State Courts (NCSC) initiated a program in 1987 to increase the capacity of the Nation's trial courts to provide fair and efficient adjudication and disposition of cases. Implicit in the program was the recognition that existing judicial and support resources can handle court caseloads only through a more focused application. The program sought to develop a performance measurement to help courts use their resources effectively.

Goals and Objectives

The goals of the Trial Court Performance Standards program were:

- development of a manageable number (20 to 25) of standards of trial court performance;
- development of a comprehensive measurement system, built around the standards, including performance measures or indicators, data collection methods, techniques by which the measures can be taken, requirements for data, and a performance evaluation scheme by which the measurement system can be applied by trial courts throughout the country;
- field testing and application of the performance standards and measurement system in selected "demonstration" courts; and
- dissemination, promulgation, and acceptance of the standards and measurement system by key judicial organizations and several States.

Program Components

The program consists of a performance measurement system including 22 standards and 68 measures. The 22 standards define effective court performance in five areas:

- **Access to justice.** The five standards in this area require a trial court to eliminate any unnecessary geographic, economic, procedural, language, or psychological barriers to its services.
- **Expedition and timeliness.** The three standards in this area refer not only to the prompt and efficient resolution of disputes but to all court activities.
- **Equality, fairness, and integrity.** The six standards in this area require trial courts to provide due process and individual justice in each case, treat similar litigants equally, and ensure that their actions and their consequences are consistent with established law.
- **Independence and accountability.** The five standards in this area require trial courts as a vital component of our tripartite system of government to be independent of and maintain parity with the legislative and executive branches of government. In addition, the standards require the courts to be accountable for what they do with their resources and that their personnel practices and decisions establish the highest standards of personal integrity and competence among their employees.
- **Public trust and confidence.** The three standards in this area address the courts' responsibility to instill public trust and confidence in the fair and effective operation of the courts.

Taken together these five performance areas encompass the fundamental purposes and responsibilities of courts and may be thought of as a court's mission.

The 68 measures enable courts to gauge how well they are performing with regard to their mission and goals as articulated by the 22 standards. The Measurement System employs numerous data-gathering methods and taps diverse data sources including both familiar processes such as court and case record reviews, tallies of case filings and dispositions, and other social science techniques used less commonly by courts such as systematic observations, structured interviews, surveys of various reference groups, simulations, group techniques, and public opinion polls.

The Trial Court Performance Standards (TCPS) and Measurement System define a philosophy for self-assessment and improvement that is

institutionalized as a regular and systematic court administrative activity. The Measurement System is designed to gather information that the court can readily use in a variety of ways, including budgeting, case management, court improvement projects, and strategic planning. The initial application of the measures helps the court identify areas that need attention or improvement. The measures also may be used to establish benchmarks with regard to the court's performance on each standard the court wishes to address. Then the court can use the measures to determine whether its performance is better, about the same, or worse than when the measures were originally made. The measures can also help the court determine whether its improvement efforts are successful or need to be changed.

Results and Impact

Performance Measures

The measures of program success derive directly from the program's goals. Could a set of performance standards be developed that would be applicable to courts across the country? Could measures be developed that would be feasible, valid, and useful for gauging court performance? Would courts use the standards and measures that were developed?

Successes and Accomplishments

The program succeeded in developing a set of standards and measures that were subsequently demonstrated in 12 courts in four States. The independent evaluator for the demonstration phase to the program concluded:

If we wanted an answer to whether performance measures can be developed, tested and found comparatively worthwhile and workable—the answer in 1994 is that it is possible for the judicial branch trial courts to evaluate themselves well by using the 22 standards and associated 71 modified measures already developed.

With regard to the applicability of a set of standards to courts across the country, the endorsements of Trial Court Performance Standards (TCPS) by several national judicial organizations include the

Conference of Chief Justices, the Conference of State Court Administrators, the National Association for Court Management, and the National College of Probate Judges. The Judicial Council of California also endorsed the standards which are now in use in numerous courts across the country. These standards have been the subject of national educational programs in several states—programs that are typically filled to capacity and have waiting lists. The TCPS are a core course requirement for the Court Executive Development Program, a leadership development program of the NCSC's Institute for Court Management, and are the backbone of the National Association for Court Management's proposed core competencies for court managers. In addition, court officials from several African, Middle European, and Central and South American countries, as well as Australia, Canada, England, Japan, and Scotland, have requested information on the TCPS. These standards are currently available in Spanish and Japanese.

Prospects for Replication

The TCPS are widely viewed as a blueprint for improving the administration of justice in the State courts—a blueprint that includes a common language for description, classification, and communication of court activities; a conceptual framework for understanding and improving court performance; and, most important, a means for self-assessment, self-improvement, and public accountability.

The TCPS and Measurement System are crafted for the "generic" general-jurisdiction court. How they are applied in any given court depends on the needs of the court and the environment in which it operates. For one court the application of the TCPS and Measurement System might involve selecting and conducting one or two measures that address a particular area of concern. For another the application might involve articulating a strategic plan for the court in which the TCPS and Measurement System play a central role.

A Planning Guide for implementing the program assists courts in adapting the program. The planning guide includes a seven-step implementation model, key considerations before starting the measurement process, and a prototype educational

program on the TCPS and Measurement System.

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Texas

Capital Litigation Team

Statement of the Problem

Texas has many small and rural jurisdictions served by law enforcement and prosecution offices that are severely limited in staff and resources. It is not uncommon to find several counties covered by only one prosecutor and a part-time support staff. The resources of these offices are strained beyond their limits in handling a regular caseload of misdemeanor and felony offenses. Investigating and prosecuting a complex capital murder case is often

impossible because these jurisdictions do not have either the financial or staff resources. Violent cases in which strong evidence points to the guilt of the defendant and his or her future threat to society are often inadequately prosecuted, if prosecuted at all.

When a prosecutor in a small jurisdiction does undertake a capital murder case, he or she usually must abandon the jurisdiction's regular docket for the duration of a five to six week trial. Compounding this problem is the fact that prosecutors are sometimes overwhelmed by the resources of statewide anti-death penalty organizations that devote their sizable staffs to defending capital cases.

Finally, because of their remoteness and lack of resources, small jurisdictions are especially vulnerable to drug trafficking. The connection between drug trafficking, and drug abuse and violent crimes is well documented. Strongly addressing such crimes sends a clear message to drug abusers and traffickers about the consequences of committing violent crimes.

Goals and Objectives

The primary objective of the grant is to provide assistance to prosecutors and law enforcement agencies in Texas in investigating and prosecuting capital murder cases. Agencies in rural and small jurisdictions need the most help.

The Capital Litigation Team will accept capital cases from small and rural jurisdictions that cannot adequately prosecute these cases. The team members will form the basis for, and take the lead in establishing, a multijurisdictional effort to combat violent drug-related crime. They will coordinate and provide previously unavailable support to rural jurisdictions and help reduce the backlog of capital cases throughout the State.

Ideally, the team will become involved in the pre-indictment stage and provide assistance and resources during the critical investigative phase of the prosecution. Following thorough investigation and preparation, the team will be responsible for the case through indictment, trial, and appeal. The team will also provide technical and research support for prosecutors and law enforcement

agencies across the State. The project requires extensive travel; team members will typically spend at least 50 percent of their time on the road.

Program Components

The Capital Litigation Team, which consists of one experienced capital prosecutor, one junior lawyer, and one investigator, is assigned to the Prosecutor Assistance and Special Investigations Division of the Office of the Attorney General. The team shares some resources with the division, which provides assistance to prosecutors and law enforcement agencies across Texas. The division has successfully prosecuted public corruption, white collar crime, sexual assault, and other violent crimes and provides a base of support for the Capital Litigation Team.

Results and Impact

Performance Measures

The three-member Capital Litigation Team can realistically expect to handle a caseload of several capital cases per year and to provide assistance to scores of jurisdictions across the State. A death penalty verdict in a drug-related homicide can send strong signals to drug abusers and traffickers in small and rural jurisdictions that the consequences of their violent behavior are severe. Successful prosecution of these cases also helps strengthen confidence in the justice system among citizens of these jurisdictions, who often feel neglected because violent crime is not punished.

Successes and Accomplishments

Within its first six months, the Capital Litigation Team completed one capital murder jury trial and disposed of a second capital murder case by a guilty plea following a week-long mental competency jury trial. The team secured capital murder indictments against a defendant in a 13-year-old kidnapping and robbery case in which five persons were killed, and the team is preparing to try that case. In addition, the team has given advice and research assistance to a number of jurisdictions and at the request of local prosecutors is representing the State in appeals of capital murder convictions. In each of these matters, the team is providing a level of prosecution that was out of reach of the local officials because

of limited resources and other circumstances beyond their control.

Prospects for Replication

To replicate the Capital Litigation Team program, State prosecutors must have the legal authority to prosecute cases in local jurisdictions. The team can get the base of support and research resources it needs to meet its goals by sharing resources with an established agency or division or by expanding the program to include the basic resources of a prosecutor's office.

Funding

Bureau of Justice Assistance: \$176,174

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New York

Midtown Community Court Project

Statement of the Problem

Criminal courts in large urban settings are crowded, chaotic, and overwhelmed. In New York City, judges, prosecutors, defense attorneys, and court administrators confront hundreds of misdemeanants daily, many of whom have appeared before the court multiple times for similar offenses. Lacking available jail space or suitable alternative punishments, the court has difficulty demonstrating that crime has consequences—especially for crimes like prostitution, shoplifting, low-level drug possession and sales, illegal peddling, and theft of

services. In many urban courts, sentences of time served, bench warrants for nonappearance, and bail forfeitures are the usual normative responses to minor offenses. Such dispositions rarely convince either the community, the victim, or the defendant that crimes are taken seriously and that defendants are held accountable.

Goals and Objectives

In October 1993, the Midtown Community Court (MCC) opened to process low-level offenses arising in the Times Square area of Manhattan. The three-year demonstration project was coordinated and developed by planning staff at the Fund for the City of New York in collaboration with the State Office of Court Administration and the City of New York, to achieve the following goals:

- establish constructive, restorative responses to quality-of-life crimes including intermediate sanctions such as community service sentences and drug treatment;
- engage defendants in treatment, education, and health services at the moment of arrest;
- enlist community members and local service providers to help solve problems; and
- make justice quicker and more visible in the same neighborhood where offenses occur.

MCC attempts to provide judges with an array of intermediate sanctions for quality-of-life offenses as alternatives to letting them "walk" or incarcerating them. MCC has implemented the following key objectives:

- designed sentences that stress immediacy and certainty, to enforce the message that crime has consequences and to engage defendants immediately in education, treatment, and prevention;
- worked with local residents, businesses, social service organizations, and law enforcement to forge creative, cooperative solutions to quality-of-life problems and to provide services directly at the court;

- augmented the city's community policing program with problem-solving tools such as community work projects and services for addicts, prostitutes, and the homeless;
- made justice accessible and visible to the community by assigning offenders to visible work projects carried out in the Midtown area; and
- brought together social service agencies and criminal justice personnel under one roof to provide health, education, and welfare services, and to craft solutions.

Program Components

MCC operations are unique among New York City courts in several respects. Defendants are assessed before arraignment to determine whether they have a substance abuse problem, a place to sleep, or a history of mental illness. A resource coordinator, working in the courtroom, helps the court match defendants with drug treatment, community service, and other sanctions. Court hearings, social services, and community service punishments take place under one roof. Punishment begins immediately, increasing the likelihood that defendants will comply with the alternative sanctions. Computer technology increases accountability and improves communication among the police, the court, social service providers, and the community. Community members and community-based organizations are actively engaged with the court, providing community service supervision, on-site social service, and general feedback and guidance through the court's Community Advisory Board.

Arrest warrants are issued for offenders who fail to comply with their sentences. Because the police officers are so closely linked to the court, such offenders are rearrested quickly. Offenders are seen by the same judge who sentenced them the first time. The judge either increases the length of the sentence or orders more urinalysis screenings, more treatment sessions, or other appropriate sanctions.

Results and Impact

Performance Measures

Since June 1993, the National Center for State Courts (NCSC) has been serving as the independent evaluator of the MCC. NCSC researchers are comparing the use of intermediate sanctions, compliance rates, and defendant arrest rates at the MCC with those at Manhattan's central court. Focus groups and interviews with community leaders and residents will help researchers determine whether the MCC is changing community attitudes toward the criminal justice system.

Successes and Accomplishments

In its first year of operations, MCC established itself as a vital player in the Midtown community. Nearly 70 percent of offenders sentenced at MCC are ordered to work in the neighborhoods where they committed their offenses—more than twice the rate found in the central Manhattan court. In the first year, defendants from the court provided almost \$170,000 in labor to the community. The defendants have had a noticeable effect on the community: they have cleared over 530 tree pits, removed graffiti from nearly 140 walls, and sorted, stuffed, and labeled over 740,000 pieces of mail free of charge for local nonprofit organizations. While MCC is not the Nation's first court to require that defendants perform community service, its insistence on their performing that work in the community where the crimes occurred is unique.

MCC is the first criminal court in the country to co-locate and co-deliver case processing, social services, health care, education, and drug treatment within the court building itself. Substance abuse, unemployment, and homelessness, which are widespread among the defendant population, can contribute to continuing criminal involvement. MCC has forged new coalitions, bringing many service providers together under one roof. The city's Department of Health, Board of Education, welfare agency, substance abuse treatment providers, homeless outreach workers, and youth service providers help respond to defendants' underlying problems.

The court has established a set of graduated social service sanctions including single-session health education groups for both prostitutes and solicitors of prostitutes, job readiness training sessions, counseling groups for youth, and long-term mandatory substance abuse treatment as an alternative to jail. One unexpected result of the court's under-one-roof service delivery approach is that many defendants, sentenced only to brief interventions, return to the court after completing their sentences. In the court's first year, roughly 16 percent of defendants sentenced to intermediate sanctions take advantage of court-based services.

The preliminary evidence of the court's effects on case outcomes is encouraging. In nearly 80 percent of the cases disposed at the court, defendants are sentenced to perform community service, participate in social service programs, or both. Community service sentences for convicted misdemeanants are handed out far more frequently at MCC (62 percent) than at the central Manhattan court (26 percent). Judges not only have constructive options, but when they impose sanctions they do so with confidence that they will be carried out. Preliminary evidence suggests that community service compliance rates are substantially higher at MCC (75 percent) than at the downtown court (50 percent).

While it is too soon to assess whether the court has had an overall impact on street conditions, there is growing evidence of a reduction in street-level prostitution and illegal vending on Midtown streets. During the court's first nine months, prostitution arrests fell by 31 percent in Midtown, while they increased by 5 percent in the rest of Manhattan. After 15 months of operation, arrests for illegal vending dropped 26 percent. The drop in prostitution and illegal vending arrests in Midtown came at a time of increased quality-of-life enforcement citywide. Interviews with community leaders, residents, police officers, prostitutes, and street-vendors bolster the finding that visible quality-of-life offenses in Midtown have decreased dramatically.

Preliminary analysis also points to a transformation in community attitudes. Based on interviews with community leaders, residents, local police, and representatives of business groups, NCSC reports

that community attitudes have shifted from uncertainty about whether MCC would work to a recognition that the MCC experiment had important "implications for the NYC Criminal Court system as a whole."

Over the past year, the court's physical presence in the community (it is adjacent to the Midtown North precinct house) has fostered closer communication between the police and court administrators. For the first time, individual patrol officers are receiving information about case outcomes of their arrests, and officers' attitudes toward MCC have shifted from skepticism to growing support.

Prospects for Replication

Planning for New York City's second community court, to be located in Brooklyn's Red Hook neighborhood where 70 percent of residents live in public housing, is currently underway. Replicating the MCC model or aspects of it is likely in other jurisdictions as well. In the past year, representatives from Philadelphia, Baltimore, and California have visited MCC to observe operations. Developing a community court requires assembling a broad coalition of support from community leaders, residents, social service providers, criminal justice officials, foundation and corporate supporters, and local politicians. Although community groups often band together to oppose community-based criminal justice initiatives, strong neighborhood support helped MCC find its home, overcome early opposition to court decentralization, and begin operation in less than two years. Although specific issues may vary, the obstacles inherent in the process of assembling a coalition of divergent constituencies, each with a unique agenda or special area of interest, are likely to be encountered in other urban settings.

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Hawaii

Multi-Agency Family Violence Program

Statement of the Problem

From 1991 to 1993, the reported incidents of domestic violence in the county of Maui increased approximately 63 percent, from 1,318 to 2,150. During this same period, the number of arrests increased by about 109 percent, from 278 to 580.

In some ways, the cases' growing complexity is more disturbing than their increased incidence. More children are witnessing family violence, and more victims are victimized repeatedly. Family violence has a communitywide impact, creating a drain on social services and the criminal justice system.

Several Maui County agencies recognized that expeditiously arresting and prosecuting perpetrators of domestic violence had a positive impact on abusers, the victims, and the community. Police, prosecutors, and advocates realized that to protect victims they had to coordinate their efforts. As a result, the Maui Police Department and the Maui Department of the Prosecuting Attorney have engaged in joint projects.

Goals and Objectives

The program's overall goal is to reduce the incidence and severity of domestic violence, particularly repeat offenses. Toward that end, the first objective is to respond to domestic violence incidents quickly and effectively. The Maui Police Department's Domestic Violence Unit (DVU) has improved case management and processing techniques and provided patrol officers with domestic violence training.

The second objective is to expedite the prosecution of domestic violence cases. A Domestic Violence Prosecution Team was created and a career criminal classification system established to track repeat offenders.

The third objective is to increase interagency cooperation. A task force comprising members of law enforcement, social service, and local

government agencies was created. Police, prosecutors, and staff members from Alternatives to Violence, a social service agency, established a coalition that meets monthly and engages regularly in interagency training and consultation. A community awareness presentation regarding law enforcement response to domestic violence was also developed.

The fourth objective is to provide treatment and support for victims. Alternatives to Violence received a contract to provide crisis counseling on domestic violence calls. A victim/witness counselor assists the prosecutor and victims in domestic violence cases in court.

Program Components

The DVU consist of a sergeant and two investigators who only handle domestic violence cases. The unit developed procedures for police response to domestic violence incidents and conducted training to implement them. Per procedures, all cases are referred for prosecution, and arrest is mandatory if there is a complaint or evidence of physical abuse. The unit reviews all reported cases of domestic violence, seeks out and arrests all physical abusers who initially avoid apprehension, and refers victims requiring treatment to Alternatives to Violence. In addition, the DVU makes a presentation two to three times per month to targeted communities and responds to requests for information from community groups.

The Domestic Violence Prosecution Team, which consists of two deputy prosecuting attorneys, one investigator, and one victim/witness counselor, uses the vertical prosecution model whereby the same attorney or team handles the case through the entire process. A team unit systematically identifies all repeat offenders for priority in prosecution by tracking the number of verbal and physical abuse complaints. Priority cases can be moved to the front of the docket if necessary.

The Domestic Violence Task Force brings representatives from the police, prosecution, judiciary, and social service agencies, together with a member of the Maui County Council to coordinate efforts related to domestic violence. The task force, which meets quarterly, also educates community groups about the efforts of police and

prosecutors to reduce domestic violence.

Results and Impact

Performance Measures

Police expected community education and tougher law enforcement to lead to an increase in the number of calls for service related to domestic violence. The volume of calls received after the program went into effect, however, exceeded expectations. As time passed, program officials recognized that intervention might not stop the first incident of domestic violence but that it could deter subsequent assaults. As a result, the program's goal was redefined to focus on reducing recidivism. Program officials are optimistic that in the long run, first events may also be deterred as attitudes change and youth become intolerant of domestic violence.

Several performance measures were used to determine the program's success:

- number and frequency of training sessions held for the Maui Police Department, and the number of officers trained;
- total arrests during the project period compared to the previous period;
- number of community awareness presentations given by the DVU;
- number of domestic violence cases brought to court during the project period;
- number and frequency of meetings conducted by the Domestic Violence Task Force and the Domestic Violence Coalition;
- implementation of the career criminal classification system and other benchmarks which included issuing of general orders by the Maui Police Department regarding the handling of domestic violence and the completion of the DVU's Standard Operating Procedure Manual, and of the Police Training Manual/Lesson Plan; and
- execution of a service-provider contract with the Alternatives to Violence agency.

Successes and Accomplishments

The police department provided domestic violence training to all officers through either in-service or annual recall training. The department also established a protocol to coordinate the efforts of

all agencies interacting with its DVU. A change in record keeping ensured that all cases of physical violence were documented by the end of the shift during which the incident occurred and that DVU was given a copy of the report immediately.

The police contracted with Alternatives to Violence to provide 24-hour crisis counseling. During the first year of the project, the agency handled 284 calls. The DVU also made two to three community presentations per month during the first year.

The total number of reported incidents increased 30 percent, in part because of community education, though the proportion of physical abuse cases (compared with verbal abuse cases) declined. Total arrests related to domestic violence increased five percent. Repeat offenders continued to represent less than seven percent of total arrests for domestic violence.

The number of trials dramatically increased (to 240, versus 14 prior to the project), as did the number of criminal actions filed (1,034 versus 870). The number of domestic violence cases prosecuted increased fifteen percent during the project period. At the same time, processing time of cases from receipt to court hearing dropped from 90 days to three to five weeks, while the conviction rate approached 100 percent.

The protocol adopted by the police department, which includes obtaining statements and videotapes to be used in court, has resulted in more successful prosecutions, even when the witnesses are uncooperative.

The recently established career criminal classification has given the prosecution team ready access to information on repeat offenders and enhanced the team's ability to determine appropriate strategies.

Prospects for Replication

To ensure consistent familiarity with use of policies and procedures regarding domestic violence, training at all levels is critical. Law enforcement and community agency personnel must be committed to the program's philosophy and goals, and they must have a supportive attitude toward

victims, offenders, and participating agencies. Management and senior officers must be alert to callousness or cynicism among officers, which will result in the failure of the program. Finally, to promote the cooperation and understanding required in a communitywide effort, communication among program participants must be regular and objective.

Funding

Bureau of Justice Assistance: 56,250 (1994-95); \$75,000 (1993-94); \$56,250 (1992-93)

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Oregon

Sanctions Treatment Opportunities Progress (STOP) Drug Diversion Program

Statement of the Problem

Probation intake data indicate that approximately 100 offenders per month (33 percent of all new cases) are convicted of drug felonies. Almost 200 offenders per month are drug users. Drug Utilization Forecasting (DUF) data indicate that 63 percent of a sample of arrestees tested positive for controlled substances. The defendants are likely to continue drug use and related behaviors before they can be adjudicated and referred to a drug treatment program.

In January, 1990 the Multnomah County Circuit Court instituted a fast-track trial docket to deal with its backlog of drug cases. This strategy expedited case processing, but it did not address treatment with the goal of reducing recidivism. Expedited court processing puts even greater pressure on limited community treatment capacity and

resources. Early intervention is desirable but difficult to accomplish; defendants are not referred to treatment until adjudication of the charges and assignment of a probation officer, often four to six months after arrest; even after treatment referral, the average waiting period to enter outpatient drug treatment is several weeks. The Sanctions, Treatment, Opportunities, Progress (STOP) Drug Diversion program enables defendants to enter treatment three days after arrest.

State budget reductions have affected local parole and probation operations. Budget has forced Multnomah County has been forced to reduce the number of probation and parole officers and to target services toward highest-risk felons. The Department of Corrections strategic plan calls for eliminating supervision for low risk clients. Many substance abusers will not be eligible for either supervision or treatment.

Goals and Objectives

The purpose of STOP is to reduce the number of drug-related crimes committed in Multnomah County and their cost to the justice system by curtailing the demand for drugs through cost-effective outpatient treatment and direct involvement by the court in managing the diversion process. The program addresses the standards in the State of Oregon and Portland/Multnomah County regarding drug-free babies, index crimes rates, and drug use by arrestees/probationers/parolees.

The programs objectives include:

- diverting to treatment up to 700 clients per year from the court drug docket and treating an average of 300 clients from the previous fiscal year;
- maintaining a 65 percent graduation rate;
- keeping 90 percent of program graduates felony-free for a one-year period following completion of the program;
- saving \$184,500 in indigent defense costs;
- saving \$150,000 per year in police overtime for

the city of Portland;

- diverting 450 defendants from probation sentences, which will yield a savings of three caseloads;
- evaluating the effectiveness of a 12-month drug treatment program using acupuncture as a method to relieve withdrawal symptoms and drug cravings;
- reducing substance abuse by improving treatment outcomes;
- reducing recidivism by improving program results; and
- obtaining and disseminating program evaluation information.

Program Components

STOP, a nationally recognized model, joins several government and private agencies together to reduce illegal drug activity. Cooperating agencies include the Multnomah County Circuit Court, the Multnomah County District Attorney, the Metropolitan Public Defender, InAct, Inc., and Multnomah County Community Corrections.

STOP's program development has been consistent with five main tenets: (1) a strong relationship between drugs and crime, (2) the ability of the criminal justice system to improve treatment outcomes and reduce recidivism by mandating drug treatment and establishing links with the treatment community, (3) seeing drug abuse as a chronic condition often marked by relapse, (4) the ability to enhance effectiveness of treatment by client-treatment matching within a continuum of interventions, and (5) the value of acupuncture as an adjunct to drug treatment.

When defendants enter jail, the intake officer marks their files if they are eligible for the program. At arraignment, defendants are advised of their rights and given an opportunity to apply for STOP. Interested defendants are released to meet with the Metropolitan Public Defender the next day for an orientation, which includes an overview of the program, court requirements, treatment

components, legal rights, and waiver of those rights. On the third day after arrest, the diversion hearing takes place. If defendants petition the court for program entry and are approved, they are referred to treatment that day. Defendants are charged a \$300 program fee. All participants are expected to pay, but some payments are handled on a case-by-case basis.

During the twelve months of program participation, defendants appear monthly before the judge for status hearings, which are a way to hold participants accountable for their behavior and encourage their progress in treatment. Some participants need more frequent status hearings. The treatment provider gives to the judge a report of each client's progress before each hearing. Clients progress through STOP by achieving satisfactory performance according to the standards linked to required tasks, including achievement of treatment objectives, clean urine analysis, and no new felony convictions. The court can punish clients who are noncompliant by assignment to a brief period of custody, the Community Corrections Forest Project, residential treatment, detoxification, or a trial.

Outpatient treatment is a four-phase, 12-month program of alcohol, drug, and health education lectures; process groups; individual counseling; internal and external support groups; mentoring; culture- and gender-specific group therapy; acupuncture; urinalysis; life skills classes; stress reduction techniques; pre-employment and placement assistance; physical examinations; basic skills and/or vocational training; and leisure skills development, using a holistic treatment approach.

Results and Impact

Performance Measures

The performance measurements follow the State of Oregon standards outlined in the Governor's strategy for reducing crimes and violence.

Reduce substance abuse by improving treatment outcomes The court and InAct, the treatment provider for STOP, will provide monthly totals of defendants diverted. The information will be provided to the criminal justice services in quarterly reports, which will include the number of active

clients in each of the program's four phases; the number of clients on bench warrants; the number of clients in STOP but engaged in treatment in outside agencies; the number of clients employed, in school, training, or other positive activities; the number of drug-free babies born to clients; and the number of successful completions and unsuccessful terminations.

Reduce recidivism by improving program results The Multnomah County Department of Community Corrections will run a program impacts study to assess the recidivism rates of participants.

Obtain and disseminate program evaluation information As part of the regular criminal justice services reporting process, the department will provide information on the number of cases diverted from the regular drug trial docket in Multnomah County; the number of cases completing diversion; cost savings in indigent defense, police overtime, and probation officer positions; and number of drug-free babies born. In June 1995 the department will produce an impact report documenting rearrest and conviction rates for program graduates and dropouts, number of days from program graduation or termination to arrest, cost per client completing STOP, and program results by race and sex. Program staff will work with criminal justice services and the State Office of Alcohol and Drug Abuse Programs to provide technical assistance and workshops for other Oregon jurisdictions considering a drug diversion program.

Successes and Accomplishments

A total of \$108,000 in client fees has been collected. Since 1991 the justice system has benefited from the following avoided costs: a) indigent defense—2,000 cases multiplied by \$246 savings per case equals \$492,000; b) police overtime—2,000 multiplied by \$200 savings per case equals \$400,000; and c) probation load—2,000 multiplied by 50 percent success equals 1,000 probation cases avoided, the equivalent of three casebanks (\$150,000) or ten mixed caseloads (\$560,000). Twenty drug-free babies have been born to program participants. Through March 1995, 504 (51 percent) of enrolled clients graduated.

The Multnomah County Department of Community Corrections recently completed an impact study of 54 program graduates and 50 unsuccessful terminations, comparing their rates of recidivism over a 12-month period, the calendar year 1993.

The findings indicate significant results from the program:

- 15 percent of the graduates had at least one arrest versus 54 percent of those who terminated unsuccessfully;
- 11 graduates were re-arrested versus 54 arrests for those who terminated unsuccessfully; the average number of arrests per graduate was .20 versus .92 for unsuccessful clients;
- 9 percent of the graduates had at least one conviction versus 50 percent of those who terminated unsuccessfully;
- eight convictions were graduated versus 33 convictions of those who terminated unsuccessfully; the average number of convictions per graduate was .15 versus .66 per unsuccessful client;
- 64 percent of the arrests of graduates were for felony charges versus 93 percent of the arrests of unsuccessful clients;
- 63 percent of the convictions of graduates were for felony offenses versus 100 percent of the convictions of unsuccessful clients; and
- the average length of time to the first arrest was 162 days for graduates versus 132 days for the clients who terminated unsuccessfully.

Prospects for Replication

STOP is currently being evaluated by The American University through the Bureau of Justice Assistance of the U.S. Department of Justice. Replicating this program means taking several important steps. First, collaboration between agencies is imperative. Regular communication is important, and monthly meetings are highly recommended. Second, program services must be made available immediately after the defendant is charged. Third,

a program fee should be established once the defendant has entered the program because the fee makes the defendant more accountable for his or her actions.

Funding

Bureau of Justice Assistance: \$125,000

Title V funds: \$512,055

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Alternatives to Incarceration

Vermont

Reparative Sanctions

Statement of the Problem

Like other States and jurisdictions, the Vermont Department of Corrections (DOC) has faced an increasingly dissatisfied public that sees itself in danger of being the victims of a crime and believes that the criminal justice system is doing a poor job of responding to crime. New legislative and administrative sentencing policies responding to a perceived "get tough" public sentiment have resulted in more offenders being committed to both probation and incarceration, and in causing them to stay longer. These policies have forced the DOC to manage the incarcerated population through "early release/back door" policies, further exacerbating credibility problems with the public.

At the same time, victims and communities in Vermont have demanded broader, more responsive service from the State's criminal justice system, but not necessarily more incarceration. The DOC's early public opinion research found that many citizens were interested in having offenders held accountable for "repairing" the damage and harm they caused, making restitution, and restoring communities to the quality and safety of the past. The public also supports community-based alternatives for nonviolent offenders.

Goals and Objectives

Restructuring Corrections With the support of a Bureau of Justice Assistance (BJA) Correctional Options Grant, a statewide restructuring of the Vermont DOC was initiated in 1993 and implemented in 1994. "Sentencing Options," Vermont's name for programs offered within the new organization, can best be described as a three-dimensional matrix of *sanctions*, *service tracks*, and *programs*.

This model gives the courts a variety of new sentencing choices consisting of programs and associated services organized within two service tracks (risk management and reparative) and tied to one of four legal sanctions (probation, supervised

Community service, preapproved furlough, and incarceration). Programs in the "risk management service track" targets offenders who have committed felony crimes and represent a higher risk for re-offending. Services in this track focus on intensive treatment and supervision. The "reparative service track" targets offenders who commit nonviolent offenses and represent a relatively lower risk to re-offend. This track focuses on requiring the offender to make reparation to victims and the community. This emphasis features three reparative sanction programs: reparative probation, community restitution and the community service camp, all of which are based on a "restorative" model of justice. Additionally, the reparative probation program, the focus of this document, involves the community in the justice process.

Restructuring and Reparative Goals The general purpose of the reparative initiative is to shift the correctional context and operations from a "retributive"-driven model of justice to a more responsive (for victims, communities, and offenders) "restorative"-driven model of justice. The initiative is also intended to bring the justice process closer to the community and to get Vermont citizens directly involved.

The general goals of the reparative sanctions programs are as follows:

- relieve overcrowding through the use of intermediate sanctions, to allow adequate incarcerative capacity for violent felons;
- create community-directed mechanisms to hold offenders accountable for victim and community reparation;
- create mechanisms to involve the community in the corrections and justice process; and
- effect a high degree of victim and community compensation, resolution, and satisfaction with the criminal justice process.

Program Components

The reparative probation program described below is a first-level program in the reparative sanctions track and one that most extensively involves the

community in the justice process. The central theme of this program is having an offender come face to face with the community and negotiate specific ways to make reparation to the victims and the community.

The reparative model is based on a shifting paradigm that moves from a retributive to a restorative form of justice. A retributive focus promotes an adversarial process that establishes guilt for a violation against the "State" and is constrained by rules and process. Seen as a debt to society, punishment establishes a relationship between the impersonal State and the offender, and often ignores victims.

A restorative model defines crime as a violation of one person by another and promotes a problem-solving focus based on dialogue that brings offender and victim (community) together to negotiate a resolution. The community plays a facilitative role in the restorative process of righting the harm and injuries caused by the offender. In this model, debt is being held accountable and liable for victim and social injuries, and involves mutually participating in a discussion of how to make things right. The reparative probation program is intended for offenders convicted of nonviolent misdemeanor or felony crimes ranging from retail theft to burglary. Offenders access the program through the traditional sentencing process. They are placed on probation on the conditions that they do not commit any new crimes and that they complete the reparative probation program.

Following sentencing, the offender meets with a community reparative board, the innovation in this program that distinguishes it from traditional programs. The specifics of the sentence are now in the hands of a board of community volunteers and the offender. The offender and the board members meet to discuss the details and impact of the offender's behavior and agree on specific activities that he or she will do to complete the program. This agreement focuses on activities related to the following four goal areas: (1) restoring and making whole the victims of crime; (2) making amends to the community; (3) learning about the impact of crime on victims and the community; and (4) learning ways to avoid offenses in the future.

Reparative activities that meet the four goal areas may consist of but are not limited to the following:

- restitution to victims;
- community service work;
- victim offender mediation;
- decision-making courses; and
- driver improvement courses.

The person on reparative probation must take responsibility for compliance with the terms and agreement, providing adequate verification and documentation of activity completion. Once the sanctions are agreed upon and assigned by the citizen board, the offender has 90 days to complete the program, at which point the board may recommend discharge from probation. If the offender fails to complete the program activities within 90 days, he or she may be returned to the court for further action.

Community reparative boards, which exist in all but one county, are the key ingredient to the reparative probation program. A board gets substantive involvement from community members in and functions as an extension of the corrections process, while maintaining some independence. The board is limited to selecting activities from the four offender goal areas. The court chooses the "general" sanction of probation with the reparative probation condition imposed, and the specifics of the activities are determined and assigned by the board. The authority to deal with offenders can best be described as a partnership between the court and the community, with DOC acting as a facilitator.

Eight reparative coordinators staff the programs. Their general duties include the following:

- provide consultation to the court, State Attorneys, and defense attorneys regarding referrals to the program;
- prepare cases to present before the reparative board;

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- verify offender contract compliance;
 - manage and facilitate administrative matters and case processing for the board;
 - coordinate orientation and training to the board; and
 - arrange for community resources and service providers.

These positions are funded by BJA and will terminate at the end of the grant period. Their function will be picked up by other staff under the direction of the local manager.

Results and Impact

Performance Measures

The DOC will evaluate the outcome and impact of all restructuring programs. Each outcome has measurable indicators around which data are collected. The following are the intended outcomes of the reparative program.

- victims and communities adequately compensated, expressing confidence in the purpose and process of the reparative program;
- offenders held accountable, realizing the impact of their crime on others, and do not return as repeat offenders;
- citizens playing an active and substantial role in the program;
- the program as a cost-effective sanction for the targeted population;
- overcrowding reduced by diverting short-term "jail-bound" offenders to reparative probation;
- resources focused on dangerous and higher-risk offenders; and
- court workload expedited and reduced.

Successes and Accomplishments

The reparative sanctions programs are in the early stages of implementation. The reparative probation program is the most recently implemented program, and the community restitution program is the most popular program so far. Utilization of all programs increases on a weekly basis, and the following reflect some early accomplishments to date.

- In the first year of operation, the reparative sanctions programs have achieved a 28 percent reduction in sentenced admissions to incarceration.
- In the first year of operation, the number of violent felons in jail increased 18 percent.
- Currently, 142 Vermont citizens serve on 12 reparative boards throughout the State.
- Offenders are engaged in a variety of restorative activities such as scraping and painting churches, maintaining public parks, cutting and stacking firewood for the fuel assistance program, stocking food shelves, and shoveling snow off senior citizens' sidewalks.

Stories and anecdotes come in weekly from citizens and communities expressing appreciation and satisfaction with the results of many community service projects. This is only the beginning.

Funding

Bureau of Justice Assistance: \$1 million

Prospects for Replication

Comprehensive restructuring of correctional services requires a policy choice that "risk management" services will be reserved for the population that poses significant risk and threat and that nonviolent offenders will receive only reparative opportunities. Making this radical paradigm shift from a retributive to a restorative model of justice will require a great deal of coordination and participation in the planning stages with the criminal justice system components, citizens, and communities. Such a shift should be considered a long-term process, not a single event that occurs

over a short period of time.

In a control-oriented profession like corrections, probably the greatest challenge of moving toward a restorative model and bringing the community into the process is risking the loss of control over decisions and supervision of this large segment of the offender population. Therefore public sentiment on the details of such an initiative should be assessed in advance. The public opinion survey done in Vermont was instrumental in supporting and validating the restructuring initiative in Vermont. (For more information on the public opinion survey, contact Mike Dooley).

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Montana

Alternatives to Incarceration in Rural Communities

Statement of the Problem

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

Crowding became a problem for the Yellowstone County jail in the mid-1980s and a court order placed a 62-bed limit on this facility, which had previously housed as many as 119 inmates. In response to the order and other safety issues, local authorities planned the construction of the 162-bed Yellowstone County Detention Facility, which opened in 1987. The facility emphasized direct

supervision, expendability, and alternative programming. While the new facility resolved Yellowstone's safety and supervision problems, it had a negative impact on the county's budget and staffing. Additionally, mandatory sentencing legislation increased the booking rate for persons convicted of driving under the influence (DUI) and domestic violence offenses. Within 2 years, the facility was near its peak capacity.

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

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

Goals and Objectives

To confront the criminal justice problems in their communities, Yellowstone, Stillwater, and Carbon counties developed community-based alternatives to incarceration, which were designed to (1) handle large numbers of offenders; (2) provide flexibility in sentencing; (3) be financially self-sufficient in part; and (4) reduce the demand for detention beds, which in turn would increase cost-effectiveness and reduce liability exposure. The objectives designed to meet those goals include:

- maximizing the sharing of resources across jurisdictions (city, county, State, and Federal);
- presenting a variety of sentencing options to allow flexibility in meeting the needs of offenders;
- addressing mandatory sentencing laws, such as

those for DUI and domestic violence;

- addressing the needs of indigent offenders; and
- providing supervision and treatment for substance abusers.

The program determined to provide:

- service to a total annual caseload of 4,000 to 4,500 clients;
- community service hours totaling 22,000 and valued at \$110,000;
- screening for 500 pretrial offenders for release;
- case management for 70 deferred prosecution clients;
- nondetention residential placements for 100 clients;
- 3,300 days of electronic monitoring annually; and
- counseling services for 124 domestic violence offenders.

Program Components

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

An advisory board was created in each community and the boards collected utilization data on the local detention facility, identified special needs of offenders, and assessed the availability of alternatives within the community. The data were examined in light of funding availability and the program was then designed. Throughout the

planning process, input from the public and media were solicited.

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

- **Community service** – Offenders are assigned to work for nonprofit and government organizations in lieu of paying fines or serving jail time and are compensated for their work at a set rate.
- **Pretrial screening** – Although pretrial screening is not a jail alternative, it is effective as part of a program. Pretrial defendants and inmates are interviewed and scored, and the score helps to determine their release status or sentence at the time of their arraignment or sentencing.
- **House arrest or electronic monitoring** – Clients, usually nonviolent offenders, are sentenced to remain at their residence, except for approved work hours or counseling services. They wear an electronic device (a bracelet or anklet) that is attached by a tamperproof band, and their movements are thus monitored.
- **Community supervision** – Clients report to program personnel, several times per week, on counseling attendance and work performance, and they may be tested for alcohol or drug use. The level of supervision can be regulated to meet varying needs, with program staff functioning like parole or probation officers.
- **Domestic abuse intervention** – As mandated by State law, offenders convicted of domestic abuse attend 25 hours of counseling, based on the family preservation model. Counseling is aimed at both the victim and the offender and often includes chemical dependency treatment for the offender.
- **Victim-offender restitution** – Trained mediators help offenders and victims resolve emotional issues and settle on an acceptable restitution

agreement. The offender and the victim must address the earning power of the offender and may substitute alternative forms of restitution, such as charitable work.

- Work release/detention – Largely at their own expense, offenders serve their sentence in a halfway house. Although clients may be permitted to work, they are supervised 24 hours a day and receive treatment.
- Minor in Possession (MIP) counseling and drug and alcohol services – Adolescents convicted under MIP statutes receive counseling. MIP services sometimes supplement the offerings of local service providers by providing drug and alcohol abuse assessment and counseling to adult offenders.
- Deferred prosecution—Offenders agree to a program of self-help, restitution, and community service in lieu of prosecution. Volunteers supervise the development of contract requirements and meet weekly with clients. When clients successfully complete the program, their arrest records are expunged.

Results and Impact

Performance Measures

Each alternative program is monitored by its local advisory board. Quarterly meetings provide a venue for subjective feedback from the courts on the efficacy of the referral process and the impact of the program on participants. These meetings also allow for the exchange of statistical information from computerized records and client-tracking systems. The programs rely heavily on statistical measures to evaluate their success or failure. The boards also receive quarterly financial statements so that they can review expenditures and revenues.

Monthly summaries of program activities catalog clients served, fees collected, termination status of the clients (success or failure), restitution paid, community service hours performed, and the value of those hours to the community. The use of local detention facilities is also measured against the guidelines established for each county.

Successes and Accomplishments

In general, predicted service levels have been reached and detention usage rates have been controlled. The Yellowstone County Detention Facility averaged 142 inmates per day in 1992, and although peak populations have reached the capacity of 162, the county has been able to keep one housing unit closed. Stillwater County contracted for one bed in the Yellowstone County Detention Facility. Stillwater kept that bed occupied during the program period but was able to cover the cost for that service. In Carbon County, daily averages were brought down from 3.20 inmates and 4.70 inmates per day in 1989 and 1990, respectively, to an average 2.01 inmates per day during 1991 (the first year of program operation).

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

Prospects for Replication

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

Components of such programs already exist: organizers may simply need to consolidate existing resources and expand access to them rather than invention a new program. The potential for successful replication increases considerably when a community correctional center is already in place.

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Illinois

St. Clair County Sheriff's Department Alternative Offender Work Program

Statement of the Problem

East St. Louis, IL has a national reputation as one of the most violent cities in the United States. The city suffers from urban decay; very few industries offer employment to residents, and the local economy is weak. Almost every segment of local government is in turmoil as it attempts to maintain fiscal stability and operational credibility. The crippling effects of these problems are compounded by illicit drugs and violent crime. To help combat the drug and violent crime problems, the St. Clair County Sheriff's Department implemented the Alternative Offender Work Program (AOWP). AOWP contributes to the overall efforts of the multifaceted East St. Louis Area Drug Initiative.

Goals and Objectives

The overall goals of the initiative are to eliminate the drug problem in greater East St. Louis and bring social and economic changes to the community. AOWP's main goals are to:

- prevent jail overcrowding;
- provide nonviolent offenders a positive alternative

to incarceration;

- restore the community's faith in law enforcement and the criminal justice system's ability to deal with the drug problem;
- hold drug users and dealers accountable for their actions; and
- reduce drug-related crime.

Program objectives are to:

- have 80 percent of participants complete the AOWP program;
- maintain an average daily work force of seven to 15 people; and
- maintain close communication with the probation system, the State's Attorney's Office, and the courts.

Program Components

AOWP offered nonviolent offenders arrested for drug-related crimes the opportunity to perform community service work rather than spend time in jail. The AOWP staff consisted of two corrections deputies (one sergeant and one corrections officer), a community organizer, and a substance abuse counselor. Program staff networked with existing community organizations to plan and implement service projects that would improve public health and safety. AOWP community service workers were assigned to the program as a condition of their court-ordered probation. The program targets probationers who would have been arrested for drug related crimes.

Initially, AOWP sought participants who met the following criteria: (1) had no prior prison sentences; (2) were physically and mentally capable of participating; (3) had no multiple-offense convictions involving domestic violence; (4) were long-time victims of domestic violence; (5) had no convictions for actual or attempted criminal sexual assault, assault with intent to commit criminal sexual assault, or arson; (6) had no pending escape charges or a pattern of flight behavior or any pending felony charges at the time of sentencing;

and (7) could meet their own food and housing needs. However, most of those arrested had criminal histories, were accused of violent crimes, or had other elements that made them ineligible for AOWP participation. Consequently, the criteria for participation changed in order to include more offenders.

Program activities that supported the efforts of local and State agencies were as follows: (1) cleaning abandoned and neglected properties; (2) disposing of illegally dumped materials, including 75,000 tires; (3) initiating neighborhood organization/beautification efforts; (4) restoring parks; and (5) providing emergency relief services.

Much of AOWP's neighborhood improvement activity resulted from its support for a citywide effort titled "Operation New Spirit." Earlier plans for this project disintegrated because of disaster emergencies, depleted funding, and other organizational problems. However, through partnerships developed by AOWP, some 25 organizations, including the State Community College of East St. Louis, the University of Illinois Action Research Project, and the U.S. Department of Agriculture Soil Conservation Service (now the Natural Resource and Conservation Service), formed the East St. Louis Area Ecosystem Council. This council provided the coordination and communication necessary for efforts such as Operation New Spirit, and the program was reborn. With help from AOWP, New Spirit launched numerous neighborhood revitalization efforts and restored public trash pickup, which had been suspended in East St. Louis for seven years.

Results and Impact

Performance Measures

Performance indicators for the program include:

- number and type of arrest by overt squads;
- number and type of arrest by covert squads;
- number of offenders prosecuted;
- number and sentence of offenders convicted;
- number of offenders assigned by probation and outcome of probation;
- number of offenders assigned to community service and outcome of service;

- number of service projects successfully completed;
- number of neighborhood watch groups organized; and
- number of community meetings conducted.

Successes and Accomplishments

AOWP saved taxpayers \$484,488 in incarceration costs. In four years of operation AOWP crews contributed 63,580 hours to the community—which at a court-designated rate of \$5 per hour, represents \$317,900 in cost-saving benefits to the community. In these service hours AOWP crews improved more than 1,000 work sites, and the program persuaded the city to take over various beautification and maintenance sites that were originally maintained by AOWP workers. Crews completed other improvements and maintenance in several neighborhoods where drugs and drug-related crimes were high, and improved abandoned and neglected properties to allow more positive uses such as community gardens and miniparks.

The true successes of the program were the changes experienced by the participants themselves. Staff demanded and expected each of the workers to give their best, which improved self-esteem. These workers realized that they were helping to solve critical community problems rather than creating problems through criminal behavior. Many participants formed their own businesses, returned to school, and found gainful employment because of their experience with AOWP.

The partnerships formed by AOWP staff with community organizations also brought positive changes to the program participants. In 1994 and 1995, the East St. Louis Area Ecosystem Council brought a \$275,000 Americorp project to the area and some \$500,000 in Urban Resource Partnership grants. These projects offered social and economic changes that improved the quality of life of area citizens. The Americorp program offered job training, a stipend, and an educational award to participants in return for service. The Urban Resource Partnership grants supported improvements to parks and neighborhoods, and projects for youth development. In all of these efforts, AOWP crews were included as partners. Because of AOWP's positive impact, the St. Clair

County Sheriff's Department has undertaken similar service efforts and activities using incarcerated offenders. Original Byrne funding for AOWP has expired, and the sheriff's department now supports AOWP efforts and activities under other programs.

Prospects for Replication

Replicating AOWP would not be difficult. Court services across the country are discovering the savings in alternatives to incarceration. Besides tremendous reductions in jail costs, these programs provide positive service benefits to the community. Many of the communities could not have otherwise completed service projects conducted under AOWP.

Initial start-up requires funding, and maintaining adequate work crews is an ongoing struggle. Savings in operational costs will more than equalize these financial outlays. The rewards of public support for law enforcement and the courts can be substantial, especially if a partnership approach is developed with community organizations. Coordination among the various related prosecution, judicial, and enforcement departments is also critical to success.

Funding

Bureau of Justice Assistance: \$150,000 (1993-94)

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Maryland

Herman L. Toulson Correctional Boot Camp

The Herman L. Toulson Correctional Boot Camp (TBC) offers several programs and services. The following information discusses two programs offered at the boot camp: The Boot Camp

Addiction Intervention Program and The Boot Camp Skills Training Program.

Statement of the Problem

The Boot Camp Addictions Intervention Program is a six-month rehabilitative program for youthful, non-violent offenders less than 36 years of age. Approximately 80 percent of boot camp participants have a history of substance abuse. All boot camp inmates are screened and assessed upon entry into the Department of Corrections. The results of inmate assessments revealed that approximately one third of the boot camp's inmate population, about 80 inmates, have a serious drug dependency. The severity of this problem warranted the creation of the Addictions Intervention Program, a form of treatment offered in addition to the drug education and addiction treatment services inmates already received.

Analysis of boot camp parolee performance from August 1990 through January 1994 indicated that a total of 353 parolees had violated their parole, 123 for committing new crimes and 230 (65 percent) through technical parole violations. Department of Parole and Probation agents supervising boot camp parolees reported an extremely high incidence of drug abuse among these violators. The Department believed that a strong correlation existed between the severely addicted boot camp inmates receiving inadequate treatment and the number of parole revocations due to such technical violations as drug abuse.

The Department of Parole and Probation also reported a high incidence of technical parole violations by inmates leaving the boot camp with no educational or occupational skills. Many inmates were school dropouts, and were unable to complete a GED in a six-month boot camp. These inmates also had a greater need for direct placement in a structured class with accountability for attendance and educational effort. The Boot Camp Skills Training Program was developed in order to assist inmates in obtaining education and vocational training.

Goals and Objectives

The main goal of the Addiction Intervention Program is to offer intensive addiction treatment beginning in boot camp and continuing into the period of parole. The three major individual treatment goals for the inmates are to: remain chemical free upon completion of boot camp; successfully complete parole; and develop a balanced, chemical-free lifestyle. The Addiction Intervention Program tracks participants throughout their entire parole. The program administers follow-up evaluations (SASI) during the final two weeks of their four-month Boot Camp treatment component and after completion of the five-month aftercare component.

The Skills Training Program goals are to: (1) provide boot camp parolees with continuing academic education in pursuit of the GED; (2) implement vocational training for boot camp inmates; (3) offer vocational skills training and meaningful work experience in the area of home construction and renovation; (4) assist inmates in obtaining a trade skill certificate within four months; (5) increase the full-time employment of Boot Camp Parolees by 40 percent within one year; and (6) reduce the number of boot camp parole revocations due to unemployment by 25 percent within 12 months.

The essential objectives of the Addiction Intervention Program include:

- assessing and identifying the most severely addicted boot camp inmates;
- providing the most severely addicted boot camp inmate with intensive counseling in small groups during the last four months of the program;
- addressing underlying mental health problems by providing social services to boot camp inmates, and helping them more effectively deal with the many serious problems facing them upon parole, such as rejection by family, alienation from former companions, anger, unemployment, and other coping-with-life issues);
- offering Alcoholics Anonymous and Narcotics Anonymous programs while in the boot camp

and on parole;

- assessing treatment progress to identify those inmates whose addiction warrants continued intensive treatment in the community;
- referring boot camp graduates to pre-identified (guaranteed) treatment appointments within 72 hours of release from the boot camp; and
- providing intensive parole supervision.

Program Components

Treatment Addiction Intervention The Herman L. Toulson Correctional Boot Camp received Federal funding to initiate an innovative nine-month Addiction Intervention Program for severely drug-dependent inmates and those with underlying mental health problems. During the first two weeks of boot camp all inmates are assessed for chemical dependency. A multi-layered screening process is used and includes: (1) the Modified Addiction Severity Index (MASI); (2) review of the State's version of the offense for which the inmate was sentenced; (3) informal staff assessments made during Addiction Education Classes, involving listening to the inmates' responses and noting willingness to participate and share personal experiences, and (4) the Substance Abuse Subtle Screening Inventory (SASSI), which has become the principal mechanism for inmates being classified as chemically-dependent or non-dependent.

All inmates classified as chemically-dependent during the assessment begin the treatment component of the program at the start of their third month in boot camp. Treatment consists of four months of intensive treatment groups (approximately ten to 15 inmates per group) that focus on internalizing their addiction, examining the multi-facets of their addiction, and developing assertive strategies to successfully resolve their addiction. The four-month treatment addiction program includes treatment groups, discussion groups, and study groups. During the initial phase, addiction groups meet four times per week. The focus in this phase is intensive inpatient sessions. Topics covered at this level are chemical dependency and its effects on the individual. Treatment sessions are reduced to twice a week

during the second month and once a week during the third and fourth months.

The four months of boot camp treatment are followed by five months of "aftercare treatment" in the community. This treatment is provided at the Re-entry Aftercare Center (RAC) in Baltimore. The aftercare treatment groups focus on facilitating the inmates, transitioning back into the community, assisting the inmates to operationalize the treatment strategies developed while in boot camp, and supporting the inmates as they adjust their strategies in order to manage the changing life situations and stress they encounter.

Boot camp parolees participating in the Correctional Options Program who relapse can be referred to a Regional Outpatient Treatment Center (ROTC) to participate in a 35- to 40-day intensive in-patient treatment program. Upon successful completion of the ROTC the parolee is returned to the community or placed on home detention for closer monitoring, and resumes treatment at the RAC. Boot camp parolees participating in the program report to the location within the first week of parole to continue treatment. Participation in addiction treatment while in boot camp and participation in community-based treatment, when determined necessary, will be made part of the Mutual Agreement Program contract and a condition of parole.

Social Services Two licensed social workers address underlying mental health issues and help the inmates deal more effectively with the problems encountered during parole. This component includes group sessions provided to all inmates throughout their six-month correctional boot camp experience. Group sessions focus on social skill building and decision making. Emphasis is on enhancing and developing coping skills by presenting key concepts such as goal setting, evaluation, planning, and responsibility and by providing a forum for participants to model and practice new skills. The objective is to develop a responsive rather than reactive approach to living.

Inmates are also observed and tested for mental health problems using the following testing instruments: the Psychopathy check-list, the Becks Depression Inventory (BDI), and inmate symptom

self report. Client- specific interventions include small focus groups oriented around emotional and social concerns such as rejection by family, alienation from former companions, unemployment, anger, grief, depression, and other life issues. Individual counseling and referral is available as appropriate.

Skills Training The skills training begins in boot camp and carries over into parole. Inmates selected for the skills training program are required to be active participants in the addiction treatment program. Failure to remain active results in removal from the skills training program.

This program consists of the following components:

- parolees without a GED being assigned to weekly educational classes in a boot camp aftercare facility in Baltimore, Maryland;
- skills training offered by the Anne Arundel Community College conducted by a certified instructor in one of the trade skills associated with the home construction and renovation industry;
- sufficient on-the-job work experience, tutelage, and mentoring provided with volunteer tradesworkers while the inmate is in boot camp and on parole; and
- construction and renovation projects for skill acquisition as well as repayment the community.

Results and Impact

Performance Measures

Program effectiveness is judged by the rate of boot camp parolees remaining in community-based treatment and the reduction in technical parole violations such as positive urine tests or failure to secure employment. Tracking instruments are used by the supervising parole agents. Evaluation instruments were also developed for use by counselors and social workers. An integral part of the program is tracking all boot camp inmates and assessing their performance while in the boot camp program and afterwards while on parole.

Successes and Accomplishments

Addiction intervention results from February 15, 1995 to October 15, 1995 show that the total number of inmates:

- assessed chemically dependent was 166;
- placed in intervention treatment was 93;
- determined chemically dependent but not treated was 73;
- who completed four months of TBC was 37; and
- who completed TBC treatment and were accepted to RAC was 22.

To date, 102 inmates have entered into the Addictions Treatment Program, 66 Part I and 36 Part II inmates. During weeks 9-24, inmates received 196 hours of addictions treatment. A total of 27 inmates completed 450 hours of skill training including the completion of special work projects to build experience.

The specially designed education component of the Skills Training Program has been highly successful, resulting in approximately 36 percent of all inmates who lacked a high school diploma receiving a GED. All Boot Camp inmates who completed the program achieved on average an increase in their functional academic skills three grade levels higher than before boot camp. Much of the success of the academic and special education programs is attributable to their design. Motivation provided by superior staff and the highly disciplined structure of boot camp create a positive atmosphere that is essential if learning is to take place. Boot camp is the right place to conduct vocational training and boot camp aftercare is the right place to continue GED work. Program participants of the Skills Training Program have remained active participants in the Addiction Treatment Program as required. They appear highly motivated to learn new skills, and the quality of special work projects completed has been excellent. The program developed tracking and evaluation instruments for use by parole agents, counselors, and social workers, and is awaiting reports from the Division of Parole and Probation regarding parolee performance.

Prospects for Replication

Replicating both programs is possible in other boot camps. The Toulson Boot Camp will provide further information to agencies interested in replicating any or all components of these two programs.

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New Hampshire

Pathways: A Correctional Options Program

Statement of the Problem

The State of New Hampshire experienced a 300 percent increase in its male prison population between 1982 and 1992. A new facility constructed in 1987 was already overcrowded by 1992, and projections predicted continued growth in the inmate population. Much of the increase was due to two factors: the Legislature passing a Truth-in-Sentencing law that set mandatory minimum sentences and did away with good time; and the "War on Drugs" also intensified the crackdown on both sellers and substance abusers in the State. An analysis of the prison population showed that a large and increasing proportion were young, nonviolent, drug-related offenders with poor work histories, low self-esteem, and records of school failure.

The New Hampshire Department of Corrections began looking for a new approach to dealing with these offenders, specifically innovative programs that would increase offenders' chances of success in the community when released. The Corrections Department also wanted to develop programs that would be recognized by the judiciary, so that offenders who successfully completed an alternative

program could have their original sentences modified and be released from prison early. As a result, the Pathways program was created.

Goals and Objectives

Pathways is a comprehensive program of education, substance abuse treatment, and character development. The State's Department of Corrections, Department of Postsecondary Technical Education, Office of Alcohol and Drug Abuse Education, Department of Justice, and Division of Employment Security entered into a partnership to develop the project. In January 1993, with a \$2.3 million Federal Byrne grant from the Bureau of Justice, the partnership implemented Pathways at the Lakes Region Facility (LRF) in Laconia, NH. The primary goal of the program was to offer low risk, nonviolent, noncareer offenders the tools and skills they needed to become law abiding citizens and thus with the opportunity to modify their sentence upon program completion. Accomplishing this goal would reduce overcrowding without jeopardizing public safety. The objectives designed to meet this goal include:

- reducing crowding at the main prison by targeting and referring appropriate offenders to Pathways in a timely manner following incarceration;
- offering self-improvement programs of substance abuse treatment, character development, education, and vocational training to improve post-release adjustment and increase community tenure;
- saving prison costs through sentence modification and earlier release of Pathways graduates; and
- maintaining public safety through continued programs and case management services when the offender returns to the community.

Program Components

Pathways is a continuum of services and programs offered to qualified offenders from the onset of their incarceration through their supervised reintegration into the community. Within the first three days of incarceration while offenders are in quarantine, the Pathways classification officer

rigorously prescreens all incoming inmates to define the broadest pool of potential Pathway referrals. The potential participants are referred to the targeting and referral unit for in-depth assessment, which rates them on:

- substance abuse treatment needs consistent with program;
- demonstrated motivation and perseverance;
- clearly defined education and career or vocational goals consistent with the program; and
- a stated interest in attending Pathways.

Along with the rating, testing is done to obtain a clear profile of the strengths and needs of each new Pathways participant that will guide effective program development and utilization.

The Lakes Region Facility (LRF) Pathways program has two distinct components; the Bypass unit and the Bridge unit. The Bypass unit became operational in May 1994 with the acceptance of medium custody (C-3) inmates in the program. The programming is conducted behind the secure perimeter at LRF and consists of 4 components that take an average of 9 months to complete.

Bypass

The initial component of the Bypass program is the 45-day "First Step," which all offenders complete prior to any programming. First Step introduces the inmates to the philosophy behind Pathway's programs and treatment, emphasizing character development, physical fitness, stress management, social and group living skills, and community government. Some components of shock incarceration are also included in the program, such as drill and ceremony, personal discipline, and silence. Individualized physical fitness training is based on the Cooper Institute of Aerobics curriculum and can be modified for any participant. This program includes daily educational components that center around self-improvement skills and the knowledge needed to reenter the community. In addition, offenders read and discuss Napoleon Hill Foundation's The Master Key to Success Program on a daily basis.

The second component of Bypass is called "TIE" (Training, Industry and Education) and consists of adult basic education, vocational training, and work. During this segment, offenders await entry into either the substance abuse treatment program or the vocational college program.

The Summit House Program, the third component of Bypass, is the intensive substance abuse treatment program and is conducted in three phases. First Step is considered the beginning of phase I; inmates identified as substance abusers at this stage enter five months of intensive treatment. Phase II, which lasts approximately two months, is the work/education component, which is housed outside the secure perimeter. Some inmates elect to participate in the vocational college program, Transformations, during this phase. During phase III, the final 3 months, inmates are integrated into the community from either a halfway house or Administrative Home Confinement (an electronic monitoring program). Women are treated in a separate program that does not include First Step. The treatment environment of Summit House is based on a social learning model, and it requires a safe locale and a structured milieu through a modified therapeutic community. The program is rooted in the strengths of the community and the 12 steps and traditions of Alcoholics Anonymous (AA) and Narcotics Anonymous (NA). The Summit House Program offers individual and group therapy, films, lectures, workshops, AA and NA meetings, and daily community meetings. The ratio of treatment staff to inmates is 1 to 12.

The final component of Bypass is Transformations, a technical education program developed by the Center of Occupational Research and Development that provides hands-on applied learning. Originally used to retrain displaced workers, the State's Department of Postsecondary Technical Education adapted Transformations for corrections. The program gives participants a broad base of technical knowledge that enables them to work in many entry-level jobs and prepares them for advanced technical training. The goals of Transformations are to:

- improve academic functioning;
- build self-esteem;

- form long-term education and career plans; and
- develop socially appropriate behavior.

To complete the 16 weeks program, inmates attend classes five days a week for seven hours a day, with an additional three to five hours of homework each class day. Inmates select one of two tracks: business technology or industrial technology. Upon successful completion, inmates have 30 transferable college credits.

Bridge

The Bridge unit is the pre-release center for minimum custody inmates in Pathways. It includes Phase II of the Summit House, Transformations, and work release. Bridge unit goals are to:

- provide a separate, normalized, structured living program outside the jail's security fence;
- provide a staging area before release that allows inmates to experience lower security conditions before returning to the community;
- provide a testing ground for inmate behavior and identify problems and/or deficiencies before release; and
- initiate and implement release plans for all inmates.

Community Release

Viable prison-operated programs that aim to rehabilitate must replicate community living situations and provide the services needed to make an offender's return to the community successful. This ability entails pre-release planning and follow-up by the case management team while the offender is under supervision.

The Pathways team consists of two institution probation parole officers (IPPO), two employment counselors, and two case managers. Along with the rest of the Pathways staff, the team designs an individualized release plan with each inmate. The IPPO coordinates the plan with the probation/parole officers who will supervise offenders and take them for job interviews and housing searches if necessary. The employment counselors work on job development and individual

career counseling and keep in contact with inmates throughout their supervision. The case managers monitor treatment needs, broker needed services for all Pathways graduates, and work with the parole officers around supervision concerns. Together the team tries to meet the needs of inmates, support their reintegration into the community, and maximize their success as community member by intervening before a crisis occurs.

Results and Impact

Performance Measures

With the support of the Department of Corrections and after successfully completing Pathways, inmates petition the court for a sentence modification. This process will facilitate the movement of more LRF inmates to Pathways, free more bed space for violent offenders at the New Hampshire State Prison for Men in Concord. This movement, and the expected decline in offenses for those inmates successfully completing the program, will demonstrate significant savings in prison costs. Graduates of Transformations are expected to continue their educational pursuits and seek more career-oriented employment.

The program has developed a database to track Pathways offenders while incarcerated and while under community supervision. Each program area has its own set of procedures and guidelines, with specific criteria for program curriculum and completion. A monthly case meeting brings together all Pathways staff and field officers to discuss individual pre-release plans.

Pathways performance measures include the number of bed days saved through early release and the cost savings involved; the number of program graduates and treatment failures; the time in the community; and other demographic data. Since July 1995 four tests have been introduced to measure process and stages of change, internal versus external locus of control, and external and internal anger. These tests are given to offenders at various intervals during their incarceration and supervision. The data base includes all offenders who began the program after May 1, 1994 (the date on which medium security inmates entered the program).

Successes and Accomplishments

From May 1994 through October 1995, 296 inmates entered Pathways, including 27 women, 12 African Americans and 19 Hispanics. One-third of the offenders arrived at LRF within 60 days of their incarceration and two-thirds arrived within 6 months. During this period, offenders were returned to their referring prisons because of program failure (55), treatment failure (15), or other administrative or disciplinary reasons. Ninety offenders successfully completed the program. Forty-seven of these graduates went to a halfway house, 21 left on parole, 13 went to Administrative Home Confinement, four went to a county house of correction, two maxed out, two left on probation, and one was released by the court. Data on 85 of the 90 graduates show a savings of 109 bed days for a cost savings of \$455,145. These figures are based solely on an inmate's minimum parole date, which is not an automatic release date in NH. Thus, savings are probably higher since completion of programs is taken into account by the parole board when it sets a release date.

In the five years that the Summit House drug rehabilitation program has been operating (2 1/2 years as part of Pathways), 155 men have successfully completed the program. Of those 155, 46 (30 percent) have returned to prison (for repeat offenses and technical violations). Fifty women have also graduated during that five-year period. Of those 50, only 8 (16 percent) have returned to prison. Summit House has earned a good reputation with the courts because of its success and because inmates are often directed to the program as part of their sentence.

From September 1994 through September 1995, 86 offenders took the GED test and 61 (71 percent) passed. Since January 1993, 118 inmates have completed Transformations, 14 of whom are currently enrolled at least half-time in college, and an additional eight will begin college in January 1996. A recent records review of participants noted that Transformation graduates tend to get more career-oriented jobs than those offenders who only go through Summit House; appear to hold their jobs longer; and receive more salary increases. Recidivism data are not yet available for the 90 program graduates. Anecdotal accounts from

corrections staff, family, and employers indicate that the Pathways graduates have a more positive attitude, are more career-oriented, and have shown a change in behavior that is not evident in those offenders who do not participate.

Prospects for Replication

The Pathways program may be replicated by jurisdictions interested in a comprehensive program to deal with undereducated, underemployed, substance-abusing offenders with character flaws. Keys to replication appear are:

- tracking and referral of appropriate offenders;
- programs and services that continue from incarceration through parole supervision;
- a "First Step" component that reinforces the treatment and programs that follow;
- a technical education program with a curriculum targeted to the employment needs of the area;
- an agreement with judges to consider sentence modification for program graduates program; and
- a systemwide philosophy that encourages habilitation.

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System Improvement

Nebraska

Indigent Defense Program—Commission on Public Advocacy

Statement of the Problem

Nebraska is one of only six States in which the counties bear the entire cost of providing defense counsel to indigent offenders charged with criminal offenses. The rising cost of those services is a statewide problem, exacerbated in part by increased efforts to apprehend and prosecute drug and violent offenders.

In 1992, the Nebraska Commission on Law Enforcement and Criminal Justice funded the first study of the State's indigent defense system, using a Federal Byrne grant. The Spangenberg Group of West Newton, MA, a nationally recognized research and consulting firm with extensive experience in this area, conducted the study. Nebraska's Chief Justice at the time, William C. Hastings, appointed a statewide task force to oversee the work of the consultant, review the findings, and issue a report.

The task force's report, "The Indigent Defense System in Nebraska," published in December 1993, noted the study's most critical finding: that funding for indigent defense is inconsistent and inadequate in most parts of the State. Of 23 States examined in that study, only three had lower costs per indigent defense case than Nebraska. This inadequate funding in Nebraska has caused a lack of consistency and uniformity in the delivery of indigent defense services.

Goals and Objectives

In response to the study findings, the Indigent Defense Task Force recommended that the State help the counties pay for indigent defense. This recommendation became reality with passage of a 1995 bill establishing a Commission on Public Advocacy. Attorneys employed by the State commission will provide direct legal services in major felony cases, and in some appellate cases, and will act as a resource to help defray the counties costs. The objectives of the commission are:

- to provide direct trial assistance in capital and serious felony cases;
- to provide direct assistance in appeals of serious felonies and drug and violent crimes;
- to provide training for public defenders and appointed counsel who represent indigent offenders charged with serious felonies; and
- to provide a resource center for public defenders and appointed counsel to help them represent indigent offenders charged with serious felonies.

Program Components

The Commission on Public Advocacy will begin its work in early 1996. The commission will have three divisions: the Capital Litigation Division, the Appellate Division, and the Major Case Resource Center. Staff of the Capital Litigation Division will provide direct trial assistance in capital cases, with staff attorneys acting as lead trial counsel or as second chair to public defenders. Staff of the Appellate Division will handle appeals of serious felonies to the Nebraska Supreme Court and the Nebraska Court of Appeals. Staff of the Major Case Resource Center will respond to requests for assistance or research from public defenders and appointed counsel from across the State.

The commission will establish caseload standards and priorities and procedures for the accepting cases. Limited resources will prevent commission staff from accepting all cases that request assistance. The commission will also train public defenders and interested attorneys in methods of defending serious violent crimes.

Results and Impact

Performance Measures

The commission expects to relieve part of the counties' cost burden of providing indigent defense services. Commission staff will provide representation in major capital and felony cases. After completed a case, the chief counsel will document the costs for the commission's work and certify the costs to the district court. The district court will order the county to pay one-third of the

actual costs. This money will be placed in a County revenue assistance fund used to support other functions of the commission.

Measures of the commission's performance include the number of trials of capital, violent crime and drug cases in which its staff it is involved, the number of appeals in which it is involved, and the number of requests for assistance it receives. Attorneys in the Appellate Division will also develop a collection of legal briefs and specific issue memoranda. The resource center will develop and update procedural manuals for use by attorneys who represent indigent offenders in serious felony cases and will record the number of commission-sponsored training sessions and attendees.

Successes and Accomplishments

The Commission on Public Advocacy is a first step in bringing balance to the criminal justice system in Nebraska. Indigent defense services will be enhanced and the county cost burden of providing these services will be eased, allowing for needed local property tax relief.

The indigent defense study provided hard data to present to the State legislature; in 1992, Nebraska counties spent \$7 million indigent defense services, and the estimated cost for 1994 was nearly \$10 million. The passage of the bill creating the commission is a direct result of the study. The Commission will begin operating in early 1996, and demand for its services is expected to exceed its resources almost immediately.

Prospects for Replication

Jurisdictions interested in establishing a similar commission must document the need for a coordinated system of indigent defense services. They must recognize that local and state entities should work together to fund a comprehensive system. Public defenders and appointed counsel must be willing to work with the commission to provide the highest quality legal services possible. State governing authorities must recognize the increasing needs for indigent defense and the need for a plan to address the indigent defense system and its funding.

Funding

Bureau of Justice Assistance: \$45,086

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Utah

Criminalistics Laboratory Enhancement Program

Statement of the Problem

The Utah Criminalistics Laboratory System currently serves the entire Utah criminal justice community, which is composed of approximately 6,000 peace officers and more than 150 Federal, State, and local law enforcement agencies. Criminalists in three laboratories, located in northern, central, and southern Utah, are responsible for providing forensic services to all of the officers, the agencies, and the judicial system. The laboratory system analyzes 10,000 cases annually; 67 percent of these cases are drug-related.

Over the past five years the crime lab system has experienced a 32 percent increase in drug submissions, adding to an already burdensome caseload. Criminalists currently analyze an average of 670 cases annually compared with the national average of 292 per criminalist. Analysis has been conducted on outdated ion trap detectors without autosampling capabilities, and support instrumentation is outdated or in disrepair because of scarce financial resources. Crime lab chemists have also responded to clandestine methamphetamine labs and other relevant crime scenes. These activities, along with their court appearances, reduce their time in the lab and their productivity.

Before 1992 case turnaround in most sections exceeded 90 days, and the labs could not effectively serve the criminal justice community. The State's geographical size precluded effective forensic assistance in many rural sections of Utah because of the driving time required to deliver evidence and for criminalists to return to testify in court. Further, the lab could not perform DNA analysis or track bullets and casings. The Department of Public Safety houses the only laboratory system in the State, so the labs must provide the necessary services in a reasonable amount of time.

Goals and Objectives

In 1991, the Department of Public Safety, in conjunction with the Utah Commission of Criminal and Juvenile Justice and the crime lab advisory board, developed a four-tiered approach to solving the apparent problems within the system. The plan included establishing a regional crime lab in southern Utah, initiating a DNA program, replacing and upgrading the lab's scientific instruments, and ultimately obtaining national accreditation for the system. This four-part program had the following objectives:

- make forensic services more accessible to the southern part of the State;
- reduce the caseload per criminalist by assigning southern Utah cases to the southern Utah lab;
- provide much-needed DNA technology to law enforcement;
- reduce case turnaround through the purchase of new automated instruments; and
- upgrade policies, procedures, and evidence collection and preservation through the accreditation process.

Program Components

The crime laboratory system currently provides expanded service to seven counties in southern Utah from a satellite lab that is located on the campus of Southern Utah University and is equipped with the most technologically advanced instrumentation available. The criminalist on-site assists at crime

scenes and clandestine laboratories and provides all courtroom testimony in the southern region. The criminalist can complete analyses within 14 days with the capability of same-day return on rush cases.

The new DNA section of the central crime lab in Salt Lake City provides the criminal justice community with state-of-the-art DNA analysis through polymerase chain reaction and restriction fragment length polymorphism. The success of this program recently prompted the Utah State Legislature to fund the DNA CODIS program, which allows for the compilation of a DNA database of convicted felons within the State. This database can be linked to the FBI's national database to locate suspects across the country.

The purchase of five Perkin Elmer Q-mass spectrometers with autosamplers, installed in all three labs, has reduced analysis time by more than 30 percent. These autosampling systems are the latest technology available for analyzing drug samples.

New microscopes, computers, centrifuges, balances, work-stations, fuming hoods, an expanded and remodeled work area, and other related equipment have greatly enhanced the criminalist's productivity. Case turnaround in most sections of the lab has decreased from 90 days to a more acceptable 14 to 21 days.

The system is in the final stages of the national accreditation process. The development of new policies and procedures, the remodeling of the central and northern laboratories, the restructuring of the evidence intake process, and the enhanced training of criminalists has placed the Utah Crime Lab in position for accreditation.

The crime lab recently purchased a futuristic technology known as "DRUGFIRE" which allows for computerized analysis of ballistics associated with firearms, bullets, and casings. The information obtained is matched to a local and national database to isolate suspects associated with crimes involving weapons.

Results and Impact

Performance Measures

The enhanced crime laboratory system measures its performance by reduced case turnaround time, the acceptability of new procedures in court, and the acceptance of the application for accreditation.

Successes and Accomplishments

The success of the grant-assisted four-tiered approach to revitalizing the crime lab is evident. Case turnaround time in most sections of the lab has been reduced from 90 days to 14 to 21 days. The lab's DNA section has successfully analyzed and profiled many samples, and several cases have been successfully tested in court.

Although the southern Utah crime lab has had a 500 percent increase in case submissions in the past four years, it continues to provide a 14-day turnaround. Autosampling instruments have reduced analysis time by 30 percent, relieving the backlog associated with drug cases.

The computerized Utah Evidence Tracking System has virtually eliminated mistakes associated with evidence handling and preservation. Law enforcement and prosecutors statewide can access this system through a computer network. Users can track their cases from submission to completion. A recent visit from a member of the national accreditation board revealed that new policies and procedures, training, and enhanced analytical procedures place the crime lab in a position to apply for accreditation.

DRUGFIRE and DNA CODIS programs will attach to Federal databases in the first quarter of 1996, allowing for the tracking and apprehending of criminals regardless of their location across the country.

The lab's new workstations, enhanced security, and improved safety measures make it a showcase for labs of similar size throughout the country.

Prospects for Replication

To replicate the Department of Public Safety's crime lab enhancement program, the interested jurisdiction must:

- have access to a highly-skilled pool of criminalists;
- have a facility dedicated specifically to forensic analysis;
- identify the specific needs of customers in the criminal justice community;
- design a program to prioritize problems and needs; and
- gain the support of local law enforcement agencies, the administration, and the grant disbursement organization.

Funding

Bureau of Justice Assistance: \$170,000

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West Virginia

Systematic Changes in Domestic Violence

Statement of the Problem

West Virginia has a per capita income of \$10,992 with 13.5 percent of individuals and 11.5 percent of families living below the poverty level. The State also has an unemployment rate of 6.1 percent (18.3 percent for persons under 19).

A study conducted by Shupe, Stacy and Hazlewood (1987) shows that most abusers have an income lower than \$20,000 with 39 percent earning less than \$10,000 annually. The stress and frustration caused by lack of money is believed to be a major reason for abuse in the family.

Substance abuse also plays a significant role in determining whether an individual will be involved in family violence. A study by Kantor and Straus (1992) revealed that alcohol was involved in about one out of four wife abuse cases (p. 216). No single factor can be cited as the cause of family violence, but, accompanied by other stressors, substance abuse is a major factor.

Several studies suggest that violence is a learned behavior passed on from one generation to the next. Children who grow up in a violent family will exhibit the behavior they see most often. For this reason, education plays a significant role in developing a child's social abilities. Children who remain in school are more likely to learn alternatives to violence through communication and problem-solving than those who drop out at an early age. Recent figures show that West Virginia ranks sixth in the nation with a dropout rate of 16.5 percent.

Appalachia is a haven for generational battering. Statistics from the National Coalition Against Domestic Violence shows that 53 percent of battering husbands abuse their children, 60 percent of their sons grow up to batter their wives, and 50 percent of the women grow up to be abused themselves. Without the intervention of education to break this cycle of violence, the battering continues.

During 1989, West Virginia law enforcement agencies reported 2,565 family violence complaints, a 70 percent increase over the 1,505 reports of family violence to law enforcement in 1988 (Crime in West Virginia, 1989). Preliminary data for 1990 indicate that law enforcement officials answered 3,040 family violence complaints, a 19 percent increase over 1989 (West Virginia Uniform Crime Reporting Program, 1990). Startling as these figures may seem, they reflect only those incidents recognized by law enforcement officers as domestic violence. In addition to these reports, the West

Virginia Department of Health and Human Resources reported a total of 13,240 referrals for suspected child abuse or neglect in 1989 (Crime in West Virginia, 1989).

Of the calls made to law enforcement in 1989, 26 percent (670) were repeat victims. Only 13 percent (336) of the 1989 cases resulted in arrests; 56 percent (1,436) were referred and other action was taken in 31 percent (783) of the cases (Crime in West Virginia, 1989). This is in part because West Virginia, unlike all other States, does not authorize probable cause arrests for misdemeanor offenses at the scene of family violence incidents. (House Bill 2427, currently pending, would allow law enforcement officers to make probable cause arrests at the scene of domestic violence). Also, law enforcement officers in West Virginia have not been trained to recognize and adequately respond to family violence.

Obviously, family violence is a serious social problem of family violence for West Virginia. Research indicates that it is experienced more and reported less in West Virginia because of cultural isolation, male-dominant socializing factors, and lack of coordinated effort to deal with family violence (West Virginia Coalition Against Domestic Violence, 1991). In 1992 the West Virginia legislature officially recognized the problems and consequences of family violence through the passage of the Family Violence Protection Act. This legislation makes victim needs of paramount importance for the criminal justice and human services systems and mandates training of law enforcement officers in how to handle best domestic violence situations and meet victim needs. However, no new or additional funding has been provided to carry out these required actions. The program described below is desperately needed to ensure quality training of law enforcement officers and policy makers.

Goals and Objectives

The goals of the program are to:

- create a West Virginia Family Violence Training Task Force;
- assess the training needs of local, county, and

State law enforcement officers and policy makers to effectively provide services to victims and survivors of family violence;

- develop training curricula for law enforcement officers and policy makers;
- provide training for law enforcement officers and policymakers;
- evaluate the effectiveness of the training completed as a result of this project; and
- investigate additional training and educational needs.

The objectives are to:

- develop multi-disciplinary curricula, based on existing model curricula, for training of West Virginia law enforcement officers and policymakers in family violence;
- train 40 to 50 professionals to train others during and after this project;
- train 1,180 law enforcement officers in family violence;
- train 80 policy makers in family violence; and
- complete an evaluation report that assesses the training program and makes recommendations for improvements.

Program Components

A Family Violence Training Task Force will be created to oversee law enforcement family violence training. The task force will include representation from local and State law enforcement, the West Virginia Coalition Against Domestic Violence, Marshall University's Criminal Justice Department faculty, the Criminal Justice and Highway Safety Office, a State supreme court justice, circuit court judges, magistrates, prosecuting attorneys, and victim advocates. The task force is expected to continue to function beyond the period of the project by encouraging continued training of law enforcement officers, policymakers, and other professionals in the field of family violence.

Marshall University faculty will conduct an assessment of the needs of law enforcement. Faculty will review and assess relevant statutes contained in the West Virginia Code, rules and regulations dealing with the law enforcement response to family violence, and existing departmental general orders or policies. In addition, faculty at Marshall University will assess existing model curriculums and materials and previously developed State and local curriculums and materials for training law enforcement officers to respond to family violence. West Virginia statutes will be reviewed so that other curriculums can be adapted for law enforcement training.

The task force will then develop training and technical assistance materials designed to convey the requirements of State law as well as the assessed policies, procedures, practices, and protocol. In conjunction with the task force, the criminal justice faculty from Marshall University, will develop curriculums for law enforcement training in the area of family violence. Two curriculums will be developed, one for law enforcement officers and one for policymakers. Training materials, including trainer and participant manuals and audiovisual aids, will also be developed. The training materials, in the form of manuals which will be available for future reference by officers who have completed the training, will be funded by the current grant.

The task force will seek approval from the Governor's Committee on Crime, Delinquency, and Corrections for the curriculum and training materials developed. Curriculum approval would designate the family violence training as law enforcement training (LET) in West Virginia so that the trained law enforcement officers and policymakers can use it to satisfy their annual in-service training requirement. The West Virginia State Police Department has pledged its support to this endeavor.

The task force will initially sponsor the training of Family Violence Training Teams from four regions in the state at the West Virginia State Police Academy. The Department of Public Safety (DPS) has committed its resources at the Police Academy for use during this training. A training team from New York, which was recommended by the Office of Victims of Crime, is committed to carrying out

this initial training of trainers.

Each Family Violence Training Team will consist of two prosecuting attorneys, two employees of family violence shelters, and four law enforcement officers, to include representation from DPS, county law enforcement, and municipal law enforcement. Each team will have two training units of four persons. Each member of the regional training teams will be certified either by educational level or by completion of an instructor's course at the State Police Academy to train law enforcement officers. These teams will be the core of trainers for the four areas of the state.

Through the West Virginia State Police Academy, 60 cadets and 120 recruits (three classes of about 40 annually) will be trained. In addition, in-service training will be provided at the academy for 12 monthly classes of 30 law enforcement officers each, for a total of 360 officers. Approximately 400 State troopers will receive this training through the Academy in the year after adoption of the curriculum. A total of about 940 law enforcement officers along with 60 policymakers will receive academy training.

The regional Family Violence Training Teams will be asked to conduct four local training sessions each within a one-year period (two by each training unit). With an average attendance of 20 per local training session, an additional 320 officers will be trained. Thus, the total number of law enforcement officers and policymakers to be trained is 1,320 or approximately 44 percent of West Virginia's 3,000 law enforcement officers. Training on a local basis will continue after this project.

Results and Impact

Performance Measures

The assessment of this project will be accomplished in two different ways. First, the Criminal Justice faculty at Marshall University will develop a tool to evaluate the training itself to assess the knowledge gained during training and the quality of the trainers. A follow-up survey will be developed and disseminated to officers in order to determine how the information is used on the job. These items will be used to determine the effectiveness of the

curriculums and the training program.

Second, data will be collected to measure and quantify the goals and objectives. Measures include: numbers of task force members active in meetings; completion of training manual for trainers; completion of the training manual for policymakers; completion of the training manual for law enforcement officers; number of trainers trained; number of training sessions conducted; number of law enforcement officers trained; number of policymakers trained; number of arrests for family violence; number of child abuse or neglect referrals; and completion of the evaluation report.

Successes and Accomplishments

In 1993, with grants from the Office for Victims of Crime and the Criminal Justice and Highway Safety Division, approximately 2,000 law enforcement officers and supervisors were trained on response to domestic violence. The training was also open to prosecuting attorneys, service providers for victims, probation officers, and other professionals who respond to domestic violence.

Smaller grants from the Criminal Justice and Highway Safety Division have supported additional law enforcement training in 1994 and 1995; more will occur in 1996. Training has been extended to dispatchers as well.

Funding

Bureau of Justice Assistance: 3 grants of \$10,000 each

Office for Victims of Crime: \$80,000

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Florida

Metro-Dade County Criminal Justice Information Systems Project

Statement of the Problem

Dade County, Florida is an area of more than 55 square miles with a population exceeding two million. The county has a municipal form of government that provides municipal services to more than one million residents in the unincorporated area of the county. This area would be the largest city in the State of Florida were it incorporated—incorporating more than Dade's 27 incorporated cities (Miami, Miami Beach, etc.) combined. Although the incorporated cities have their own police departments, the Metro-Dade government provides jail, court, medical examiner, and numerous other services for the entire county.

The Metro-Dade Office of Substance Abuse Control (OSAC) is a policy office attached to the County Manager's Office. OSAC's responsibilities include the identification of information that may be used in the analysis of substance abuse issues as related to police activities, drug trends, treatment, prevention, and other relevant anti-drug initiatives. A comprehensive computerized substance abuse data base was needed that could serve as a single reference point for police, public, and private drug services and local government. Like the unified, multijurisdictional information systems used to fight career criminals and specific crime types, the system would be specific to substance abuse, with key information elements to enable responsible agencies to fight drugs at the neighborhood and street levels. The current system is available to support the county's 27 municipalities and various unifying efforts such as Drug Court, Weed and Seed, and Tactical Narcotics Operations as well as other State and Federal services such as the Drug Enforcement Administration.

Goals and Objectives

In 1992, OSAC, with support from the State of Florida Department of Community Affairs and Byrne grant funds, created the Criminal Justice Information Systems project. The project was

initially designed to identify the data systems that existed in the County that contained drug-related information and to create a central location for all drug-related data.

Over the project's three years, its goals have included the following:

- developing a data dictionary of all data elements comprising all drug-related data bases;
- developing a report library comprised of standard reports from within and among data bases; and
- developing an automated central records system with a report library and procedures manual.

Program Components

The Criminal Justice Information Systems project is comprised of eight data bases that reflect county and State drug-related information and other resources that allow information to be collected, analyzed and displayed.

The databases are:

- the 1990 Census data, which is available at the tract and block level and is supported by a program that can convert addresses to ZIP Codes and has census data by ZIP Code;
- emergency room admissions to Jackson Memorial Hospital, the main public hospital in Dade County, representing 75 percent of all emergency admissions;
- drug arrests for all of Dade County, representing the arrest activity for all arresting authorities in Dade County;
- Drug Use Forecast (DUF) data representing an offender's drug use at the time of booking into the Dade County Jail;
- DUI (Driving Under the Influence) data for all of Dade County;
- State of Florida treatment data, both public and private nonprofit, for all of Dade County;

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- treatment data representing county treatment services, which accounts for up to 55 percent of all treatment provided in Dade County and is maintained on an enhanced data system with ZIP Codes and other important data elements; and
 - medical examiner data for all of Dade County.

The project has incorporated the use of Windows-based statistical software (SPSS) and Windows-based geographical software (ARC-VIEW II). This allows the PC-based system to be interactive with the mainframe operation of the county, to produce reports that analyze data both within and across data bases, and to present the data in a geographical format as well as a report format.

Results and Impact

Each jurisdiction in Dade County is fighting sophisticated drug marketing and local distribution networks that are supported by individual substance abusers. Most local law enforcement agencies have neither the time nor the resources to develop a system to provide multijurisdictional data on substance abuse issues. While the cost benefits of a single system are obvious, the system must be fully in use in order to test its effectiveness. OSAC's goal has been to provide appropriate agencies in the justice system, such as the Dade County Chiefs of Police Association, 11th Circuit Court and its Drug Court Program and Drug Enforcement Administration, and community agencies like the Miami Coalition, Chamber of Commerce, and Red Ribbon Council access to current, comprehensive drug information.

Successes and Accomplishments

This system represents a significant step toward enabling decision-makers in Dade County to formulate an effective strategic response to substance abuse problems. Some examples of the Criminal Justice Information System's capabilities are:

- providing substance abuse information in a geographic display that allows agencies to analyze the effectiveness of the deployment of their resources;

- providing analysis of drug arrest information by geographic area for arrest, charge, and conviction by drug type;
- incorporating DUI data in the coordination of DUI activities among law enforcement agencies and comparing DUI data with other drug data;
- incorporating the information from the Drug Recognition Expert program with other drug data such as DUI, criminal justice, emergency room etc; and
- Analyzing the patterns of first drug use by age, drug, and race/ethnicity in order to determine where to focus prevention services.

In addition, the project can generate a wide variety of special reports to assist law enforcement agencies working on such projects as Weed and Seed and targeted neighborhood enforcement operations as well as to provide the community with data for analysis for grants and other uses.

Prospects for Replication

Replication of the project depends on the identification and inclusion of all the data sources that have drug information. Leadership should come from an entity that is not a service provider but has government support. Confidentiality of all data is critical and access to data on a priority basis by any data provider is also important. The system should be PC-based and maintained by someone who can operate in a Windows environment. If any of the data need be maintained on a mainframe, a programmer will be required to update and generate new reports.

Funding

Bureau of Justice Assistance: \$135,000

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Hawaii

Hawaii Schedule Two Electronic Monitoring (HISTEM) Program

Statement of the Problem

While the illegal drug industry captured America's attention, another major criminal drug enterprise emerged – the illegal diversion of controlled prescription drugs. The Drug Enforcement Administration (DEA) estimated that controlled prescription drug diversion constitutes a \$25 billion annual market. Part of Hawaii's battle against drug abuse, like that of the rest of the nation, is the illegal diversion of controlled prescription drugs. The diversion of controlled drugs can occur in a number of ways including the illegal acquisition of prescriptions by individuals from multiple physicians under the pretense of legitimate medical need; indiscriminate, inappropriate, or careless prescribing by physicians or dispensing by pharmacists; prescription forgery; illegal sales by physicians or pharmacists; and drug theft from physicians and pharmacies.

Schedule II drugs such as morphine, amphetamines, meperidine, and dilaudid have the highest potential

for abuse and addiction because of their psychological or physical effects on the user. Schedule II controlled substances are legally available to the public but only for legitimate medical purposes. Diversion of controlled substances that have a high potential for abuse or profit in illicit markets is both serious and pervasive. Every aspect of the criminal justice system is affected by the abuse of controlled substances: as a specific offense; as related offenses such as property crimes, family abuse, traffic fatalities; and by violent crimes that are often the result of substance abuse. The actual magnitude of the problem in Hawaii is unknown. What is known is that there has been a steady increase of cases involving known abusers particularly among medical professionals and hard-core drug users. During fiscal year 1994 the Narcotics Enforcement Division investigated 825 cases directly related to controlled substances, an increase of 33 percent from fiscal year 1993 in which there were 622 cases.

National estimates indicate that several hundred million doses of controlled substance prescription drugs are diverted to illicit use from the more than 1.5 billion prescriptions dispensed annually. While Federal efforts to control diversion focus on the wholesale and manufacturing levels, Hawaii's efforts concentrate on detecting diversion where it is most likely to occur at the retail level. Hawaii's approach has been a prescription drug monitoring program that tracks the prescribing, dispensing, and purchasing of certain controlled substances. Prescription monitoring programs implemented in ten other states have been effective in reducing the diversion of the controlled substances covered by the monitoring programs.

Prior to 1992 Hawaii was one of ten states that required a prescription monitoring system unlike other states, Hawaii had never successfully implemented a program to effectively extract all of the information from the approximately 110,000 Schedule II prescriptions received annually. Previously, Hawaii did not have an electronic diversion system; and as time and workload allowed all five investigators counted and monitored manually all of the prescriptions received. This effort only flagged the most flagrant doctor-shoppers and indiscriminate or over-prescribing physicians. In addition, because of the nature of the

review, information was readily available only to the investigator who was assigned to any specific group of prescriptions. No centralized collection of information was accessible by the investigators or other State, county, or Federal law enforcement officers who might be involved in the investigation or prevention of prescription drug diversion. The majority of the available information was never retrieved or evaluated and was therefore never used to disrupt the diversion of these drugs. The overall impact of the process was minimal.

Goals and Objectives

In March, 1992 the Department of Public Safety's Narcotics Enforcement Division (NED) established, with BJA funding, an electronic program to monitor point-of-sale schedule II prescriptions. Known as HISTEM (Hawaii Schedule Two Electronic Monitoring), this program is meant to reduce the diversion of Schedule II controlled substances in Hawaii.

Objectives of the program include increasing the identification of individuals suspected in the diversion of Schedule II controlled substances and the number of cases referred for investigation, based upon the utilization reports produced by HISTEM.

Program Components

The HISTEM program electronically monitors the activities of pharmacies, physicians, and patients in the filling of Schedule II controlled substance prescriptions. A computer system is used to track prescriptions for Schedule II controlled substances from the point of sale to the customer. HISTEM has contracted the services of Argus Health Systems, Inc. to electronically capture Schedule II controlled substance prescription information from pharmacies throughout the state. This information becomes available to NED via a computer terminal promptly as well as through scheduled and generated utilization/exception reports that are used to track trends in drug utilization and identify cases of fraud or abuse by patients, pharmacies, and physicians.

The HISTEM program has enabled NED investigators to confront physicians or patients at

the onset of their abusive behavior, giving NED investigators the ability to deter these physicians and patients from committing further violations. Over 80 percent of all individuals identified through HISTEM are "multi doctor" patients who knowingly obtain controlled substance prescriptions from several physicians to support their own habit or to sell to others. Besides allowing NED to monitor the prescribing practices of all physicians statewide, the HISTEM program is also able to monitor targeted pharmacies, physicians, and geographic areas for regulatory compliance. The program currently monitors 4,600 physicians and information from 110,000 Schedule II prescriptions filled annually in the State of Hawaii.

The program has continued to improve the procedure utilized by the Narcotics Enforcement Division to review Schedule II controlled substance prescriptions. The database is being updated in a timely fashion thus saving investigators' time and improving their productivity.

Results and Impact

Performance Measures

The HISTEM program uses several indicators to measure its performance, including the number of narcotics investigators assigned to HISTEM cases; the number of physicians, pharmacists, and patients identified as potential sources of diversion; the number of cases resolved during the initial investigation by HISTEM investigators; the number of investigations referred for prosecution; the number of arrests by class and charge; the value of seized assets and confiscated controlled substances; and the number of training sessions conducted by HISTEM.

Successes and Accomplishments

Part of the success of the HISTEM program can be attributed to the fact that 97 percent of all pharmacies doing business in the State of Hawaii are voluntarily participating in the program. Since the inception of the HISTEM program in March, 1992 the program has initiated over 800 felony drug cases. During this past year NED has experienced a steady increase in the amount of cases involving the diversion of pharmaceutical controlled

substances, particularly among medical professionals and hard-core drug users. The Narcotics Enforcement Division investigated 825 cases directly related to controlled substances, an increase of 33 percent from the previous year's 622 cases. Of these, 382 cases were initiated by the HISTEM program, an increase of 44 percent from the previous year.

Of the 382 cases initiated by HISTEM, 280 were investigated and resolved during the initial investigation. All of these resolved cases were first identified by the HISTEM investigator and then referred for investigation to the Diversion Branch of the Narcotics Enforcement Division. The Investigators assigned these cases and conducted a preliminary investigation contacting the physician and the patient. Diversion Investigators were able to resolve these cases during the preliminary investigation by counseling the registrant or patient. This ability to confront the registrant or patient at onset of his/her abusive behavior has allowed Diversion Investigators the ability to deter these individuals from committing any further violations of Hawaii's Uniform Controlled Substance Act. The other 58 cases not resolved during the initial investigation were referred to Diversion Investigators for further investigation. The 58 cases referred for investigation breakdown as follows: multi-doctor, 20; promoting, 1; fraudulent obtaining, 9; and physician/pharmacy investigation, 28.

Of the 58 cases referred for further investigation by the HISTEM Program, 46 originated on the island of Oahu, five on the island of Maui, three on the island of Kauai, and four on the island of Hawaii.

During this last grant period, the HISTEM Investigator and Division Administrator conducted 34 training sessions for law enforcement officers and pharmacists. Of the 34 training sessions, 25 educated pharmacists/pharmacies about the technical operation of the HISTEM program. The HISTEM Investigator also conducted nine training sessions for investigators and office staff of the Narcotics Enforcement Division about the operation of the HISTEM and ARGUS computer program.

In December, 1993 the White House introduced the President's Commission on Model State Drug Laws. One of the model bills proposed by this commission

was the Model Prescription Accountability Act. This bill calls for states to establish an electronic data transfer system that collects information on doctors, pharmacists, and patients receiving controlled substances, and then compares it with programmed criteria to detect suspicious prescriptions. President Clinton's Model Prescription Accountability Act is essentially Hawaii's HISTEM program. This program is possibly the most successful innovation related to controlling the diversion of legitimate pharmaceutical products in Hawaii.

1995 LEGISLATIVE ACTION

During this last legislative session the Narcotics Enforcement Division introduced Senate Bill 493, which would mandate that all pharmacies in the State of Hawaii electronically transmit their schedule II controlled substance prescription data to the NED office. After passing both the Senate and the House of Representatives, the bill was vetoed by Governor Cayetano on June 19, 1995 due to a technical error in the bill. NED will resubmit this bill with the required amendments during the January, 1996 legislative session.

Senate Bill 493 would establish the Controlled Substance Registration Special Fund for the purpose of offsetting the cost of the Narcotics Enforcement Division's electronic system monitors Schedule II prescriptions and the registration and control of controlled substances within the State. Moneys collected from registration fees would be deposited in the Controlled Substance Registration Special Fund, making this program self-supporting and requiring no State general funding.

NED is also exploring a joint venture with the Honolulu District Office of the DEA to expand the HISTEM program to include all controlled substance schedules and to install another computer terminal at the DEA office.

Prospects for Replication

To replicate the HISTEM program, the interested agency must have access to a highly trained investigative work force of narcotics investigators, the cooperation of all pharmacies doing business in the State, and the computer hardware and software

to adequately support the chosen vendor to provide central depository services.

Funding

Bureau of Justice Assistance: \$57,000

State of Hawaii Attorney General Funds: \$19,000

Narcotics Enforcement Division Forfeiture Fund:
\$30,000

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Corrections

Iowa

Statewide Substance Abuse Program Coordination in Corrections

Statement of the Problem

Substance abuse in the Iowa correctional system has a number of layers, each layer is a problem in itself and a negative contributor to the other layers. The layers are as follows:

- Community-based corrections (CBC) and institutionalized corrections populations are saturated with substance abusers—70 to 80 percent of CBC clients use drug as do 80 to 85 percent of prison inmates.
- CBC and institutional populations are growing quickly and are too large for effective correctional management, let alone management of complicating factors such as substance abuse. For example, Iowa correctional institutions are currently overseeing 5,876 inmates in space designed for 3,603. The population of Iowa prisons has grown approximately 12 percent per year for the past three years.
- Resources for providing substance abuse treatment are extremely limited.
- An adversarial relationship exists between the State's CBC and community-based substance abuse treatment providers, even though community treatment programs receive 65 percent of their referrals from CBC.
- Community-based treatment providers have not responded to requests for proposals to establish substance abuse treatment programs in prison settings.
- The State of Iowa has just contracted with an outside entity to establish managed care for all substance abuse services in the public sector. Traditional managed care strategies have excluded certain clients from admission or readmission to needed services. The criteria for exclusion often falls heavily on the CBC population.

Most significantly, dealing effectively with substance abuse among offenders requires dealing with the complexities of the criminal mind—its duality (substance abuse and criminal/antisocial personality characteristics); its resistance to treatment; and its chronicity dependence (long-term addictions to numerous substances).

Virtually all of the substance abuse programs for offenders in the State were designed for a noncriminal clientele. Therefore, there was a dearth of resources available to treat such difficult clients.

The layers defined above work together to limit the:

- availability of treatment;
- staff tolerance of primary criminal-addict behavior (resulting in the early discharge of many clients who did finally access treatment);
- communication and coordination between CBC, institutions, and community treatment providers; and
- success of efforts by the criminal justice system and community substance abuse programs to rehabilitate mutual clients.

Goals and Objectives

The main goal of the Iowa Department of Corrections Substance Abuse Program Coordinator is to work with wardens, CBC district directors, the Department of Public Health's Division of Substance Abuse and its managed care contractor, community-based substance abuse agencies, the Treatment Alternatives to Street Crimes program (TASC), and the Iowa Consortium for Substance Abuse Research and Evaluation to:

- evaluate and define the extent and nature of the substance abuse problem among offenders;
 - establish a discriminating assessment process that matches chemically involved offenders to the most effective treatment;
 - develop treatment approaches that are more likely to have an impact on resistant, extrinsically motivated clients;
 - work with the managed care contractor to
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advocate for the admission and retention in treatment of community-based criminal justice clients and for the use of modalities and levels of care that are most likely to be effective for them;

- develop and define new and existing modalities of treatment that will offer several tiers of treatment at varying levels of intensity within the criminal justice system;
- ensure that substance abuse programs are operated by qualified individuals;
- identify and pursue additional funding, while maintaining present resources; and
- coordinate the communication network among institutions/CBC, the Iowa Division of Substance Abuse, and public/private community treatment agencies.

Program Components

This project was designed to coordinate available interventions as well as develop new ones to meet the needs of offenders with substance abuse problems. Its purpose is to reduce the likelihood that offenders will continue criminal behavior after their release from the criminal justice system.

The primary component of this program is one staff position within the Administration Division of the Department of Corrections. This coordinator carries out the duties that accomplish the program's goals and works closely with a number of agencies and boards, including:

- all Iowa State correctional institutions;
- the eight CBC districts;
- all TASC programs;
- the Governor's Substance Abuse Prevention and Education Council;
- the Drug and Violent Crime Commission;
- the statewide and eight local corrections/substance abuse task forces;

- the Department of Public Health, Division of Substance Abuse;
- the Iowa Board of Substance Abuse Certification;
- the U.S. Department of Health and Human Services, CSAT, Criminal Justice Branch;
- community-based substance abuse treatment agencies; and
- the Iowa Consortium for Substance Abuse Research and Evaluation.

Results and Impact

Performance Measures

When this project was established there were a number of specific expectations, including:

- the eight individual TASC programs would be linked to become a statewide coordinated network of TASC programs;
- the eight correctional institutions would each have a licensed substance abuse treatment program;
- communication and coordination between CBC and community substance abuse staff would be significantly improved and service duplication that was occurring would be reduced; and
- new approaches to substance abuse treatment would be implemented in correctional programs;
- counselors currently working in correctional treatment programs would improve their qualifications as substance abuse counselors; and
- the coordinator would respond to requests for proposals for funding to facilitate the above goals.

The overall expectation was that the treatment system for criminal justice clients would improve; gaps in programming would close; adversarial staff of other programs would work together, and that these programs would get better at accomplishing their mission.

Successes and Accomplishments

This project has resulted in numerous advances in substance abuse treatment for offenders in the State. While the coordinator facilitated advances, they are due in large part to the efforts and cooperation of the key agencies listed above. Accomplishments include the following:

The Five-Year Plan—The coordinator wrote a document called "The Role of Substance Abuse Treatment in Corrections" (enclosed). This document addressed the duality of criminality and the disease of addiction, and how these two work together in the criminal chemical addict. The document also proposed that the initial course of action for the corrections system must be to establish a seamless continuum of intervention for offenders.

The Joint Business Plan—The Department of Corrections and the Division of Substance Abuse developed a conjunctive business plan to resolve numerous shared issues and needs. The majority of the goals listed in the business plan were accomplished.

Centralized Assessment—The first step in establishing a complete continuum of intervention in the prison system was to establish a centralized assessment process at the reception center. Now, the classification manager has information on the substance abuse treatment needs of inmates before they are classified and assigned to an institution. Inmates can also be matched to the most appropriate level of care given their history, risk level, and so on. The coordinator applied for the grant. Future funding has been built into the State's budget request process for eventual State funding.

Institutional Treatment—There were four prison-based treatment programs when the coordinator project was implemented, and now there are seven licensed treatment programs—one at each of the seven general population institutions. These programs include a variety of approaches to treatment as well as varying levels of intensity. Six of these programs were initiated by grant funding and through the lobbying efforts of the coordinator; all of them are now funded by State appropriations.

Treatment Alternatives to Street Crimes (TASC) Program—The TASC program had been piloted in three of the eight judicial districts by the time the coordinator project began. TASC then went statewide with the benefit of grant funding. The coordinator wrote the grant for each of the three remaining years of eligibility. TASC was then approved for funding by the Iowa legislature after having grown to a \$1.2 million statewide program. It was the largest substance abuse pilot project to ever be approved for funding by the legislature.

Coordination is a key aspect of the TASC program. Each judicial district is autonomous with its own director and its own board of directors. The coordinator established a TASC accreditation process through which resource utilization, productivity, and program outcome are evaluated every two years. Because the Department of Corrections controls the funding for TASC, the individual programs must comply with accreditation standards in order to continue operating. The coordinator holds quarterly meetings with TASC supervisors and annual or biannual meetings with all TASC staff. The TASC program in Iowa is very well received by both the justice and the substance abuse treatment systems.

Violator Program—The State of Iowa established by code two institutions designated specifically for male and female violators of probation/parole and work release status. The coordinator was asked to design and implement a program to serve these institutions. Known as the Violator Program, the effort provides a 60-day residential stay followed by a five- to eight-month community-based program. It combines substance abuse relapse treatment (based on the work of G. Allen Marlatt) with cognitive skills programming (based on the work of Robert Ross, Liz Fabiano, Stanton Samenow, and Samuel Yochelson). At the 30-bed institution for women, the program includes the core subjects described above as well as a number of services specific to women. The 75-bed men's facility also offers services that are gender specific. In addition, aspects of the program are culturally sensitive. The Violator Aftercare Program is the community-based portion of the effort, providing close community monitoring and weekly group sessions. The sessions are offered for 20 weeks but can be extended on an individual basis. The Violator Program is in the

midst of a four-year (grant-funded) evaluation by the Iowa Consortium for Substance Abuse Research and Evaluation. Results from the first two years are very promising.

Counselor Training Program—When the coordinator project began, a number of counselors working in correctional substance abuse treatment programs who were not very well qualified. All personnel issues and a policy of promoting correctional officers to correctional counselors had resulted in these staffing inadequacies. To address the training needs of staff members, the coordinator wrote and implemented a program to prepare staff for Correctional Substance Abuse Counselor Certification (IBSAC). The Program offered 120 of the 130 hours required for certification so that the staff would have to obtain some training from outside sources. Many of the 30 counselors who participated in the program went on to be IBSAC certified.

Prospects for Replication

The prospects for replicating this program are excellent. Every State has key agencies similar to those involved in this project, and prior interagency cooperation is not a prerequisite. There was no great precedent for such cooperation in Iowa before this project was implemented. This approach is a relatively inexpensive way to leverage additional resources for correctional substance abuse and to maximize those resources already in place. Support for substance abuse intervention from corrections, administrators, and an advisory group to help establish priorities for program development will enhance the program's success. The coordinator should have (1) extensive experience in the substance abuse intervention field; (2) negotiating skills and the ability to be diplomatic and assertive; (3) good writing skills and experience applying for grants; (4) good training skills.

Funding

Bureau of Justice Assistance: \$220,000 (1990-93)

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Delaware

The Delaware Mentor Program, Inc.

Statement of the Problem

A high proportion of women return to prison within their first year of release. Women offenders state that they lack role models and have more obstacles to overcome than men. Women interviewed expressed very low self-esteem and no support system upon release. Fewer than 50 percent have their GED or high school diploma, and most usually do not have marketable skills.

Women stated they had so much anger and pain that it was hard for them to function from day to day. It was this pain and anger that drove them to use alcohol or drugs, and to maintain their use of alcohol or drugs they resorted to stealing and prostitution. Other women were so deep into abusive relationships with men that if their man did not hit them they thought he didn't love them. These women thought they deserved this type of relationship because they had experienced physical, mental, or sexual abuse as children.

Goals and Objectives

The goal of the Delaware Mentor Program, Inc. (DMP) is to reduce the number of women who return to prison within their first year of release through a self-awareness program and to develop a support system for offenders' transition into the community.

The objectives of the program are to secure funding and office space; recruit a board of directors; secure 501(c)(3) status; develop a self-awareness program; hire an executive director and a Phase I coordinator; recruit professional presenters from the community; recruit women to be mentors; develop a postgraduate phase; and educate society whenever possible through the news media, public appearances, and special events.

Program Components

Board of Directors—A nineteen member board of directors will conduct the business and affairs of the corporation and oversee its finances. The board meets monthly to review accomplishments and work on future goals.

Phase I—This is a self-awareness program designed to allow women offenders to discover who they are and understand how their anger and pain dictates their behavior. Phase I consists of 48 to 53 two-hour workshops over thirteen weeks. Workshops are related to these five categories: self-actualization; relapse prevention; relationships; preparation for employment; and educational opportunities.

All participants are volunteers. There is an interview process in which they discuss why they want to change and their willingness to do so. Guidelines to complete this course are discussed with the prospective participants, and at this time they are given control over their future choices. They understand that they are responsible and accountable for their actions from this time forward.

Post-graduates—This phase is designed to assist the graduates of Phase I in developing their individual recovery paths. It offers the opportunity to address and understand issues in order to change patterns of behavior. This group meets weekly for two hours and represents the Delaware Mentor Program in special events. The postgraduate program is available to residents from graduation until release from prison. Because they are considered role models for the entire prison population, their behavior and willingness to work on themselves must be top priority.

Education and Recruitment of Society—Whenever possible, the executive director and graduates of the DMP who are in the community speak to organizations and participate in special events. The program is very fortunate to have the support of the University of Delaware, Delaware Technical and Community College, and local corporations and organizations. Some members of these organizations serve as presenters, mentors, or board members and all volunteer valuable time and services.

Results and Impact

Performance Measures

We expect our graduates to be able to change their patterns of behavior and, therefore, change the way they interact in society. The women get involved in support organizations such as Alcoholics Anonymous and women's counseling groups. They are willing to increase their educational levels by obtaining a GED or high school diploma, and some attend college. Instead of applying for minimum wage employment, they now seek positions that afford them career advancement.

The women are tracked through the criminal justice system and data are updated once a year. Within the coming year, data will be released on all graduates relating to housing, education, and employment.

Successes and Accomplishments

- The Delaware Mentor Program has become a 501(c)(3) organization with a full board of directors that meets monthly.
- The program has four offices and a reception area at DJBWCI.
- Funding for an executive director and a Phase I coordinator have been attained.
- Nine Phase I classes have been successfully completed.
- Recidivism results have been analyzed and presented.

- A Federal grant and State contracts have been secured.
- Positive reviews by media, including television and newspapers, have been afforded the program.
- Many of the programs' graduates find that they can make choices to better themselves once they are released from prison. They are working on core issues, considering halfway houses instead of destructive past relationships, and setting goals to ensure their future.

The following is an excerpt from an article written about one of our graduates:

By the age of fifteen, Debbie Gardecki had already endured more than most people do in a lifetime. Her parents' divorce forced her mother into long hours of work, exposing nine-year old Debbie to an abusive babysitter. By the time she was twelve, this formerly excellent student had been so severely abused by her step-father that drugs and alcohol provided her the only relief from thoughts of suicide.

Although she struggled to perform well in school, her constant state of anxiety and sense of hopelessness led to an overwhelming addiction. Eventually, infractions of the law resulted in Debbie's two-year incarceration.

While in prison, Debbie made the valiant decision to leave behind her familiar, if terrifying, behavioral patterns and try to salvage her life. She entered drug and alcohol therapy and turned her back on her former associations. Only two days after her release from prison, Debbie began classes in JTPA's Office Technician Program at Delaware Technical and Community College, where she received straight "A" grades. In May 1993, she secured a full time position as a receptionist and typist at Fern Hook Hospital, a facility of the State Department of Health and Social Services.

Today, Debbie is gainfully employed and proudly sober. She participates in the Delaware Mentor Program at the Baylor Women's Correctional Facility to share her inspirational story with other women in crisis.

(from Debbie Gardecki, graduate of the Delaware Mentor Program and Post-Grad of the Quarter)

As of March 24, 1995, 50 DMT participants had been released from the Delaware Women's Correctional Institution for a year or longer. All 50 were followed through the criminal justice system by Dr. Marsha Miller, a research consultant who serves as the chair of the board of directors. The one-year recidivism statistic for the 50 participants is 20.8 percent, a reduction of 50 percent over the one-year recidivism statistic in 1989 of 41.2 percent.

Prospects for Replication

This program can be replicated in any female institution. It takes teamwork among the corrections staff, the judicial system, and the community to provide the support necessary to enable women to heal their anger and pain, thus becoming productive citizens.

Funding

Bureau of Justice Assistance: \$28,000

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Oregon

Turning Point Alcohol and Drug Program

Statement of the Problem

Several national studies have demonstrated the effects of alcohol and drug abuse on crime and prison overcrowding. For example, the Bureau of Justice Statistics' 1991 Survey of State Prison Inmates found that:

- 31 percent of inmates report committing their offense under the influence of drugs;
- 62 percent report regular use of illicit drugs;

- 32 percent report committing their offense under the influence of alcohol; and
- inmates sentenced for drug offenses account for 44 percent of the recent increase in prison population.

Alcohol and drug problem screening data from Oregon prison inmates present similar information, including:

- 85 percent of incoming inmates report some history of illegal drug use;
- 53 percent report regular, sustained use of an illicit drugs;
- 36 percent report regular, sustained use of alcohol;
- 39 percent report at least weekly use of illicit drugs prior to incarceration;
- 38 percent report severe mental problems (e.g., hospitalization, depression, hallucinations) caused by alcohol or drugs in the past year; and
- 63 percent report serious social problems caused by alcohol or drugs in the past year.

Even though many State prison inmates have severe alcohol and drug problems that significantly contribute to their criminal history, prison alcohol and drug treatment programs have been effective. For example, the Stay'N Out Program in New York followed more than 2,000 offenders over a 10-year period and found large reductions in arrests and parole revocations for treated offenders when compared with nontreated offenders. The Cornerstone Program in Oregon has also found large reductions in arrests, convictions, and returns to prison as a function of time in treatment.

Goals and Objectives

The goal of Turning Point is to provide residential therapeutic community treatment that reduces recidivism among inmates who have severe alcohol or drug problems along with an established pattern of criminal behavior. Specific program performance criteria objectives are:

- program utilization—maintain utilization at a minimum of 90 percent of capacity, and provide residential alcohol and drug treatment to at least 200 inmates per year;
- professional standards—provide residential alcohol and drug treatment services at levels required for licensing by the State Office of Alcohol and Drug Abuse Programs;
- abstinence during treatment—help 90 percent of inmates abstain from alcohol and illicit drug use during treatment (as measured by urinalysis);
- treatment completion—60 percent of enrolled inmates will complete at least 2/3 of the treatment objectives before discharge;
- referral in the continuum of Care—refer and enroll 80 percent of inmates completing the program to a community treatment program;
- employment at discharge—assist program graduates with employment skills so that at least 50 percent have improved employability at discharge; and
- recidivism reduction—reduce arrest rates of program graduates by at least 25 percent; conviction rates by at least 25 percent; and incarceration by at least 25 percent.

Program Components

Turning Point, housed within the Columbia River Correctional Institution, opened in November 1990 as an alcohol and drug residential treatment program. The program is operated by ASAP Treatment Services, Inc., of Portland. The facility is divided into two 50-bed units—one for women and one for men. Establishing a therapeutic community within the confines of an institution requires developing close working relationships among treatment staff and correctional staff. A therapeutic community is a 24-hour living environment in which people with similar problems learn to work and live together, thereby learning the skills they need to work and live outside the institution. The inmates, called residents, help staff manage the unit, create guidelines for living, and solve problems in the unit. Residents are treated as decision-making adults.

Peer and support groups operate 24 hours a day, creating a powerful learning environment. Activities include education, therapy, family counseling, parenting skill training (with sessions involving residents' children), therapeutic community meetings, work crew, and work release. Successful transition to the community is enhanced by vocational planning; development of a support system involving family, friends, and self-help groups such as Alcoholics Anonymous and Narcotics Anonymous; and connection with an outpatient aftercare drug treatment program. Residents move through five program phases, beginning with a 30-day assessment and evaluation phase and ending in the work release phase and parole. Ideally, residents are at Turning Point for six to 12 months prior to parole.

Program components are as follows:

- Stress Management—learning self-management and self-care skills.
- Community Meeting—learning basic problem-solving skills, making commitments to change behaviors, and practicing leadership roles.
- Core Group—participating in a process-oriented group therapy with content (initiated by group members) that emphasizes recognizing and challenging errors in thinking.
- Lectures—educational presentations on alcohol, drugs, and addiction; recovery; health; interpersonal skills; and living skills.
- Life Skills Workshops—participating in classes of one to four sessions designed to teach and practice complex skills such as assertiveness, anger management, goal setting, managing criminality, and changing thinking errors.
- Leisure Development—learning to enjoy leisure time without alcohol and drugs.
- Family Program—enhancing relationships with family and significant other through family counseling and parenting skills training that includes parent/child interaction training.
- Employment Preparation—screening for vocational interest and personal objectives, writing resumes, preparing for job interviews, and planning for long- and short-range career pursuits.

- Release Planning—developing a recovery plan, aftercare plan, long- and short-range goals, and money management skills.
- Relapse Prevention—understanding the relapse process; developing an individual relapse prevention plan; learning strategies for avoiding alcohol and drugs and techniques for responding to offers of alcohol and drugs; and handling a relapse.

Results and Impact

Performance Measures

The performance measures and results for fiscal year 1994-1995 were:

- program utilization--97 percent utilization (423 treated annually);
- professional standards--State licensing obtained;
- abstinence during treatment--99 percent abstinent;
- treatment completion--45 percent completed;
- community referral--81 percent referred;
- employability--52 percent improved; and
- recidivism--48 percent decrease in arrests, 61 percent decrease in convictions, and 28 percent decrease in incarcerations.

Successes and Accomplishments

General program accomplishments are summarized in the following narrative from the State licensing review report dated June 2, 1995:

Of particular significance, is the strong coordination with the Department of Corrections. Program management and staff work hard to maintain good communications and program support with the Department of Corrections. Treatment program

staff and Correctional Officers participate in cross-training, and program management regularly participate in institutional meetings with the Superintendent. The liaison with the Turning Point Program to the Department of Corrections continues to provide a positive and vital link between the programs and it is evident that his guidance has been integral to the collaboration and trust building among the program staff and DOC.

The program structure continues to provide quality treatment services for clients, strong case management services, development of life skills and transition/aftercare coordination. The additional focus in the past year on strengthening the therapeutic community model and criminal thinking treatment has enhanced program accountability as well as clients' prognoses.

Staff are open to suggestions to improve the program and have implemented several client suggestions through the client proposal process such as the formation of a Hispanic women's support group and the Spanish "word for the day". The program staff are culturally/ethnically diverse and provide support for clients who are ethnically diverse or have culturally diverse lifestyles.

Program staff work closely as a team and rely upon each other's clinical expertise to provide the best possible treatment opportunity for clients. The unit supervisors also demonstrate teamwork and work closely with the treatment staff as well as the Department of Corrections Coordinator. Program staff, including management, are well qualified which is clearly evidenced by their compliance with relevant Administrative Rules and Department of Corrections Outcome studies.

Program treatment staff receive frequent and regular clinical supervision in addition to numerous training opportunities, including several through the Department of Corrections.

Transition services have been strengthened by having the transition counselor attend the initial aftercare meeting with the client. During this meeting the client, program staff and aftercare counselor conduct a conference call with the client's Parole Officer which further enhances the coordination and clearly defines the client's

responsibilities for continuing care treatment. The transition counselor also does a good job of tracking the client's participation in the transition phase of the program.

Prospects for Replication

Turning Point is one of several prison-based residential therapeutic programs implemented across the country in recent years. Intensive alcohol and drug treatment programs in prison both address a critical need and have been shown to be effective. Some of the unique aspects of this particular program are the support it receives from the institution and other corrections programs, the dual emphasis on drug treatment and intervening in criminal thinking, provision of parenting skills training, use of relapse prevention planning; and the program's emphasis on transition to post-prison supervision and treatment.

Funding

Bureau of Justice Assistance: \$655,263 (1993)

State Department of Corrections General Funds: \$343,426 (1993)

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Alabama

Jail Assistance Project

Statement of the Problem

Alabama is a rural State with few metropolitan areas. Because most local jails do not have the necessary resources to develop proactive corrections programs, they have relied historically on outside agencies for technical assistance. Although the quality of the assistance is satisfactory, lengthy time involved in delivery of technical assistance and report production has caused some dissatisfaction.

Alabama jails have been in crisis since the mid-1970's when in Pugh v. Locke (1976) a Federal court order forbade the State prison system from accepting new inmates until the population no longer exceeded the rated capacity. The result was an instant backlog of State inmates in Alabama's county jails. The crowding was exacerbated by the influx of drug offenders into the jails, which caused small local detention facilities to become permanent or semipermanent residences for long-term sentenced felons.

The responses to this crisis varied. Some local jurisdictions implemented additional inmate programming to help offset the crisis, but others simply allowed the situation to continue. As a result, conditions lawsuits were filed against many local jails, adding to the burdens on already overloaded systems.

Compounding the problem of overcrowding was a court order that effectively deinstitutionalized the Alabama mental health system (Wyatt v. Stickney, 1972). Many hospitalized persons were released to community mental health systems that were ill equipped to deal with them. The result was that many of these persons were reinstitutionalized in local jails. While the courts emphasized the "least restrictive alternative" for treatment of mentally ill citizens, those who found themselves bounced from the Alabama mental health system to the Alabama county jail system became victims of the "most restrictive alternative" with few or no resources to provide an adequate standard of care. The current situation is no better. Additional litigation against

local jails has emphasized the continuing problem and resulted in the construction of several new county jails.

In February 1992 several Alabama counties filed a class action against Alabama's Commissioner of Corrections to force the removal of State-sentenced inmates from county jails, inmates for whom sheriffs receive only \$1.75 per day from the State for food. No per diem is provided for housing State inmates in county jails. The State court ordered the commissioner to remove all inmates from county jails within 30 days of receipt of official transcripts.

The commissioner eventually was found to be in contempt of the order, but, acting under pressure from the court, reported on October 13, 1992, that the order had been complied with. Nevertheless, the number of State inmates in the county jails is growing, and the problem will have to be addressed continuously until some better solution is found.

Meanwhile, mentally ill inmates also remain in county jails. In September 1992, the Alabama Department of Mental Health petitioned the Federal court to eliminate standards of care established in Wyatt v. Stickney. Although the district court ruled against the Department of Mental Health, the department has since filed an appeal to the 11th Circuit Court of Appeals. If the appeal is successful, the Department of Mental Health could further send individuals to the "most restrictive alternative." In fact, the current waiting period for a forensic commitment bed is as long as six months. An untenable nontreatment environment has been created for mentally ill persons being held in Alabama's county jails.

The Alabama jail situation is compounded by several problems that contribute to the overall inability of the jails to house long-term State inmates, mentally ill inmates, or any other class of inmates outside those typically confined to local detention facilities. Foremost among these problems is the overall condition of most local jail facilities throughout the State. These jails range in age from ten to 100-plus years. Even some of the newer jails are ineffectively designed. Another problem is that most jails are understaffed and underfunded, and thus undermanaged. The government entities responsible for funding the

operation of local jails are often reluctant to invest in adequate staffing. Many still seem to view the local jail as the fiscal stepchild of the county, in spite of the fact that Alabama law designates the operation of the county jail as the priority preferred claim against the county (Code of Alabama 1975 @ 11-12-15).

The sheriffs of Alabama, through the Alabama Sheriffs' Association, responded to the jail problem with the Alabama Jail Assistance Project (AJAP), designed to respond to the needs of Alabama jails through technical assistance. AJAP began operation on March 15, 1992 with funding from the Bureau of Justice Assistance through the Law Enforcement Planning Division of the Alabama Department of Economic and Community Affairs and financial contributions from the sheriffs of Alabama.

The technical assistance provided by AJAP is multifaceted and available to Alabama county and municipal jails at no cost. Although the project is somewhat limited by its staff of one, it has gained widespread acceptance and since its inception has provided technical assistance in various form to numerous county and municipal jails.

Goals and Objectives

AJAP's overall goal is to assist Alabama jails, particularly those with few resources, to cope with increasing demands for professionalism and to resolve both long-term and immediate problems. Objectives include:

- the provision of "quick response" technical assistance;
- technical assistance geared to the specific needs of Alabama jails;
- utilization of local resources to resolve local problems; and
- increased training for local jail officers.

Program Components

Inspection and Evaluation

AJAP has no authority to inspect and evaluate jail facilities, organizational structure, or programming. However, many such inspections and evaluations are conducted at the invitation of the sheriff or chief of police. Inspections and follow-up reports focus on strengths and weaknesses of the system and recommend improvements. In most cases, the sheriff or chief of police forwards recommendations that require funding to either the county commission or city council with a request for implementation.

Training

Training is an integral component of AJAP and is conducted through ongoing programs with the University of Alabama Law Enforcement Academy, which is charged by the Alabama Peace Officers Training Commission with providing minimum standards for training Alabama law enforcement officers.

Although there are no legally mandated minimum training standards for Alabama jail officers, the academy provides a basic 80 hour jail management training curriculum. These training sessions are provided either at the academy or on a regional basis, hosted by a local sheriff or chief of police. The academy conducts approximately six such training sessions annually, and participation has been excellent. Many departments now require their jail officers to successfully complete the training. One large insurer in the State pays training expenses for officers from jails that are insured.

AJAP staff participates in all aspects of jail officer training, both in curriculum development and as an instructor. Participation by AJAP staff, who represent the needs of the sheriffs of Alabama, helps to ensure a practitioner's approach to jail officer training.

Policy and Procedure Development

Most rural jails in Alabama have a great need for comprehensive policy and procedure directives. AJAP staff developed sample policy and procedure manual guidelines specifically for the State's jails. Based on case law, the Alabama County Jail Standards, the Code of Alabama, and sound corrections practices, the guidelines assist local jails to develop policy and procedure guidelines that are consistent throughout the State, yet can be individualized for the various jails and their respective needs.

Jail Design and Renovation

In addition to serving as an advisor to the chief law enforcement official charged with operating the jail, AJAP serves as a consultant to the government funding agency charged with approving and funding the design and construction of new or renovated facilities. AJAP works with funding agencies in planning the development of a new institution, often saving the agency the expense of employing an outside consultant.

Response to Litigation

AJAP is available on request to assist Alabama jail officials and their attorneys with litigation over jail conditions, suicide, medical services, or any other issues. AJAP staff functions as a consultant to jail officers and their attorneys in developing and presenting a defense.

At the request of jail attorneys in the class action lawsuit against the commissioner of corrections, and with the consent of the presiding judge, AJAP inspected seven Alabama prisons to determine whether space was being adequately used to house State inmates. The subsequent report indicated that space was available in the prisons and that more State inmates could be removed from county jails without significantly interfering with ongoing rehabilitation programs. The Department of Corrections is now using some of those recommendations to assist in removing State inmates from county jails.

Resource and Reference Service

AJAP serves as a resource and reference service for Alabama jail personnel. Frequently sheriffs, chiefs of police, or jail administrators call with specific questions about the legality or appropriateness of a particular issue or planned action. AJAP staff provides a rapid telephone response, often followed by a letter or position paper addressing the issue. On-site technical assistance is scheduled and provided if needed.

New Issues

AJAP serves as a broker for information on new issues relevant to Alabama jails. Information on such issues as the Americans With Disabilities Act, the Bloodborne Pathogens Rule, the Religious Freedom Restoration Act, recent court decisions is disseminated to Alabama jail officials to inform them as to the legal requirements for compliance.

Results and Impact

Successes and Accomplishments

In its three-plus years of operation, AJAP has met many needs of Alabama jails that previously were not being addressed. AJAP is a valuable asset to local corrections and is destined to expand to meet the increasing demands on overburdened local jail systems.

AJAP has brought about an increased awareness of the complexities and needs of local jails by a broader spectrum of the criminal justice system. As a result, local jails are being viewed as a more integral part of the system.

Technical assistance is now available immediately, eliminating the need for formal application and a waiting period for approval. Local jail officials feel more comfortable about requesting technical assistance, because they know it will be geared to their needs and that the provider will be sensitive to local issues.

Training has increased professionalism among local jail officers, and with this professionalism has come more statewide involvement in organizations such as the American Jail Association. Additionally, the

Alabama Jail Association has been developed as a professional organization for Alabama's jail practitioners.

Local jails in Alabama still contend with many problems including overcrowding, housing of State inmates, housing of mentally ill inmates, and inadequate conditions. AJAP continues to work with Alabama's jails both individually and collectively in an effort to provide appropriate jail services in spite of inadequate resources.

Although litigation against local jails continues, AJAP can serve as an ally to local jail officials and work with them and their attorneys in resolving many issues, both in and out of court. AJAP also functions as an advocate for local officials working with architects on jail design, helping with such items as standards compliance and functional design.

Since the projects inception in March 1992, AJAP has provided jail training has been provided to more than 1,200 local jail officers. Training for another 250 to 300 officers is scheduled for 1996. The demand for training will continue because of the high turnover of local jail officers and the continuing climate of litigation. AJAP, in conjunction with the American Jail Association, will provide specialized training for sheriffs on jail legal issues in the near future. AJAP also has provided a sample policy and procedure manual to each Alabama sheriff and numerous other jail officials. This sample manual has been especially beneficial to rural jails with few resources for development of such documents. Further, AJAP staff has worked with several architects on designing new jails and with numerous attorneys involved in jail litigation.

A bonus success has been the recognition of AJAP by some members of the Federal judiciary and the judicial appointment of AJAP staff as mediator and monitor in jail litigation.

The development of an informal network of jail officials throughout the State has been another success for AJAP. Some jail officials, particularly those in rural areas who have been isolated in the past, have been able to network with other jail officials and develop informal partnerships to enhance professional growth. AJAP's primary

benefactors have been jail officials, but inmates confined in Alabama jails have also benefited. As jail operations and jail personnel become more professional through training and improved jail management, inmates find greater opportunities for positive jail experiences.

Prospects for Replication

The prospects for replication of this program are good. Key elements are a supporting organization with a vested interest in the operation of local jails and a cooperative and innovative State grantor agency.

Funding

Bureau of Justice Assistance: \$87,000

Alabama Sheriff's Association: \$29,000

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California

Continuity of Care Project

Statement of the Problem

The California Department of Corrections is the largest correctional agency in the nation, housing more than 121,000 inmates and supervising more than 85,000 parolees. In the past 10 years the prison population has increased by 82,000. A major factor in this alarming increase is substance abuse and drug-related crime. The number of offenders committed to the Department of Corrections for drug offenses increased from 7.1 percent in 1983 to 24.1 percent by the end of 1993. A recent survey found that 78 percent of all new admissions had histories of drug abuse.

A California Blue Ribbon Commission on Prison Population Management confirmed that substance abuse is a driving factor in both prison overcrowding and parole revocation. Until recently, no intervention within a correctional setting prepared the substance-abusing offender to return to society.

In 1989 the Department of Corrections formed the Office of Substance Abuse Programs (OSAP) and initiated California's first intensive substance abuse program at the R.J. Donovan Correctional Facility near San Diego. OSAP's partner for this project was a community-based treatment organization, Amity, Inc.

A treatment program was developed in which selected drug-abusing, medium-security inmates would serve their last year of incarceration in a therapeutic community setting. Two hundred inmates assigned to this project, which uses proven substance abuse treatment techniques, participate in group meetings, seminars, group and individual counseling, video feedback, relapse prevention, and urine testing. This project intends for such activities to help substance-abusing offenders develop the skills necessary to maintain an acceptable level of conduct in prison and remain drug free after they return to the community.

The therapeutic community at R.J. Donovan is housed in a unit isolated from the general prison population. The community has its own hierarchical structure, but participants are integrated with other prisoners for certain activities. Program participants gain status and responsibility as they internalize socially acceptable values and behavior. This model was piloted in the New York "Stay 'N Out" Program in 1977 and was used in Amity's Pima County Jail project in Tucson, Arizona.

Amity, Inc., a nationally recognized substance abuse treatment organization, has been called upon to develop jail- and prison-based programs across the country. The U.S. Department of Justice's Bureau of Justice Assistance has used Amity's technical experience to implement and expand Project Reform and Project Recovery, a series of drug treatment programs in State correctional facilities. Amity uses experienced recovering individuals to provide services to offenders. This approach has

been effective in quickly engaging offenders in treatment, breaking down barriers of denial and isolation.

During the in-prison treatment program, a detailed transition plan is developed to assist inmates in returning to the community. Offenders returning to the San Diego County area can participate in continued residential treatment funded by the current Bureau of Justice Assistance grant. Research has shown that continued treatment in the community is critical to continued adjustment after release from institutional treatment programs. Community treatment programs often do not have the space to accommodate paroled offenders, thus diminishing parolee's chances of avoiding drug use and associated crime.

Goals and Objectives

Established with the assistance of the California Office of Criminal Justice Planning in 1991, the Continuity of Care Project enables institutional treatment graduates to continue intensive substance abuse treatment in a community setting in Vista, California while on parole.

The first goal of the Continuity Care Project is to provide substance abuse treatment services for offenders graduating from the in-prison component. At least 190 inmates will graduate, 70 of whom will enter the transition facility for an average of 120 days. A minimum of 400 non-transition facility parolees, family members, and friends will attend ancillary groups, workshops, or seminars at the facility. Sixty parolees are expected to complete the Continuity of Care Project annually.

The second goal is to provide pre-parole planning for the in-prison participants in order to enhance the likelihood of success on parole. In addition to completing transition plans for the participants, the project will provide contacts and conduct pre-parole interviews.

The third goal is to assure continued community safety through supervision by the project's parole agent staff, which will administer urine tests, conduct initial interviews, and make case contacts at the facility. The project will also monitor the number of incidents requiring an activity report

(technical violations of parole conditions); the number of positive urine samples and types of drugs detected; the number of participants returned to custody; the number of successful parole discharges; the number of hours of community service donated by participants; and the number of participants employed.

Program Components

The Continuity of Care Project includes three distinct program areas: pre-parole transition planning, substance abuse treatment services, and parole supervision.

Pre-Parole Transition Planning

At the R.J. Donovan Correctional Facility, contracted treatment personnel assess inmates and develop program plans. The transition plan identifies individuals' specific shortcomings and establishes goals that must be achieved for successful parole. A transition plan may include residential treatment, outpatient treatment, participation in outreach groups or seminars and in Alcoholics Anonymous and Narcotics Anonymous programs, and monitoring the parolee's relationships with past associates, which have been found to be directly linked to relapse and return to custody.

Involving the project's parole agent is critical to pre-parole planning. Often, this agent is the offender's only positive parole contact. Clearly establishing the offender's responsibility regarding parole supervision offers the offender the maximum opportunity for successful reintegration; coordinating and integrating parole supervision and treatment creates a considerable force to motivate the offender and reinforce positive behavior.

Substance Abuse Treatment Services

Project treatment components offered at the continuation facility are consistent with those within the institution and include individual counseling, ongoing assessment, group counseling, psychodrama, problem-solving skills development, self-examination, and educational seminars. These activities are supplemented with regular workshops in substance abuse education, relationships, recreation, nutrition, support networks, family dynamics, personal chronologies, and

communication skills. These activities are intended to provide participants with the skills necessary for successful adjustment.

Treatment services are offered in a supportive, drug-free, and home-like environment that does not diminish the reason offenders are placed at the facility, that is to receive substance abuse treatment and cognitive restructuring.

Parole Supervision

The parole agent assigned to the project acts as a liaison with treatment and custody staff at the institution, provides ongoing contact with other community programs, and communicates with the County Alcohol and Drug Administration staff to facilitate long-term parole planning.

The parole agent works closely with the continuance facility staff and its residents while monitoring urine tests and obtaining collateral information to validate offender progress through the program. The parole agent also monitors offenders' behavior in the community to ensure public safety.

Results and Impact

Successes and Accomplishments

The success of correctional treatment programs is often measured by the recidivism rates of participants. While preliminary data indicate that significantly fewer program participants are returned to custody than other inmates (13 percent versus 37 percent), proclaiming the program an unqualified success would be premature. Consequently, the Department of Corrections has entered into a relationship with the National Institute on Drug Abuse (NIDA) to conduct a major evaluation effort which will track offender progress over a five years focusing on the Continuity of Care portion of the program.

Substance abuse programs will also be evaluated by examining such information as the average number of months participants are drug-free, the proportion of offenders completing the program without new arrest, and the proportion leaving the program without relapse. The U.S. Department of Justice's National Institute of Corrections recommends this strategy for measuring program accountability in the

"National Task force on Correctional Substance Abuse Strategies" report.

To date, the program has increased offenders' average length of stay in treatment to nearly double that found in community treatment programs. This increase indicates that program elements tailored to the offender population engage them in treatment.

The amount of treatment services offered at the continuance facility continues to increase. In the past 6 months alone, more than 400 groups, workshops, and seminars have been administered – double the anticipated service delivery rate. Urine testing has been administered continuously throughout the project, and no positive samples have been returned. Nor have any visible signs of drug use been detected. The Department of Corrections is pleased with the program's success to date. With the cooperation of the Office of Criminal Justice Planning and Amity Inc., the Department has delivered a comprehensive, long term treatment program to a very difficult, high-risk population.

Prospects for Replication

In light of the project's success, the Department of Corrections is in a position to expand services. Recent legislation authorizing the construction of a 1,000-bed substance abuse treatment prison specifically cited the program's achievements and called for project development consistent with this model.

Funding

Bureau of Justice Assistance: \$500,000 (FY 1995-96)

State General Fund: \$500,000 (FY 1995-96)

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Task Forces/Law Enforcement

Arizona

Phoenix Police Department's Commercial Interdiction Unit

Statement of the Problem

The metropolitan area of Phoenix is now the seventh-largest urban area in the United States. Because of its size and proximity to an extensive and mostly isolated border with Mexico, narcotics traffickers have used commercial shipment sources in the area to deliver their illegal drugs. Phoenix is a source location for marijuana and a major transshipment point for other drugs headed for the northern and eastern parts of the country.

Phoenix, like all large urban areas, has its share of street-level drug activity, which is the primary crime problem that plagues most large cities. The shipments sent from cities such as Phoenix become a far greater problem for the recipient cities, as the drugs are distributed in thousands of hand-to-hand buys on the streets. Levels of property and violent crime are related to the ease with which drugs reach their destination.

Goals and Objectives

In the late 1970's, several large cities began interdicting drugs at domestic commercial carrier locations (airports, bus depots, train stations). Their success in identifying common characteristics of drug shippers and couriers led to the development of today's interdiction units. Most major U.S. cities now have commercial interdiction units, primarily based at airports, and most are run by or associated with the Drug Enforcement Administration.

In 1988, the Arizona Criminal Justice Commission awarded the Phoenix Police Department a grant to establish a multiagency unit to interdict drug shipments sent on commercial passenger and parcel carriers. The unit initially targeted drug couriers using commercial passenger airlines, but now includes interstate buses, trains, and the overnight parcel shipping companies. The unit's goal is to identify and interdict shipments of drugs using these commercial carriers. The objectives designed to

meet that goal include:

- identifying and interdicting large shipments of drugs and drug proceeds on commercial carriers;
- investigating, prosecuting, and convicting individuals and organizations responsible for these shipments;
- providing support and specialized assistance for local and out-of-state agencies that identify individuals and organizations using commercial shippers to transport narcotics; and
- identifying street gang members and groups that use commercial carriers to distribute narcotics.

Program Components

The Phoenix Commercial Interdiction Unit consists of a sergeant, two narcotic's detectives, and two detectives/canine handlers from the Phoenix Police Department; a narcotic's detective from the Maricopa County Sheriff's Office; an agent from the Drug Enforcement Administration; an Arizona National Guard member; and a prosecutor from the Maricopa County Attorney's Office. Two trained narcotic's detection dogs are permanently assigned to the unit. The unit works primarily at the Phoenix Sky Harbor International Airport but can quickly access most of the other commercial carriers in the metro Phoenix area.

Since the unit's inception in May 1988, it has received funding through a Federal grant (Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program) administered by the Arizona Criminal Justice Commission. The grant covers the costs of the five Phoenix police officers and overtime for the Maricopa County Sheriff's Office deputy.

Unit members are constantly available to help other agencies or citizens working in the commercial carrier industry. Detectives seek out smugglers by watching persons traveling commercial airlines and buses and checking baggage as it is transferred from one plane to another.

Unit members also work at parcel shipping facilities that offer overnight express service, examining

packages as they are sorted. When a package is suspected of containing narcotics, unit detectives contact local law enforcement agents at the destination jurisdiction to attempt a "controlled delivery" of the package. This allows the jurisdiction that would be most affected by the shipment to identify and often arrest the suspects who would have distributed the drugs. It also affords the best opportunity to identify the shipper of the parcel.

Unit members also conduct extensive money-laundering investigations when persons transporting drug proceeds are intercepted. These investigations can be very time-consuming. The unit's assigned prosecutor knows how to prosecute these money couriers and has won several convictions for money-laundering under State statutes in the last two years. These drug money seizures are presented to government attorneys for forfeiture. All participating agencies in the unit receive an equal portion of the forfeited funds to be applied to law enforcement purposes within their individual agencies.

Drug smugglers use a variety of tactics to limit the ability of law enforcement to interdict them. One of the most effective techniques is to purposely limit the amount of time available for investigators to conduct an initial investigation. Drug couriers often show up at the last minute to travel or ship their packages. Thus, it is imperative that the unit be able to coordinate rapidly with other interdiction units around the country. The unit is an active member of Sky Narc and maintains emergency phone numbers of other airport interdiction units around the country. Information on smuggling trends as well as specific seizures is shared through the El Paso Intelligence Center which maintains a data base of interdiction efforts for the entire country. Because the flight times between major metropolitan areas can be less than an hour, the key to success is often the ability to communicate quickly; for this reason, the unit supervisor has a cellular phone.

Unit members must be able to get to the airport in 45 minutes or less so they can contact interdiction agents at a suspected smuggler's destination to try an interdiction when he/she arrives. Unit members have full security clearance for all restricted areas of

the airport and have become very adept at locating baggage, packages, and passengers. They are well known to many of the airport employees, making cooperative efforts more feasible. And the detectives, who often have to board aircraft to contact suspects, have learned to work with flight crews to alleviate concerns about passenger safety.

The unit has a specific prosecutor who is available anytime to review circumstances presented during an interdiction. The Major Drug Unit, made up of six of the best drug prosecutors, is responsible for charging and prosecuting all the unit's cases. This has made for consistent understanding and application of charging and plea offer policies. Most of the those arrested by the unit with sale quantities of drugs receive prison sentences, largely because of the county attorney's consistent policy application combined with a commitment to the "Do Drugs, Do Time" program.

Results and Impact

Performance Measures

The unit uses several indicators to measure performance including the number of arrests made and charges filed and the amount of seizures made (drugs, assets, weapons). The unit recently began tracking the number of identifiable street-gang-related arrests and seizures resulting from its efforts. This has proven to be difficult, as most arrests involve couriers who have little knowledge of the organization responsible for the drug shipment.

Successes and Accomplishments

Since the unit was formed in May 1988, it has accomplished the following results:

- 1,126 suspects arrested;
- 2,506 charges filed;
- 9,301 kilograms of marijuana seized;
- 173 kilograms of cocaine seized;
- 1,499 grams of heroin seized;
- 9,350 grams of methamphetamine seized;
- 146 guns confiscated;
- 75 vehicles confiscated; and
- \$7,867,407 confiscated.

Although the unit's primary focus for the first three years was airport activity, it has expanded to include bus and package interdictions. The unit's success results largely from members' willingness to respond at a moment's notice to a call for assistance and from the rapport unit members have fostered with the airport and air cargo community. Many of the tips and leads that result in arrests or seizures come from these concerned citizens.

Prospects for Replication

Agencies wishing to establish such a unit must first assess whether the activity at their commercial shipping facilities would justify such a dedicated effort. Most large metropolitan airports already have an interdiction unit. If the activity level suggests that such a unit could be productive, agencies should:

- identify people who can and will be available constantly for immediate response to urgent situations;
- identify people who can continue in this role for several years to develop the necessary skills and sources;
- provide comprehensive training to thoroughly familiarize detectives with applicable search and seizure case law, specifically as it applies to commercial interdiction efforts; and
- involve local prosecutors in the unit so that consistent guidelines for charging and prosecuting cases can be maintained.

Funding

Bureau of Justice Assistance: \$298,866

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New York

Regional Drug Enforcement Task Force

Statement of the Problem

In 1986, the New York State Drug Enforcement Task Force (DETF) observed that large-volume drug traffickers were aggressively expanding their operations beyond the New York City metropolitan area in order to increase profits and gain control of lucrative upstate drug markets. The DETF noted that these highly organized and extremely violent trafficking networks were well financed, operated beyond the ability of local law enforcement agencies, and represented a major threat to the safety and well-being of upstate communities.

Although local law enforcement authorities repeatedly attacked street sales, their efforts had no effect on the highly sophisticated, violent trafficking networks which recruited new street vendors and continued to supply large quantities of illicit drugs.

Goals and Objectives

The overall goal of the task force is to coordinate and enhance the effectiveness of Federal, State and local law enforcement resources to stem the expansion of these drug trafficking organizations into upstate regions. Objectives designed to meet this goal include:

- targeting investigations to focus on inter- and intrastate drug trafficking networks;
- pooling law enforcement agency resources and intelligence information; and
- enhancing the effectiveness of State and local officers through advanced training and cross deputization.

Program Components

Created by the State Drug Enforcement Task Force, the Regional Drug Enforcement Task Forces are designed to facilitate intra-agency coordination and enhance the ability of law enforcement agencies to attack large volume, multijurisdictional drug

trafficking networks. Staffed by Federal Drug Enforcement Administration (DEA) agents, State police investigators, and local law enforcement officers, the Capital District Task Force was established in April 1987, followed by the Central New York Task Force in November 1987. The Mid-Hudson Task Force was implemented in December 1989. The regional task forces investigate drug trafficking networks throughout the 19 counties in the targeted regions. These investigations frequently extend outside the target areas and involve coordination with law enforcement agencies from other States and counties.

Jointly administered by the New York State Division of Criminal Justice Services, New York State Police, and the Drug Enforcement Administration, the task forces are supervised by experienced DEA agents and State Police Bureau of Criminal Investigations' senior investigators. The task forces utilize DEA operational policies and procedures. All personnel assigned to the task forces are trained and deputized by the DEA. Deputization allows task force officers to enforce Federal and State drug laws and utilize Federal forfeiture statutes. Most important, the DEA assumes liability for the operation of the task forces and their assigned officers.

Approximately 75 percent of task force arrests in 1993 and 1994 involved Federal charges, so the cases were forwarded to the U.S. Attorney for prosecution and the U.S. Bureau of Prisons for confinement. This feature of the program has allowed the State and affected local governments to save court, prosecution, defense, and incarceration costs.

Program Policy General program policies are established by the State Drug Enforcement Task Force Policy Committee, which consists of the State director of criminal justice, the special agent in charge of the DEA New York field division, the superintendent of the New York State Police, and the executive directors of the New York State Chiefs of Police and Sheriffs' Associations. Local policy committees consisting of the DEA resident agent in charge, the New York State Police Troop B.C.I. commander, and a local police chief and sheriff monitor task force operations, establish local

policies, and prioritize case investigations.

Operations Operationally, the Regional Drug Enforcement Task forces:

- focus on upper- and mid-level drug dealers who operate beyond the reach of local law enforcement agencies while supplying drugs to local street dealers;
- are not restricted by local jurisdictional boundaries and can, therefore, conduct far-reaching investigations that pursue drug traffickers to their supply sources;
- facilitate coordination of Federal, State, and local drug enforcement initiatives and develop cooperative working relationships with Federal, State and local law enforcement agencies;
- enable participating agencies to pool scarce resources, including confidential funds and investigatory equipment;
- facilitate the sharing and exchange of intelligence information;
- enable participating law enforcement agencies to maximize the impact of available resources and gain valuable training and experience for the personnel; and
- utilize Federal forfeiture laws, with participating agencies sharing 80 percent of the forfeiture proceeds.

Results and Impact

Successes and Accomplishments

The regional task forces have been highly effective. A 1989 report focusing on drug trafficking released by the U.S. Attorney for the Northern District of New York discusses ten major drug trafficking and money laundering cases prosecuted by his office. Three of these cases, which involved a Jamaican posse, international money laundering, and the smuggling of six pounds of heroin into New York from Canada, were successfully investigated by the regional task forces.

All three task forces have been inspected by interagency inspection teams consisting of DEA, State Police, and local law enforcement agency representatives. The inspection teams concluded that the task forces are operating in a highly effective manner, targeting the appropriate level of violator, facilitating interagency coordination, and helping to reduce duplication of investigative efforts while maximizing the impacts of available resources.

Since their inception in 1987, the task forces have initiated more than 600 investigations, made more than 1,400 arrests, seized or adopted property seizures valued in excess of \$14.3 million, and removed more than 780 kilograms of drugs from the streets.

Operational reports submitted by the task forces during 1994 revealed that:

- one hundred thirty investigations were opened targeting mid- and upper-level traffickers; investigations often span two to three years and target those individuals with prior felony drug convictions since they receive harsher sentences under Federal law;
- task forces made 219 arrests, of which 166 (76 percent) involved A Felony-level charges, and that the level of the arrests substantiates the offender level targeted, as well as the quality of the task force investigations;
- task force prosecutions continue to be highly effective with a 98 percent conviction rate; and
- the number of pen registers used by the task forces increased from 23 in 1993 to 77 in 1994, a 234 percent increase, while wiretap use increased by 50 percent from the previous year.

The indirect impacts of DETF cases frequently exceed the direct benefits. For example, information gleaned from one DETF case has led to the:

- closure of a cocaine processing lab on Long Island and the arrest of three traffickers;
- seizure of over 1,400 pounds of cocaine in New Jersey and on a boat in international waters;

- closure of a Queens homicide and the conviction of the defendants; and
- closure of an auto-body shop on Long Island that specialized in installing secret compartments in cars for transporting drugs and money.

In another case, information shared with local law enforcement agencies by one task force led to the:

- clearance of seven convenience store armed robberies and the arrest and conviction of two perpetrators;
- arrest of a person wanted for attempted murder;
- clearance of four residential burglaries; and
- the prevention of a burglary of an elderly couple known to keep large sums of money at home; three suspects were arrested.

The task forces promote information sharing, the adoption of common goals and priorities, the pooling of resources, the development of long-term interagency and interpersonal working relationships, and the honing of individual skills and agency capabilities that last long beyond the time an officer or department participates on a task force.

The DETF model and Federal deputization have reduced communications barriers, professional jealousies, and turf disputes that frequently characterize multiagency law enforcement efforts. Participating officers and agencies drop their individual identity and abandon the hierarchical pecking order often apparent when Federal, State, and local agencies come together. They quickly identify as task force members rather than Federal agents, State troopers, or local police officers. This common identity is the foundation for long-term interagency cooperation. Cooperative relationships developed between officers while assigned to a DETF continue long after they have rotated back to their respective agencies.

Funding

The task forces are supported by Bureau of Justice Assistance funds (\$800,000) administered by the New York State Division of Criminal Justice

Services and by asset forfeiture proceeds. The Federal funds have been used to hire administrative staff, reimburse localities for overtime expenses; purchase investigatory equipment and supplies; lease office space; purchase and maintain vehicles; and provide assigned officers with confidential monies to purchase evidence, information, and case-related services. Since 1991, most confidential monies have been supplied by DEA.

A task force's average annual operating costs of \$400,000 are covered with Federal funding. Local police agencies assigning officers to the task forces pay the base salary and fringe benefits of assigned personnel. The DEA contributes agents, confidential funds, investigatory equipment, and access to Federal crime information systems.

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New Jersey

Multijurisdictional Task Forces

Statement of the Problem

Drug problems continue to plague New Jersey in spite of intensified drug awareness, enforcement, and rehabilitation efforts. The narcotics abuse patterns are similar statewide, yet they display diversity within each county. The counties are variously confronted with the problems of open-air drug markets, organized distribution networks, interdiction problems, street and mid-level dealers, marijuana cultivation, and the problems inherent in infiltrating these networks.

The current drugs of choice in New Jersey are cocaine, marijuana, and crack cocaine. All 21 counties report that the majority of their enforcement efforts relate to the use, sale and distribution of these drugs. Also of great concern is the statewide resurgence of heroin. Ninety percent of the counties indicate increased use of heroin, and it is readily available in most major cities.

Goals and Objectives

The goal of this program is to enhance, through joint operations, the ability of State, county, and municipal criminal justice agencies to remove specifically targeted drug and violent offenders and drug offense networks through coordinated investigations, arrests, prosecution, and convictions.

Objectives include:

- investigating and prosecuting significant narcotics traffickers and intracounty narcotics networks;
- developing and supporting education, prevention, and public awareness programs designed to reduce the demand for illicit substances;
- supporting the comprehensive and coordinated investigation and prosecution of narcotics and violent crime offenders by State, county and local agencies;
- coordinating and providing relevant training for drug and violent crime initiatives; and
- using criminal and civil proceedings in narcotics enforcement efforts.

Program Components

Statewide Narcotics Task Force

Since 1987, New Jersey has maintained a multijurisdictional task force system. At the State level, the Statewide Narcotics Task Force coordinates all matters relating to narcotics enforcement and ensures proper implementation of the *Attorney General's Statewide Narcotics Action Plan* (SNAP). The task force investigates and prosecutes significant narcotics traffickers and develops statewide narcotics policy and initiatives.

Specialized enforcement efforts also operate under the Statewide Narcotics Task Force, including an asset identification and forfeiture initiative, a Drug Diversion Unit, the SNAP Coordination Squad, and a Violent Offender Removal Project for the Trenton Weed and Seed Program.

County Multijurisdictional Narcotics Task Forces

The 21 county narcotics task forces, each under the operational control of the county prosecutor, form the cornerstone of narcotics enforcement in New Jersey. The diverse narcotics crimes found within the unique geographical areas of the State are targeted by the county narcotics task force having jurisdiction. Operating in accordance with well-grounded multijurisdictional investigative concepts, the task forces are composed of the county prosecutor's office, county sheriff's office, and local law enforcement personnel. In many instances, task force investigations also include personnel from Federal agencies, the Statewide Narcotics Task Force, and the New Jersey State Police Criminal Enterprise and Racketeering Bureau. Through county task forces, prosecutors' offices also conduct and coordinate countywide law enforcement demand reduction programs.

Although primarily a narcotics enforcement operation, the task forces have expanded their efforts to include violent crime, particularly violent crime associated with urban and gang-related narcotics activity. They play a critical role in New Jersey's Weed and Seed and Police/Community Partnership programs by participating in Violent Offender Removal programs.

Results and Impact

Performance Measures

Performance indicators for the multijurisdictional narcotics task forces include:

- number of joint investigations with other law enforcement agencies;
- number of cases initiated, active, and closed during a report period;
- number of arrests by type of offense and by drug-related activity;

- amount of drugs moved;
- amount of assets seized and forfeited; and
- type of training conducted and number of persons trained.

Successes and Accomplishments

Oversight by the SNAP Coordination Squad within the Statewide Narcotics Task Force ensures compliance with all provisions of *New Jersey's Statewide Narcotics Action Plan*. As a result, it creates a more efficient and effective means of coordinating interagency enforcement initiatives, thus combatting the escalating problem of narcotics consumption and distribution. Individual programs initiated by county task forces are more successful because of feedback provided by continuing evaluation of the overall plan.

The squad ensures the availability of comprehensive narcotics training for all law enforcement personnel in the state; this results in a pool of resources available to county task forces. In the past year, more than 500 narcotics personnel received specialized training.

The countywide task forces have achieved excellent working relationships among the various law enforcement agencies involved in narcotics enforcement. These task forces consistently work with State and Federal agencies, conducting joint investigations and exchanging personnel. Local participation on county task forces has not only enhanced information networks, but has allowed municipal officers to gain valuable training and experience that can be applied to their own units.

Collectively, over the past year, the 21 county task forces made 6,234 arrests. Total seizures included \$9 million in cash, 582 vehicles, and 329 weapons. County totals for controlled dangerous substances removed during the same period are as follows: 659,338 grams of cocaine; 78,956 grams of crack; 511,270 grams of cannabis; 15,063 grams of opiates; 16,484 grams of stimulants; 94 grams of depressants; 3,659 grams of hallucinogens; and 1,660 grams of other substances.

Prospects for Replication

The key elements for a successful task force are interagency cooperation and communication. New Jersey has successfully implemented multijurisdictional task forces in each of its 21 counties. All task forces follow drug enforcement directives and guidelines outlined in the *Attorney General's Statewide Narcotics Action Plan*. Oversight by the Statewide Narcotics Task Force further ensures consistency and cooperation in enforcement matters.

Funding

Bureau of Justice Assistance: \$4.4 million

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Wisconsin

Milwaukee Metropolitan Drug Enforcement Group—Speedy Trial Drug Court Project and Community Drug Prevention Program

Statement of the Problem

In the late 1980's Milwaukee County experienced a substantial increase in felony arrests. Because felony drug cases were assigned to courts with jurisdiction over all types of crime, drug cases had to compete for limited judicial resources with homicides, armed robberies, sexual assaults, and other violent felonies. As the number of violent offenses increased, drug cases were often delayed and by 1990, the average drug case took well over 300 days from initial appearance to disposition.

At the same time, studies conducted in the community and within the court system concluded

that the increase in crime was directly related to drug abuse. These studies included drug screen testing of arrestees, investigations into child abuse and neglect cases at the Children's Court Center, emergency room admissions, and a dramatic increase in the number of children born with cocaine in their systems. Clearly the court system's crisis management, which was leading to adjournment of felony drug cases, was counterproductive.

The drug abuse problem increased dramatically in certain neighborhoods, and community organizations and churches protested that the system was failing to respond to the needs of drug law enforcement; police activity often went unrecognized by the community. Also, despite substantial evidence to the contrary, judges were still treating drug abuse as a victimless crime. With fewer than one in five felony drug defendants sentenced to prison after their arrest, most offenders were quickly released into the same neighborhoods.

Milwaukee County District Attorney E. Michael McCann sought to address these issues by giving greater priority to prosecuting drug trafficking and by developing a program that provided traditional victim support services to the neighborhoods most affected by drug abuse. Identifying the neighborhood as the victim of drug trafficking gave the community the same rights as victims in other offenses, including the right to be informed about an arrest, allocution at bail and sentencing hearings, and restitution.

Goals and Objectives

In January 1990 Governor Tommy Thompson signed into law "a program for the speedy disposition of felony drug cases in Milwaukee County," including the creation of two felony drug courts and a Drug Prosecution Unit. The project was funded by federal anti-drug abuse funds and State tax revenue, and included a commitment on the part of the chief judge that an existing felony court would be devoted to felony drug prosecutions.

The goal of the Speedy Trial Drug Project was to promote effective, efficient prosecution and adjudication of all felony drug cases within

Milwaukee County. Its specific objective was to dispose of all felony drug cases within 90 days of initial appearance. The Drug Prosecution Unit established an additional objective of maintaining a conviction rate of over 90 percent. The two courts and the Drug Prosecution Unit were expected to handle 1,000 cases per year.

Some 18 months later, Federal anti-drug abuse funds were used to initiate the Community Drug Prevention Program. This program became part of the Milwaukee Metropolitan Drug Enforcement Group, which included the Drug Prosecution Unit of the District Attorney's Office and a multijurisdictional police unit assigned to the District Attorney's Office to target substantial drug traffickers.

The primary goal of the Community Drug Prevention Program is to increase the effectiveness of local law enforcement agencies by enhancing community participation in crime prevention programs and the criminal justice system. Community Drug Prevention coordinators are assigned to increase community drug prevention efforts and work on resource development by regularly communicating with neighborhood, church, and community organizations. Their responsibilities include strengthening the overall community association with local law enforcement and providing feedback to groups with information on law enforcement activity within their neighborhoods. Staff members also work with citizens who are initiating Block Watch programs and help them learn how to remove drug trafficking from their neighborhoods.

Program Components

To ensure the success of the Speedy Trial Drug Court Project, the chief judge of Milwaukee County created a committee to establish special court rules. The committee consisted of numerous judges, representatives of the Milwaukee Bar Association (private defense bar), the Public Defender's Office, and the District Attorney's Office. The committee established felony drug court rules and a pretrial scheduling order. Some of the rules include the following: (1) no case may be set for preliminary hearing longer than ten days from the date of the initial appearance; (2) the District Attorney's Office

must provide all discovery materials within ten days of the initial appearance; (3) all trials must be scheduled within 90 days and attorneys who are unable to comply are subject to removal; (4) all motions must include a written brief or memorandum not exceeding five pages, setting forth the essential authorities relied on by the moving party and including facts specific to the case as well as the specific case law in support of each position; (5) any party opposed to a motion must file a responsive brief not less than seven days before the motion hearing; and (6) plea negotiations are not permitted on the day of trial and must occur at the final omnibus motion hearing or the final pretrial conference.

Before the implementation of the project, representatives of the District Attorney's Office met with all law enforcement officers assigned to drug law enforcement throughout Milwaukee County. The largest police agencies agreed to provide vacation schedules to the District Attorney's Office for every police officer assigned to drug law enforcement so that vacations would not interfere with scheduled trial dates. The police agencies also agreed to modify their procedures to reduce the number of officers required to testify at a preliminary hearing. Police supervisors would designate one evidence officer at search warrants and make certain that the officer would be available to testify the following week at the hearing. The police realized that the effective implementation of this project would greatly reduce court-related overtime as police officers would rarely need to be subpoenaed for more than one trial date.

Further, the Drug Prosecution Unit was co-located with a multijurisdictional police unit. Funded partially by anti-drug abuse funds, the unit included representatives from every major law enforcement agency in the county. As anticipated, the central site ensured the coordination and cooperation required for effective operations. Prosecutors became more involved during the investigative stage, and police officers and prosecutors developed a greater awareness of each other's problems. Experience has taught us that the most successful investigations and prosecutions have been the result of this coordinated approach.

The Community Drug Prevention Program includes "CourtMind," an educational effort addressing the need to educate the public on the criminal justice process and to familiarize citizens with the court system. The unit intends that with education and familiarity, people will become more informed voters and will act as anti-drug advocates for their community. The program consists of lectures, group discussions, small group activities around cases, and direct court observation.

In the past, neighborhoods have protested that complaints have not been acted upon. To bridge this communication gap between the neighborhoods and the criminal justice system, the Community Drug Prevention Program developed a program of "victim services" for neighborhoods with drug problems. In most criminal cases, victims are routinely notified of case developments. However, drug trafficking cases had no victims to notify, so no information went out to those most affected by neighborhood drug dealing. The Community Drug Prevention Program sought to correct this problem by identifying the neighborhoods as the victims of drug trafficking and drug abuse.

The Community Drug Prevention Program attempts to contact Block Watch captains and community organizations every time a felony drug case is issued from that area so that local citizens know their complaints are being heard and acted upon. "Drug alert" fliers are sent to neighborhood organizations and Block Watch captains who in turn distribute them to concerned citizens. The drug alert fliers invite neighbors to contact the District Attorney's Office about a prosecution's progress.

These fliers led to the development of the "neighborhood impact statement." Local police, merchants, churches, community organizations, and neighborhood citizens give information to the sentencing court so it can assess the damage to the community caused by the defendant's activities. These reports play an important role in promoting the philosophy that neighborhoods are the victims in narcotics cases.

Victim service concerns also address the concept of restitution. Since the community is viewed as the victim of drug trafficking, the legal staff of the District Attorney's Office urges courts to order

defendants at sentencing to make contributions to local crime prevention agencies. The Community Drug Prevention Program has provided the courts with a list of community organizations that sponsor crime prevention activities, and defendants who can contribute are frequently ordered to do so.

Finally, Block Watch groups and community organizations receive a drug sentencing update flier, which notifies the neighborhood of case results and encourages continued involvement.

Results and Impact

Performance Measures

The Speedy Trial Drug Court Project uses several indicators to measure its performance, including the number of felony drug prosecutions, the duration of each case, the conviction rate, and sentencing statistics.

Successes and Accomplishments

Before the implementation of the Speedy Trial Drug Court Project on April 30, 1990, a felony drug case took an average of 307 days from initial appearance in court to a finding of guilt or innocence. Since the beginning of this project, all felony drug cases have proceeded from initial appearance to a finding in an average of 65 days. The project handled over 6,000 felony drug prosecutions and achieved a conviction rate of over 94 percent. When the project began, only about 20 percent of felony drug defendants were being sentenced to prison, but in the past 18 months, over 70 percent of all defendants convicted of drug trafficking have received prison sentences.

The Criminal Justice Section of the American Bar Association (ABA) released a report analyzing the various approaches being used around the country to efficiently and effectively handle large volumes of cases. In analyzing the Milwaukee Speedy Trial Drug Court Project, the ABA found, "The program has had a very impressive effect on the speed with which narcotic cases are resolved." Shortly after the release of the ABA report, the project was featured on the CBS evening news.

Of greater local significance, the Wisconsin Legislative Audit Bureau conducted a study of the system in 1992. Although the Bureau acknowledged that the 90-day disposition goal for felony drug cases was ambitious, the report noted that the disposition time for drug cases had been significantly reduced and the Audit Bureau made recommendations to expand the Speedy Trial Drug Court Project to other crimes. The Audit Bureau's report removed any reservations that the legislature had about providing additional resources to Milwaukee County. The success of the Speedy Trial Drug Court Project formed the basis of new legislation and additional resources creating the Speedy Trial Homicide and Sexual Assault Court Project in Milwaukee County.

Since its inception, the Community Drug Prevention Program has distributed over 30,000 fliers to 77 different community groups and more than 400 Block Watch organizations. In addition, the program has contributed more than \$200,000 to a variety of drug prevention agencies. Community Drug Prevention coordinators are members of the boards of several neighborhood, church, and community organizations. Although it is difficult to quantify the success of the Community Drug Prevention Program, the program was recently cited by the American Prosecutor's Research Institute (APRI) as an innovative response to combat drug use and crime at the local level. The Community Drug Prevention Program was chosen to be the first program brief highlighted in APRI's national newsletter. The program is also included in Beyond Convictions: Prosecutors as Community Leaders in the War on Drugs, a Bureau of Justice Assistance publication.

Prospects for Replication

Replication of the Speedy Trial Drug Court Project requires a high level of cooperation and coordination among court officials, prosecutors, and police agencies. To replicate the Community Drug Prevention Program, community organizers must have credibility in the neighborhoods affected by drug trafficking and belief that the system can be changed to recognize the needs of the community.

Funding

Bureau of Justice Assistance: \$995,485

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Puerto Rico

Puerto Rico National Guard Public Housing Intervention Project

Statement of the Problem

Most crimes are known to be directly related to the traffic, manufacture, sale, and use of illegal drugs. The governor of Puerto Rico called the National Guard to State active duty to support the Puerto Rico State Police in the fight against drugs and crime. The main access roads, sidewalks, and streets in the public housing projects have become distribution points for illegal drugs.

The drug dealers selected the projects for their activities because of the great number of apartments and narrow streets and the low to moderate incomes of the residents. The focus of the National Guard is to give protection, support, and a perimeter of defense to the State Police while

arresting drug dealers and denying their return. In the meantime the government builds permanent access control features such as fences and gates. Three typical public housing projects were among those targeted.

Las Gardenias Public Housing Project comprises eight buildings with 164 apartments and 700 residents. The increase in illegal drugs was a threat to law-abiding residents, and the State Police were not successful in controlling the problem. The community asked for an access control system to minimize crime and increase safety.

Villas de Mabó Housing Project comprises 18 buildings with 124 apartments and 358 residents. Like other projects in Puerto Rico, it suffered from use of illegal drugs, delinquency, alcoholism, family conflicts, neighborhood problems, and unemployment.

Jardines de Guaynabo Housing Project comprises ten buildings with 80 apartments and 331 residents. The main problem in this community was related to drug trafficking. The efforts of several government agencies had resulted in a waste of resources and time, since the base of the problem—drug selling and use—was not treated.

Goals and Objectives

The goal of the program is the takeover of the public housing projects and the end of drug-related activities there. Objectives include taking over the projects, establishing access controls, coordinating directly with other government agencies, and reinstating the public housing projects to the Board of Residents.

Public housing project takeover, coordinated with the State Police Department, FBI, and other security and service agencies, is based on intelligence gathered by the Puerto Rico Police Department, which selects agencies that can provide information on potential danger areas, persons, or groups. Access controls established in coordination with State Police and direct coordination with other government agencies address efforts of State agencies and civilian enterprises to provide services to the public housing projects, such as gas companies, food deliveries, funeral parlors, and

garbage collection, blocked by the tight control exerted by the drug dealers.

Once permanent access control measures are operating at each public housing project, National Guard personnel are withdrawn. The Governor's Quality of Life Committee's job is a long-term endeavor to ensure that the drug dealers do not regain control of the projects.

Program Components

The program is divided into three phases. Phase I is executed at a time and date selected by the State Police. Normally this phase is executed a few hours before dawn by Military Police units. Troops assemble and receive a detailed mission briefing by State Police and National Guard officers. The police and National Guard troops then cover the objective area by ground and air. The National Guard role in the operation is primarily to establish perimeter security, while the police detain and search persons gathered at the drug-selling points. Simultaneously police K-9 teams move in to execute search and arrest warrants.

Joint police/National Guard teams establish temporary pedestrian and vehicular access control measures to prevent the use of the area as a drive-in market for drug transactions. During this phase of the operation, the police use one of the empty apartments as a command post. The entire phase lasts only a few hours.

Phase II occurs once the objective is secured and all seizures and arrests are completed. Fresh National Guard troops and police officers are brought in. Phase III begins on the same day as police occupation of the public housing project, with representatives from the Governor's Quality of Life Committee comprising 16 government agencies meeting with the tenants at the residential community center. The purpose of this meeting is to identify the most urgent and critical needs of the community and to develop a master plan to address those needs. Depending on the nature of the needs, a lead agency is selected. During weekly follow-up meetings, the directors of the agencies brief the Governor on their progress.

After permanent access control measures are installed at the public housing project, the National Guard force is withdrawn. The State government is working with the Federal Government to create a special police force that would eventually replace the State Police at each project. The main concern of the Governor's Quality of Life Committee is to regain community confidence in local law enforcement agencies.

Even after the National Guard is withdrawn, it plays a role in the community. Sports clinics, drug and alcohol reduction program orientations, youth conservation programs, and summer camps are some of the activities offered by the Puerto Rico National Guard.

Results and Impact

Performance Measures

Once the permanent access control measures such as electric or manual gates, guardhouses, fences, or illumination are installed, the control of the project is returned to the community with the assistance of a special State Police force trained in community problems. The Governor's Quality of Life Committee endeavors both to ensure that drug dealers do not regain control of the projects and to restore the residents' confidence in the constitutional government.

Successes and Accomplishments

As the Governor's Quality of Life Committee and the modernization program began to take effect, the tenants' perception of the government agencies working in their communities began to change. The interaction between the State law enforcement agencies and the communities has improved.

The establishment of 35 neighborhood committees has been a success. They are providing services to their communities and serving as a liaison between State agencies and the tenants. Twelve of the 35 neighborhood committees are scheduled to begin the administration of their own public housing projects.

The State Police are involved in an anti-crime campaign, patrolling in the projects' surrounding

sectors and other areas with the cooperation of the National Guard Military Police. The efforts of the State Police and the National Guard have also been highly acclaimed by local and national news media. Type one offenses have dropped substantially in comparison with the same period in 1994.

Guard participation in counterdrug missions enhances military readiness. The State mission allows the Guard to play a prominent role in the nation's counterdrug program. The Constitution permits the Guard in the unique role of citizen-soldiers to support law enforcement agencies in a way other agencies cannot.

Prospects for Replication

The drug problem is considered by many to be the greatest domestic danger to national security confronting Puerto Rico. The National Guard provides counterdrug support to Federal, State, and local law enforcement agencies. Consequently, the National Guard needs long-term funding with a stable budget to sustain the momentum of the mission.

The counterdrug efforts are beginning to show results. As a follow-up to those efforts, the National Guard's focus is turning to reducing the demand for drugs.

Funding

Bureau of Justice Assistance: \$1.5 million

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Treatment and Rehabilitation

Louisiana

Tulane University Project Return

Statement of the Problem

New Orleans has the highest per capita murder rate in the nation. Its reputation for violence against children and innocent bystanders has made fear a part of everyday life for its citizens. Prisons release violent offenders without having prepared them to survive in mainstream society. Tulane University Medical Center sees violence as the area's primary public health issue. As a result, it supports Project Return to help former offenders reintegrate into mainstream society.

Dr. Robert E. Roberts, who now directs the project, developed the initial three-year program design at a medium-security adult male prison in Louisiana. Roberts concluded that a major factor in the soaring crime rate and recidivism in Louisiana was the inability of former offenders to restart their lives. Most former offenders had an average sixth-grade reading level, and nearly one-third of them were illiterate. Many suffered from substance abuse. Upon release they could not find gainful employment and could not reestablish a functional family environment. Almost inevitably they became dependent on welfare and ultimately returned to criminal activities.

In 1994 Roberts implemented Project Return through Tulane University's School of Public Health and Tropical Medicine. Initial funding came from the metropolitan business community and Tulane University. With a dedicated program staff, mostly former offenders, Project Return provides an integrated delivery network based on the community-building model of M. Scott Peck, author of The Road Less Traveled. In community-building, participants create a safe environment for healing the emotional wounds from neglect, abuse, molestation, and the violence of their youth.

In 1995 the Bureau of Justice Assistance recognized Project Return for providing a cost-effective option to reinstitutionalization while offering treatment and services to former offenders as they pursue a lawful and productive lifestyle.

Goals and Objectives

Project Return is designed to:

- provide an integrated delivery network that reduces the high rate of recidivism among former offenders by offering substance abuse treatment and family counseling, GED education and academic enhancement, training in conflict resolution and communication/relationship skills, and job training and placement assistance;
- provide more appropriate intervention for youthful offenders;
- implement a cost-effective model that reduces the amount of tax revenues currently spent to reincarcerate 75 percent of all offenders released from Louisiana prisons; and
- help restore public safety in New Orleans by preventing crime otherwise committed by repeat offenders.

Project Return targets former offenders released or paroled from prison. Approximately 85 percent of this population in Louisiana is African American, 75 percent are male, and 92 percent are high school dropouts with fifth- or six-grade reading skills. All are convicted felons.

Program Components

Each week participants spend 12 hours in GED/academic study, 8.5 hours in addictions education, 6.5 hours in hands-on computer training, 4.5 hours in employability skills training, four hours in communication skills, and two hours in community building. Participants receive a stipend of \$2.50 per hour during the 60 to 90 days of training.

GED Education and Academic Enhancement

Learning to learn is one of the central, integrated skills of the program. Learners begin by tapping the thinking and reasoning skills they bring with them. Through functional skills applications, learners see how to apply their knowledge and skills to relevant problems. The curriculum of math and English includes lessons and activities based on everyday situations. Instruction is in small,

accessible steps and provides participants with applied learning experiences that develop decisionmaking and reasoning strategies.

Very specific goals motivate adult learners to participate. Retaining new knowledge is more assured when the learner can control the pace, direction, and extent of learning. Project Return provides a comprehensive, computer-based instructional program for grades one through 11 designed specifically for academically disadvantaged adults and youth. The software provides more than 6,000 integrated on- and off-line lessons that focus on basic skills in reading, math, and writing combined with survival, life, and employability skills. Project Return lessons correlate completely with GED objectives.

Adults who fail in education rarely persevere to achieve even small goals. Project Return's curriculum design addresses this lack of perseverance by providing immediate feedback on results and by reinforcing successful behavior. Each success builds self-esteem and confidence.

Training in Conflict Resolution

The psychosocial component based on Peck's community building model, has a proven track record in offender rehabilitation. The model builds conflict resolution, problem-solving, and socializing skills. Researchers have shown empirically that learning these skills in cohesive and cooperative groups or communities significantly enhances the success of the individual. During the mandatory community building workshop which initiates each Project Return cycle, participants gather in a circle for several eight-hour days to become a cohesive community. The workshop is entirely experimental; members of the group do not receive instructions on how to become a community or on how to behave in a community.

Weekly maintenance groups follow this intensive workshop to help participants acquire the skills they need to maintain their community and benefit from its healing effects. The process of building and maintaining a community enhances the individual's self-development, communication skills, interpersonal and family relationships, and stress and anger management—all necessary tools for obtaining and keeping employment and remaining

in a free society.

Addiction Treatment Counseling

One of the primary reasons for recidivism is the return of the offender to society without proper treatment for alcohol or other drug dependencies. Addiction problems affect the large majority of offenders, but too few get adequate intervention. Former offenders who have embraced 12-step recovery programs such as Alcoholics Anonymous or Narcotics Anonymous while incarcerated must continue these programs following their release in order to successfully readjust to free life. Others may need referral to primary treatment or aftercare programs, a halfway house, or some other professional intervention.

Project Return's addictions class teaches participants both about the cultural and scientific history that has made addiction such a problem in society and about the problems of relapse and cross addiction. Participants must learn about addictive and compulsive behaviors and must gain effective problem-solving skills to maximize their opportunity to succeed.

Job Training and Placement Assistance

Group and individual sessions evaluate and enhance employability skills. Each session focuses on helping participants secure and maintain employment. The course consists of guest speakers, lectures, reference material, interactive experiences, and discussion. Topics include goal setting, problem solving, interviewing, and conflict resolution—presented to help participants develop self-confidence and the ability to function within an organization. The program's employment services include individual counseling as well as assessment of work skills and employment history. Project Return coordinates a network of private businesses that provide special employment opportunities for graduates of the program. The project depends on the outstanding performance of graduates to encourage employers to request more participants.

Results and Impact

Performance Measures

The primary performance standard measures improvements in employability as follows:

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- improvements in self-development, communication skills, job and financial skills, education, interpersonal and family relations, and stress and anger management;
 - increases in the ability of participants to read, write, and speak effectively; to compute and solve problems at levels of proficiency necessary to function on the job and in society; to achieve one's goal; and to develop one's knowledge and potential; and
 - acceptance of addictions treatment, which thereby enhances the effectiveness of treatment and the quality of participation.

The most important performance measure of Project Return is the rate of recidivism, which currently is less than five percent for participants. In addition, follow-up questionnaires gather data on participants' employment patterns.

In its addictions component, Project Return utilizes the SASSI assessment instrument, which not only identifies addicted individuals but also identifies all addictive behaviors. SASSI's correctional scale identifies offenders who are at greatest risk for repeat offenses. Individuals are tested upon acceptance in the program and again before completion. They are then rated as functioning at a particular risk level, and appropriate continuing care is developed to meet their needs.

In terms of stated program objectives, each major program component is evaluated for effectiveness on an annual basis to determine its potential and final impact on participants over the course of three to ten years. Demographic background data including family, psychological, education, and incarceration history will soon be included in all program assessments. Data on incarceration history will be compared with such data from the overall inmate population in Louisiana.

Discussions are under way with the Louisiana Department of Corrections about conducting a pilot Project Return cycle composed of randomly selected exoffenders on early release. This pilot would be part of an evaluation of the effectiveness of the program.

Successes and Accomplishments

Of the Project Return participants who have graduated since 1994, 134 of the first 201 are employed full-time; another 32 have received part-time position placements. This achievement exceeds the U.S. Department of Labor's projected outcome for this group by 167 percent. These participants, who have the highest risk for unemployment in the New Orleans work force, are now paying taxes and contributing to the local economy rather than depending on welfare.

Only nine of the 201 participants have been reincarcerated, representing a recidivism rate of 4.5 percent. This rate compares with the State recidivism average of 37.5 percent within the first six months following release and 75 percent thereafter, and represents tax savings of \$6 million to \$14 million for this year (based on a conservative cost of \$100,000 per individual for pursuit, arrest, arraignment, detainment, trial, and incarceration). The cost per participant in Project Return is \$2,000 plus \$800 to \$1,200 in stipend payments.

Prospects for Replication

With the exception of community-building, all components of Project Return are easily replicable. The educational software can be purchased from its manufacturer. The addictions, educational, and psychological testing materials can be purchased, applied, and scored with a minimum of training and effort.

The community-building component, which enhances the success of all other aspects of the program, requires training at least two facilitators to lead the workshop that initiates each new class. Prior training in group process or group therapy is a plus but not a requirement. The facilitators at Project Return can provide the training or recommend another source for it. Plans for replication in other cities are under consideration by officials from the Bureau of Justice Assistance.

Funding

Federal funding for Project Return comes from the Bureau of Justice Assistance, currently as a six-month pilot Correctional Option Program funded

for \$325,000.

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Colorado

Colorado Standardized Offender Substance Abuse Assessment

Statement of the Problem

Colorado's legislation is intended to provide a consistent response to substance abuse at all points of the State's criminal justice system, both in terms of initial assessment and postconviction sanctions. Any offender who tests positive for use of controlled substances or alcohol will receive intensified testing, treatment supervision, or other sanctions designed to control substance abuse. The law requires the following:

- All persons convicted of a felony, a misdemeanor, or a petty offense will be evaluated for substance abuse during their presentence or probation investigations; the court will order the person to comply with the recommendations of this evaluation.
- A standardized method, which includes an initial screening test at the presentence phase, will be used to assess offenders for their substance use and their risk of criminality; this assessment is to result in objective recommendations for treatment.
- A complete and flexible continuum of intervention programs will be provided to educate and treat offenders who are incarcerated or placed on probation, parole, or in community

corrections; this intervention is to be appropriate for meeting the individual's needs.

- Offenders are to receive systematic drug testing as individually appropriate.
- A system of fair, consistent punitive sanctions will be applied to those offenders who test positive for substance use after they have taken an initial urine test and been placed in an education or treatment program.
- All departments will cooperate in developing a comprehensive plan to implement the legislation; these departments include the State's Judicial Department, Department of Corrections, State Board of Parole, Division of Criminal Justice in the Department of Public Safety, and the Alcohol and Drug Abuse Division of the Department of Health.
- A systemwide management information system (MIS) will be developed to assist in tracking individual offender assessment, drug testing, treatment, and intervention/sanction records across all sectors of the criminal justice system.
- A surcharge was created according to the level of felony classification, ranging from \$100 to \$3,000 and levied against the offender. Such fees are earmarked for implementing the legislation.

Program Components

A pilot study now under way is moving Colorado closer to full implementation of its approach for handling drug-involved offenders. Colorado is designing a comprehensive system that will test its 12,000 convicted felony offenders per year, classify those with substance abuse problems in a standardized way, and match them with a level and type of treatment and sanction that fits their individual needs and perceived risks. These matches will be made using objective measures, so that judges and officers have a uniform and fair basis for making decisions.

The official planning for this new system began when HB 1173 was signed into law on May 29, 1991. This law mandates the assessment of all offenders in Colorado for substance abuse in an

objective and uniform manner and response by the system with integrated education, treatment, and criminal justice sanctions. The law also requires all State departments involved with offenders and drug abuse treatment to work together to develop and implement a single statewide system.

The pilot study is the culmination of many months of planning by representatives from all involved agencies. In this study, three sets of potential screening instruments are now being tested and cross-rated by evaluators—all trained for the study—from probation and parole officers, residential community corrections facilities, and from the Department of Corrections reception and diagnostic center in Denver.

The interagency cooperation that built this program began almost a year before the law was enacted, when the primary bill sponsors, both of whom were Colorado Criminal Justice Commission members, called together representatives from all the involved agencies. These representatives met regularly with staff from the legislative drafting office to develop the concept for the program. As the legislation was being written, this interagency group developed increased mutual understanding and support. The result was a law that all were prepared to support and enforce. After HB 91-1173 was enacted, the original interagency working group merged with a judicial task force on substance abuse, designated as the Offender Treatment Subcommittee, which has been the guiding force in developing Colorado's plan and setting up the mechanisms to implement it.

To design a system embodying the best available knowledge about screening and treatment of substance abusing offenders, the subcommittee spent considerable effort in reviewing the literature and numerous assessment instruments. Based on this background, the subcommittee agreed on a clear set of criteria to govern the system: (1) the offender's risk of criminality or recidivism, (2) the severity of the person's substance abuse treatment need (perceived as a significant factor in both the commission of crimes and in impeding the offender's rehabilitation), and (3) the offender's responsiveness to different types of services.

How best to use limited resources raised many difficult issues. Should all substance-using offenders

receive some, albeit superficial, treatment? Or should resources be concentrated on those with the most severe problems or on those most amenable to treatment? The subcommittee made the following decisions:

- Priority for treatment should go to those at greater risk of criminality and with more severe substance abuse; highest priority will be given to those in the upper two-thirds in both criminal risk and substance abuse severity.
- Levels of treatment should be matched to the offender's needs; more intensive services will be reserved for higher risk offenders because they respond better to intensive services, while lower risk individuals do as well or better with minimal-level services.
- Offenders unsuitable for treatment should be screened out; those at low risk and the small body of offenders at most extreme risk for both criminality and substance abuse will not receive treatment services. Benefits have been found to be negligible for these groups, regardless of the type of intervention.
- A pilot test should be undertaken, along with staff training, to identify and test assessment instruments for statewide use. The selected instruments should be of recognized validity and reliability, cost-effective, and acceptable to line workers in all agencies who will use them.

To yield an appropriate offender-treatment match requires looking at many variables. The subcommittee defined seven levels of treatment intensity, working out a detailed list of characteristics appropriate for offenders at each level. These characteristics cover a range of variables including demographic data, the history and extent of the person's substance abuse and prior treatment, health and mental health issues, and family, and other sources of pro-social support. The seven treatment levels and attributes of offenders are as follows:

- **Level 1:** No treatment except normal supervision for persons with no diagnosis of abuse, dependence, or drug problems for whom education and/or treatment has been recently

completed or is not convenient or accessible.

- **Level 2: Education and intensified urine screens** for persons for whom drug education would be beneficial with no abuse, dependence, or withdrawal symptoms.
- **Level 3: Weekly outpatient treatment**, including methadone where appropriate: for persons with no or mild withdrawal symptoms who have experienced no more than one consequence (such as excessive work absences) from their substance abuse. Treatment will include group therapy and help in building cognitive and life skills and in managing anger.
- **Level 4: Intensive outpatient treatment** for persons with admitted substance abuse, behavioral changes, and some physical problems, who require more structured therapy than weekly outpatient treatment.
- **Level 5: Intensive residential treatment** for persons with acute intoxication or drug withdrawal and medical or psychiatric problems who are unable to care for their immediate needs and lack a positive support system.
- **Level 6: Therapeutic community** for persons who have an extensive history of involvement with the criminal justice system, antisocial behavior, and previous multiple treatments.
- **Level 7: No treatment because of extreme severity** for the small minority of persons at the extreme highest risk of criminality and substance abuse, who have had multiple failed treatments, or have no motivation, a lengthy criminal record, and psychiatric or cognitive impairments. These offenders will receive an evaluation for psychopathy and intensified surveillance only.

Some program interventions cut across the recommended range of treatment approaches and can be used in conjunction with one or more of them. These service adjuncts may include (1) no adjustment or follow-up, (2) Antabuse, (3) intensified urine analyses, (4) self-help, (5) drug and alcohol education, (6) weekly therapy, and (7) intensive outpatient treatment. Follow-up services may include relapse prevention and any of the other

adjunct interventions.

To screen offenders, the subcommittee decided on an initial, early screening procedure consisting of a combination of the Alcohol Dependency Scale (ADS) and the Drug Abuse Screening Test (DAST-20). Those scoring above a given point on the initial screening will be flagged and referred for more intensive substance abuse evaluations by the subsequent supervising agency, whether the Department of Corrections, probation, or residential community corrections. The sentencing judge will also have the option to require this additional assessment before sentencing.

At the supervising agency, the supervising officer or case manager will administer a second-tier, in-depth substance abuse assessment. The person who conducts the second assessment will be working directly with the offender on his or her current needs and risks.

The subcommittee found few assessment instruments that had been "normed" or validated for use on the offender population. No single off-the-shelf instrument met all the criteria for assessing both criminal risk and severity of substance abuse. The committee selected three combinations of instruments to compare in the pilot test; one will be adopted for full implementation of Colorado's plan, and new instruments will be developed if necessary. The three candidates are: Offender Profile Index (OPI); Client Management Classification (CMC) combined with Drug Offender Profiles: Evaluation/Referral Strategies (DOPERS); and Level of Severity Inventory (LSI) combined with Addiction Severity Index (ASI).

Scores from each of these instrument sets will translate into recommendations for treatment at one of the seven intensity levels. The system getting this step right—transforming the scores into treatment recommendations that are reasonable and coherent with what an independent expert would recommend—is absolutely critical to the improvement of response to offender substance abuse. This carefully planned step involves:

- extensive work by the subcommittee to derive score transformation for each instrument to be tested;

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- a pre-pilot test to set appropriate cutoff points within the transformed scores, making sure that scores correlated with the independent recommendations of experts; and
 - some weighting of instrument scores to provide reasonable correlations.

Results and Impact

Performance Measures

For each set of screening instruments, the survey is asking evaluators about the information quality, quantity, ease of use, and their general satisfaction with the instruments. The study will also ask treatment providers about the appropriateness of the offender referrals made to them. The pilot study will help answer such key questions as:

- which set of screening instruments is most effective and acceptable to Colorado staffs;
- whether any additional instruments need to be developed;
- what is the accurate level of prevalence, intensity, and scope of substance abuse issues in the State's offender population;
- what types of treatment resources are lacking or excessive, based on the percentage of offenders found to need treatment at different intensity levels; and
- what key structural obstacles are interfering with the making of appropriate treatment referrals.

Once the instruments have been selected, the statewide training program will begin on the use of the instruments, as well as models of addictions and relapse prevention.

Successes and Accomplishments

Colorado's plan differs from most other approaches in that all programs—assessment, treatment, urine testing, and punitive sanctions—are being designed to work together. By providing targeted treatment with an expanded range of sanctioning options, the plan is intended to reduce prison and jail

populations and the rate of recidivism related to drug use. In terms of the courts, this system will improve the appropriate use of sanctions, offering judges a broader range of rehabilitation options at initial sentencing and at revocation.

In setting up this comprehensive, systemwide plan, Colorado has had several key advantages. One was a substantial network of treatment resources already in place throughout the criminal justice system. The second was a pool of experienced and committed individuals from all the involved agencies who felt that substance abusers were a high priority and who were willing to commit both cash and in-kind resources to the program. A third advantage was sufficient time. Sound planning was viewed as invaluable as the project moved toward implementation. Convicted drug offenders were assessed surcharges beginning in July 1991, building a cash fund while a system of assessment and referral was developed.

When the plan is fully implemented, Colorado will have one of the few comprehensive classification systems in the country that identifies drug use patterns and then recommends a specific level and type of treatment service. A major task remaining is to set up a standardized data base and tracking system of information on offender assessments and outcomes. To set up this data base requires that the assessment instruments be computerized for computer scoring or computer-assisted interviewing.

This future data base will offer the chance to discover, using objective measures, what types of offenders respond best to what levels and kinds of treatment. Such information is critical for building a system that can provide offenders with the specific help most likely to benefit them.

Funding

Bureau of Justice Assistance: \$160,000 in the first year and \$300,000 in 1993

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New York

Drug Treatment Alternative to Prison (DTAP) Program

Statement of the Problem

In many cities and States, drug offenders now represent the largest single group of people arrested and incarcerated. In New York, the number of drug offenders entering State prison has increased nearly six-fold since 1985. Drug offenders represent nearly one-half of recent commitments to prison and account for one-third of the State's current prison population. Growth in commitment levels of drug offenders has been paralleled by increases in the overall prison population and, not surprisingly, by escalating corrections budgets. New York's "predicate felony" offender law, which requires a mandatory State prison term for people convicted of a second felony offense, has intensified demands on the prison system and taxpayers.

In response to increased pressure on public budgets, New York State has developed and expanded alternative, cost-effective criminal justice initiatives that maintain community safety while addressing the underlying causes of drug-related crime. Designed and implemented by the Kings County (Brooklyn) District Attorney in 1990, the Drug Treatment Alternative to Prison Program (DTAP)—now also operating in Manhattan and Queens—offers repeat, nonviolent offenders the option of participating in a long-term, community-based residential drug treatment program. If they complete treatment, charges against them are dismissed. Those who fail face prison terms of at least 18 months—a prospect

whose probability is enhanced by special DTAP enforcement teams that apprehend and return absconders.

Goals and Objectives

The program's short-term goals are to lower costs by diverting prison-bound defendants to less expensive treatment beds and retaining relatively large numbers of them in treatment. In the long run, DTAP aims to reduce drug use and criminal recidivism and improve the vocational and social capabilities of program participants.

The objectives to achieve these goals include the following:

- identify at least 300 second-felony defendants judged eligible for admission to DTAP treatment by prosecutor and treatment program staff;
- identify an equal number of residential treatment slots in privately run therapeutic communities (TC's) that are available to DTAP participants on a priority basis;
- collaborate with prosecutors and treatment providers to ensure appropriate, efficient participant selection and reliable reporting of their progress;
- implement enforcement mechanisms, including special warrant squads, to ensure rapid apprehension of absconders;
- maintain a program completion rate of at least 60 percent (i.e., at least 60 percent of all those admitted to DTAP complete treatment and have charges dismissed);
- maintain a criminal recidivism rate of no more than 25 percent for graduates (i.e., no more than 25 percent of graduates are re-arrested within one year of completing the program); and
- evaluate the impact of the program in light of these goals and objectives.

Program Components

In spring 1992, New York State, noting the promising early results of the Brooklyn Prosecutor's program, began to support expansion of DTAP to other boroughs in New York City. That summer, Edward Byrne Memorial formula grant funds were allocated to the Brooklyn program and to the District Attorneys of New York (Manhattan) and Queens County for developing and implementing DTAP programs. Funds were also allocated to the city's Special Narcotics Prosecutor (SNP). Technical assistance was provided to these programs by the State Division of Criminal Justice Services and the Office of Alcoholism and Substance Abuse Services (OASAS). A private agency, the Legal Action Center, was enlisted to assist with confidentiality and contractual issues, and the Vera Institute was contracted to help develop a program evaluation.

Most of the core elements of the Kings County model were adopted by the three new sites. All DTAP participants are defendants charged with felonies who, if convicted, would receive mandatory prison terms as second felony offenders. All participants are determined to be in need of drug treatment and to be motivated to participate in treatment. All agree to participate in a residential drug treatment program that lasts 14 to 24 months in lieu of prison. All programs serving DTAP are run by private, community-based agencies employing the therapeutic community treatment model.

If participants complete the treatment program, charges against them are dismissed. An early departure from treatment is met with a prison sentence at least as long as the one the defendant would have served in the absence of DTAP.

Each program employs a special enforcement team of investigators who verify participants' community contacts prior to treatment and who search for and return absconders.

The programs differ in some important respects. To identify DTAP candidates, the Brooklyn District Attorney reviews all cases appearing in the borough's drug courts, soliciting program applications from defendants with prior nonviolent felonies charged with B felony narcotics sales in

strong "buy and bust" cases. The other three programs, adopting a more conventional approach, inform the defense bar about the program and its admission criteria and take applications initiated by the defense in criminal court. On occasion, judges in the supreme court may refer cases to the program.

The legal mechanism underlying the Manhattan, Queens, and Special Narcotics programs is deferred sentencing. All DTAP defendants in these programs must plead to C felony charges before entering the program. In contrast, Brooklyn defers prosecution on the DTAP defendant's case. Individuals who abscond from these programs face minimum prison terms ranging from 18 months to 3½ years. Persons who drop out or otherwise fail in treatment but who "turn themselves in" to the prosecutor face less lengthy terms—typically the same sentence they would have been given in the absence of the offer to attend DTAP.

One other difference among the programs concerns flexibility in enforcing the plea policy. In the new programs, DTAP staff review the circumstances of each treatment failure and may choose to refer the participant to a second treatment program. The City's Special Narcotics Prosecutor programs and, to a lesser extent, the Queens program, are the most flexible. Second referrals are not made in the Brooklyn program whose administrators believe that "second chances" reduce the sense of legal pressure or coercion that keeps participants in treatment. Queens' DTAP is also distinctive in its use of the local Treatment Alternatives to Street Crime (TASC) program, which serves as the program's liaison with treatment providers and which conducts case screening, referrals, and monitoring.

Results and Impact

Performance Measures

The DTAP programs at each prosecutor site collect data on program performance, which are then compiled and aggregated by the State. For each District Attorney site, data include: the number of defendants screened for admission, accepted in the program, and placed in treatment; the number who abscond, are discharged, or otherwise leave treatment early; and, of those leaving treatment, the

number remaining at large. At any given time, each program must also be able to report the number of DTAP participants currently occupying beds at each private treatment provider used by the program. Data on program completions will be compiled once participants begin graduating from treatment. Additionally, the State's substance abuse office (OASAS), together with the district attorney sites, maintains a count of the number of treatment slots designated for each DTAP, their location (i.e., the provider agency), and the number currently available.

Separate from these efforts, the Vera Institute is conducting State-supported research on the three newer programs. The Brooklyn DTAP performs additional monitoring of its own participants and their outcomes. In addition to compiling program data similar to those described above, Vera interviews all participants of the Manhattan, Queens, and SNP programs and monitors program retention and the outcomes of people leaving treatment. Vera's focus, apart from gathering extensive descriptive data on DTAP participants, is on DTAP retention and the effect of legal pressure and other factors on retention. Vera and the State's interest in this issue derives from the widely accepted notion that retention in treatment is the best predictor of program success.

Successes and Accomplishments

The Brooklyn DTAP, which began in October 1990, has been admitting participants under State/Federal sponsorship since November 1992. The Special Narcotics Prosecutor's program began admitting participants in November 1992, the Queens DTAP admitted its first defendants in January 1993, and the Manhattan DTAP began in March 1994.

During the first year of the expansion, arrangements were made with 15 private, community-based treatment agencies to provide 300 DTAP-designated beds for participants. The Brooklyn DTAP has been allocated 107 of these beds and has had access to additional beds through arrangements made prior to the State's involvement, SNP has been allocated 62 beds; Queens, 72; and Manhattan, 59.

Since November 1992, over 1,000 defendants have been screened for DTAP participation under the

State's initiative. By mid-March 1994, close to 400 individuals were admitted to the program, and 370 had been placed in treatment beds. Just over two-thirds of all DTAP admissions have remained in treatment—a retention rate that compares favorably to the 20 to 30 percent rates usually cited in the literature for therapeutic community treatment modalities. Of program absconders, less than one in four remain at large; the rest are returned to custody.

This retention figure (250 of 370, or 68 percent) applies to an average "at risk" period of about eight months post-admission. One researcher presents retention curves plotted from days after admission for several hundred clients in several TC programs showing, for example, that 60 to 70 percent of admitted offenders remain in these programs one month after entry, 30 to 40 percent remain after four months, and 20 to 30 percent remain at eight months.

The most frequently used DTAP treatment providers have been Daytop Village and Veritas, which have each admitted more than 70 participants from one or more of the four sites. Odyssey House has admitted a relatively large number of DTAP clients. Other therapeutic communities admitting more than ten DTAP participants include Samaritan Village, Damon House, Phoenix House, Promesa House, and Inward House. Other treatment sites include HELP-Project Samaritan, Project Return, Resurrection, Educational Alliance, Queens Adult Drug Rehabilitation, and River Edge. Of those TC's admitting ten or more DTAP clients, retention rates ranged from 86 to 50 percent. Most treatment programs posted a retention rate of about 70 percent for DTAP clients over the period reflected in these data.

Vera Institute researchers have examined DTAP retention results in greater detail, assessing the relationship between participant characteristics (demographics, vocational history, etc.), motivational measures, and program attrition. Tentative results from early data assessing attrition of DTAP participants at 45 days after admission have shown attrition to be higher among men, Hispanics, persons over 35, persons under 25, persons without a GED or diploma, persons who did not report substance abuse problems among other family

Of a sample of 120 graduates of the Anger Management Program who were followed for a year after the program, only 12 were re-arrested for domestic assault. This demonstrates a success rate of approximately 90 percent. The activities of the center were included in the graduate-level textbook Crisis Intervention Strategies, 1992, by Dr. Gilliland and Dr. James. Also two student volunteers have written doctoral dissertations on their work at the center examining the telephone outreach and the Anger Management Program.

One unanticipated success has been the long-term impact of the 340 student volunteers. Often student volunteers stay in the community after graduation, creating an informal network of current and former volunteers who are supportive of the Memphis Police Department and the Family Trouble Center.

The program's future objectives include increasing staff; separating the center into two programs, Family Trouble Center Victim Advocacy and Family Trouble Center Court Mandated Counseling; developing Anger Management II and a parenting skills group; developing a speakers' bureau of volunteers and officers; and developing a curriculum for State standards and court-mandated counseling.

Prospects for Replication

This program is easily replicable. Three key factors are volunteers, phone outreach, and publicity for the program through presentations and workshops. The anger management curriculum was modified to develop a program for incarcerated juveniles at the Shelby Training Academy. This program has also been replicated in St. Charles, Louisiana, and Birmingham, Alabama. Efforts are being made to establish a program of court-ordered groups modeled after the Anger Management Program in West Memphis, Arkansas.

Funding

Bureau of Justice Assistance: \$46,500

City of Memphis: \$15,500

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New Mexico

Jicarilla Apache Tribe Domestic Violence Program

Statement of the Problem

Domestic violence is a significant problem among New Mexico's Jicarilla Apache Tribe. The Jicarilla Apaches' Tribal Domestic Violence Code defines domestic violence as all forms of familial violence including spouse abuse, child abuse, elder abuse, and abuse between individuals who may not have been married but have a child together. Before adopting the code and hiring a domestic violence clinician and client advocate, the tribal police department and tribal court did not uniformly categorize cases of domestic violence. Accurate data were not available until the inception of the Domestic Violence Program in July 1993 and subsequent implementation of the code. According to tribal law enforcement records, 134 victims of domestic violence were referred to the Domestic Violence Program from July 1993 to January 1994. Arrest records show that 70 offenders were arrested during the three-month period from October 1993 to January 1994.

The Jicarilla Mental Health and Social Services Department has tracked significant diagnostic and functional data from the community including mental health-related diagnoses and suicide data. Thirty-eight percent of clients seen by department staff were dually diagnosed with alcohol or substance abuse and a mental health problem. Sixty-three percent of the clients with mental health problems fell into the diagnostic category of family, relationship, and parent-child issues which includes

Tennessee

The Memphis Police Department's Family Trouble Center

Statement of the Problem

In 1988 the Memphis Police Department received approximately 65,000 domestic disturbance calls, of which 15,000 were recurring calls from the same addresses. These numbers indicated that domestic disturbances were occurring in about one in ten households and were a repeating occurrence in many households. In addition, 78 percent of the homicides in Memphis were linked to domestic disturbances.

Violent family relationships are difficult to escape for both the victims and the offenders. Combined legal and therapeutic forces are needed to address domestic violence. In an effort to better use personnel and reduce the number of domestic disturbances, the Memphis Police Department established the Family Trouble Center.

Goals and Objectives

The goal of the Family Trouble Center is to offer counseling services designed to reduce the incidence of domestic violence. The objectives to achieve this goal include: (1) forming partnerships with police, community service providers, and other government agencies to develop appropriate interventions; (2) providing crisis counseling and referral services to the victims of domestic violence through groups and telephone outreach; (3) providing court-mandated educational and correctional groups for domestic violence offenders; and (4) enhancing community awareness of domestic violence through presentations and workshops.

Program Components

Volunteers

The center trains and supervises both lay and professional volunteers, most of whom are graduate students in counseling and social work programs. They lead anger management groups, provide crisis and phone outreach counseling, and conduct community presentations, all at no cost to the

community.

Anger management groups teach domestic violence offenders different methods of controlling their anger, such as developing their own time-out system; ways to learn relaxation, breathing, and meditation techniques; and how to ease a tense situation with humor.

Monthly Reports

The program submits monthly reports to the Deputy Chief of Investigative Services and the Research and Development/Grants Management Office. An annual report reflects the number of clients using the center.

Computer Data Base

A staff member runs a data base of domestic disturbance calls. This data base provides an aggregate demographic profile of domestic victims and perpetrators and can be used to find information about a specific incident.

Phone Outreach, Presentations, and Workshops

Volunteers attempt to call all victims of domestic violence listed on the police reports sent to the center. If the victims cannot come into the center, volunteers offer counseling over the phone and inform them of other services available. Presentations and workshops have been conducted at colleges, schools, houses of religion, hospitals, health fairs, youth camps, naval stations, as well as on radio and television.

Family Trouble Center Manual

Classes have a structured outline for each session. A facilitator's manual for anger management groups was developed and is available.

Results and Impact

Successes and Accomplishments

The center has run 107 anger management groups. Volunteers have contacted more than 3,300 victims through telephone outreach. Approximately 1,060 of those victims have come into the center for individual support counseling. After the 12-week program many perpetrators who come in angry want to continue the counseling. Often perpetrators call the center to prevent a violent outbreak.

Victims

Results and Impact

Performance Measures

The drug-positive rate for the major institutions in the State is about one percent. As treatment programs are expanded into the work release programs, their testing results are expected to approach this level. Parole failures are likely to be reduced 15 to 20 percent for persons who have gone through the drug treatment program; work release failures and the Supervised Intensive Restitution Program failures ought to be reduced 20 to 25 percent. Further, when offenders in community programs fail and return to prison, the time they can spend there can be significantly reduced by providing treatment as soon as they arrive back in prison.

Drug-positives are tracked weekly for the approximately 10,000 drug tests run each month. The program records the disciplinarys for each of the 3,000 inmates who complete treatment each year, and analyzes the return rate for the 13,000 inmates who have completed drug treatment since the program began in 1989. Disciplinarys, grievances, assaults, escapes, and other negative behavioral indicators decreased significantly for inmates who were regularly drug tested and in treatment.

Successes and Accomplishments

The drug treatment programs in the ten different facilities have become model units in their respective institutions. The drug treatment and drug testing programs have been fully integrated into the classification and management systems of the Department. The 600-bed total drug treatment institution has achieved dramatic results. Only about two percent of those in the treatment prison had grievances, a much smaller percentage than the facility opened the same year 30 miles away. Drug testing results show that the treatment prison is experiencing far fewer positives even though every inmate assigned was either assessed as an addict or admitted to being an addict. Large numbers of inmates are tested regularly, and the drug treatment prison has experienced a record 13 months without a single drug positive. Drug treatment and testing programs have won the respect of legislators,

judges, prison administrators, and other members of the criminal justice system.

Prospects for Replication

Many delegations from other jurisdictions have visited the drug treatment programs and have copied a number of them. A number of these efforts are national models, and anyone interested in the programs may visit and evaluate their potential for replication.

Funding

Bureau of Justice Assistance: \$256,828 (1995); \$490,500 (1990-94)

Center for Substance Abuse Treatment: \$800,000 (1990-95)

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specifically for cocaine.

The prison population in Alabama doubled between 1979 and 1985, and it has doubled again since 1985. In fact, the prison population currently is six times as large as it was less than 20 years ago. This growing prison population is eating up an ever-increasing percentage of the General Fund. Citizens are alarmed to learn that one-third of young black males nationwide are under the supervision of the criminal justice system and that there are more young black men in prisons than in universities. During the past decade, the State's drug problem has been noted as having spilled over into the corrections department staff.

During the past five years approximately 10,000 inmates have been released on parole. More than 6,000 parolees have returned to prison during the same period, usually because of drugs. Half of the 6,000-plus inmates who are sentenced to incarceration are diagnosed as addicted during intake.

Goals and Objectives

The most important goal of the drug testing and treatment program is to reduce crime in Alabama by breaking the drug-crime link and getting drug-involved offenders, who commit most crimes, into daily recovery programs before they return to the community. Accomplishing this goal would also reduce prison overcrowding by attacking the underlying cause of prison population growth, namely illegal drugs and its related criminal activity. A specific goal is to reduce the parole failure rate by 25 percent, an important aim when it is recognized that between November 1990 and July 1995, two persons were reincarcerated for every three persons paroled. One-third of the intake capacity is being consumed by parole violators alone. The community release programs operated by the department also have an unacceptably high number of returnees, mainly because of drugs, and the intention is to alleviate this problem.

The State's recent history with establishing drug treatment units in ten institutions has led program administrators to the goal of improving institutional management of drug testing and treatment programs. Another goal is to train a cadre of long-

term offenders as drug treatment peer professionals to assist in expanding our programs.

Department of Corrections personnel want to expand the programs so that all addicts who come into the system and are willing to accept help will be provided quality treatment in a program tailored to their needs. In conjunction with this large-scale treatment activity, an active recovery community within each prison and work release center in the State needs to be established. Also needed is a relapse track for every inmate who has been through treatment and relapsed while in prison, in community programs, or on parole.

The final goal is to save money for the taxpayers of the State of Alabama by providing drug treatment services that will reduce recidivism.

Program Components

Eight automated drug testing centers operate inside the prison facilities located around the State. Drug testing results are reported weekly into the centralized statewide computerized information system, and a variety of helpful management reports are created. Approximately 10,000 drug test results are recorded monthly. Inmates are drug tested regularly, and five percent of the security staff are randomly tested about twice each month.

Three hundred long-term drug treatment beds are housed in two therapeutic communities. In addition, the State has 450 primary care eight-week inpatient beds and a 60-bed, 15 week inpatient program for inmates dually diagnosed as mentally ill and addicted. Inmates who have been through primary care and subsequently relapsed can be treated through a 125-bed, four-week relapse program. An outpatient treatment model program is being developed at five work release centers so that those in the community can receive treatment while in a community work program. Drug-free dormitories exist throughout the State for inmates who have committed to a recovering lifestyle while carrying out normal day-to-day activities. Staff are assigned to some of the programs, and others are run by participants.

ATTAC will conduct monthly urine screens on all participants, and will send results to the probation officer. Child support collections will be tracked before and after PRIDE Program participation. Student offenders completing the Intermediate Sanctions Program will be tracked for rearrest rates.

Successes and Accomplishments

The ATTAC Program's MRT treatment modality has shown a 33 to 50 percent reduction in recidivism and rearrest rates. In 18 months of operation, 150 drug-related offenders participated in ATTAC programs. Of these, 122 have shown significant improvement in addictive and social behaviors. Three women and 13 men completed 12 steps of the MRT Program. Based on data compiled from pre- and post-intake testing, participants exhibited a 21 percent increase in sense of life purpose, a 24 percent decrease in thrill-seeking tendencies, and a 28 percent increase in self-esteem. None of the 16 graduates has been rearrested for any offense.

Since the ATTAC Program began, total court filings of criminal offenses decreased from 672 in 1993 to 629 in 1994—evidence of offender rehabilitation and accountability.

ATTAC provides a missing service to a multitude of agencies. Payne County Jail inmates receive group therapy from trained counselors. The Department of Corrections Probation and Parole Office gets clinical assessments and drug screens. Defense attorneys receive assessments and recommendations concerning their clients. The Oklahoma Department of Corrections Academy for Development and Training has obtained assistance in writing a script for a video on alternative sentencing. The university's Discipline Committee has received assessments and reports concerning the outcome of student offenders on campus. Through public speaking and substance abuse education training, ATTAC staff have also provided public service to the Association of University Chiefs of Police, Greek and Residential Life Groups at the university, and to a number of civic groups. Staff are involved in developing new and innovative sentencing policies and procedures for Oklahoma.

In April 1994 the ATTAC Program along with the Intermediate Sanctions Program received the Best Prevention Program of the Year award from the Oklahoma Department of Corrections.

Prospects for Replication

In its first two years ATTAC tripled in size, increasing its ability to serve the community. Currently ATTAC is opening its fourth office in Tulsa. The program is easily replicable in any community and modifiable to meet the needs of any criminal justice system. Success depends on the support of the judicial branch and the District Attorney's Office and on public acceptance of alternative sentencing approaches.

Funding

Bureau of Justice Assistance: \$24,000 (1995);
\$122,500 (1994)

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Alabama

The Alabama Department of Corrections Drug Testing/Treatment Program

Statement of the Problem

Many citizens of Alabama have become frightened by existing conditions, which are graphically portrayed day after day in the newspapers and on TV. Increases in crime are directly related to the abuse of drugs. The Bureau of Justice Assistance (BJA) Drug Use Forecasting Program, which randomly tests all arrestees in Birmingham, consistently finds that two thirds of those arrested are positive for an illegal drug at the time of arrest, and 50 percent of those arrested are positive

Program Components

The ATTAC Program and its components—PRIDE, the Intermediate Sanctions Program, and the Drug Court Program—all focus on cognitive-behavioral substance abuse counseling, training, and job readiness for felony offenders deemed ready for probation by the district attorney and district judges. Offenders pay for these services on a sliding scale. Federal grant funds make up any cost disparities.

The ATTAC Program, an intensive outpatient substance abuse treatment and alternative sentencing program in Payne and Logan Counties, provides an innovative alternative to probation and incarceration for repeat nonviolent felony offenders with alcohol or drug abuse histories. ATTAC was designed in September 1993 to meet the rehabilitation and accountability needs of approximately 150 of the district's 500 felony cases per year involving substance abuse.

ATTAC provides assessed offenders with group drug and alcohol counseling using MRT, a systematic, step-by-step treatment system for resistant clients. Intended to alter the way inmates judge right from wrong, MRT is designed to promote moral growth and positive behavior. MRT is provided by the Freedom House in Tulsa, Oklahoma.

Three ATTAC components address the community's needs. The Parental Responsibility Involving Debt Enforcement (PRIDE) Program, a nine-week counseling program consisting of cognitive-behavioral techniques and group discussions, was developed to sanction parents who fail to pay child support.

The Intermediate Sanctions Program is a prevention and education program designed to intervene at the misdemeanor level in DUI offenses and fatalities. The Drug Court counseling program immediately engages offenders in intensive treatment, including counseling, job training, and home-based case management; provides high accountability for participants through frequent contact, drug testing, and reports to the judge; and provides ATTAC staff, who ensure consistency in decisionmaking and program implementation. An associate district judge is assigned cases deemed appropriate for the

three-phase, 15-month Drug Court. The court, convened one night per week, gives the judge a more hands-on approach to offender accountability and rehabilitation. Successful completion of the Drug Court phases results in the dismissal of charges. If offenders begin losing ground in treatment, prosecutors pull them from the program and charge them on a case-by-case basis.

Phase I: Stabilization and Adjustment

This phase educates offenders about the problems associated with drug use and how drug use affects interpersonal behavior and family relationships. Offenders learn about dysfunctional behaviors associated with drug use, especially denial. At the beginning of the program they undergo one-on-one therapy, shifting to group treatment as they progress.

Phase II: Recovery and Issues Resolution

Phase II focuses on ways offenders can begin to restructure their lives by systematically outlining a path toward stability.

Phase III: Transitional Services

Phase III links offenders to community resources to maintain sobriety, addresses relapse prevention issues, begins Home-Based Case Management, and moves toward termination of services from ATTAC staff.

Results and Impact

Performance Measures

The impact of the program on jail overcrowding will be documented based on reincarceration rates of participants versus nonparticipants. Savings to the State of Oklahoma of \$15,000 per offender per year are expected. The program should also save police time, require fewer district attorney and district court staff resources, and reduce personal and property damage in the targeted counties.

Client evaluations will be done to ensure that referrals and services are appropriate. ATTAC is using inmates' social histories as a baseline against which to measure progress. In addition, each client will complete pre- and post-program tests to assess changes in behavior.

members, and persons reporting chronic medical illnesses or current psychological problems. In addition, Vera's analyses of an Experimental Perception of Legal Pressure scale suggested that attrition at 45 days was associated with participants' lower level of information about DTAP and knowledge of the rules of participation and the consequences of treatment failure; their belief that it would take some time before DTAP would learn they left the program; and the view that prison was not extremely undesirable.

Prospects for Replication

New York is committed to expanding DTAP to other jurisdictions around the State, and the program has drawn attention in Washington and elsewhere as a model for national replication.

Funding

Bureau of Justice Assistance: \$600,000 (1994-95)

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Oklahoma

Alternative Training, Treatment, and Correction (ATTAC) and Drug Court Program

Statement of the Problem

In 1994 Payne County ranked first in Oklahoma for case filings per judge. From 1992 to 1993 total filings for the county increased from 501 to 672. In 1994 Payne County courts handled 110 felony DUIs

and 399 offenders qualified for alternative sanctions and accountability programs.

Payne and Logan County jails are overcrowded, and many violators wait 30 to 90 days before going to court. Logan County currently has severely limited resources with which to address its crime problem. Fortunately, Payne County has programs to address issues related to domestic violence, substance abuse, and misdemeanor crimes to use during such waiting periods, although there is a program gap for felony offenders.

Oklahoma is first in the nation for the per capita incarceration of men and women. As of February 1995, the Oklahoma Department of Corrections penal system had 45,558 offenders under its supervision. The offender population has exceeded 97.5 percent of maximum capacity at least three times in the past two years, requiring the premature release of several hundred inmates. Without alternatives to incarceration, the State prison system will continue to grow uncontrollably and more and more inmates will have to be released, jeopardizing public safety.

Goals and Objectives

The Alternative Training, Treatment, and Correction (ATTAC) and Drug Court Program's goals are to reduce overcrowding in jails, provide treatment to offenders, and decrease crime. An objective is to reduce rearrest and recidivism rates in Payne and Logan Counties through incentive-based treatment opportunities. Another objective is to address offenders' psychological, social, vocational, and educational needs through evaluation and referral, with special attention to histories of chronic substance abuse and social dysfunction.

The program also seeks to increase offenders' social skills, moral reasoning, identity growth, and life purpose while decreasing sensation-seeking behaviors through Moral Reconnection Therapy (MRT). Other objectives include decreasing participants' involvement with drugs, reducing criminal activity (particularly at Oklahoma State University), and increasing child support collections in Payne and Logan Counties.

domestic violence and child abuse.

An analysis of all mental health diagnoses determined that children and youth under the age of 22 represented 35 percent of the diagnostic category population for family, relationship, and parent-child issues. Additionally, children and youth under age 22 composed 19 percent of patients in the same diagnostic category.

Service providers concede that the incidence of domestic violence is much greater than program data reflect. Many incidents of family violence are not reported, and victims often seek medical services from facilities off the reservation. Furthermore, the overall high incidence of alcohol abuse within the community is an extremely salient environmental risk factor. Although the impact of alcohol abuse is difficult to quantify, health care staff consider it a major cause of injury and illness.

Goals and Objectives

The main goal of the Domestic Violence Program is to establish an integrated, comprehensive, community-based, service delivery system sensitive to the cultural needs of the community. This system encompasses direct and support services that are family-focused and community-centered to enhance family functioning and reduce incidents of family violence.

The program's efficacy is contingent upon the development of multisystem collaboration that provides continuity, respect, and a single point of access for families. The program objectives are directed toward enhancing the criminal justice system, with particular emphasis on developing a supportive environment for victims. They include:

- improving the criminal justice system response to domestic violence situations;
- refining the reporting of domestic violence incidents;
- enhancing and expediting the justice system's handling of domestic violence cases;
- developing a treatment system of family-based services; and
- enhancing family functioning to decrease incidents of domestic violence.

Program Components

The Jicarilla Apache Tribe administers the Domestic Violence Program through the Jicarilla Mental Health and Social Services Department. The comprehensive, multifaceted department provides prevention services at primary, secondary, and tertiary levels. Besides the Domestic Violence Program, the department operates parenting programs; a peer assistance and leadership program for youth in grades nine through twelve; fetal alcohol syndrome/fetal alcohol effect home-based services and primary prevention programs; a suicide prevention program; medical social services; and a child abuse prevention program.

Department staff consist of a director, clinical psychologist, one masters'-level clinician, one bachelors-level clinician, four paraprofessionals, and two support staff. The Domestic Violence Program provides a variety of community-based, family-focused services including:

- revising the juvenile code and developing protocol for handling sexual abuse cases;
 - developing protocols for domestic violence and child abuse in coordination with law enforcement and the tribal court;
 - providing training for law enforcement, courts, and service providers to ensure that protocols are understood and can be executed;
 - providing community awareness and prevention materials to inform the public about the cycle of abuse;
 - developing data collection methods to substantiate the problem and improve service delivery;
 - creating accessible channels and mechanisms for reporting incidents of domestic violence;
 - developing information packets for victims;
 - providing relevant cultural and community clinical
-

services to families, including individual, family, and couples counseling; a male perpetrators group; a victims support group and assistance; evaluations; crisis intervention; client advocacy; cruise therapy; and arroyo outreach;

- coordinating services with community and State resources; and
- providing information and referrals.

Results and Impact

Performance Measures

Hiring professional staff and community members to develop, coordinate, and implement the program has been integral to the creation of viable networks and effective mechanisms for systemic change. Having more accessible channels for reporting incidents of domestic violence has encouraged reporting and decreased the rate of recidivism. Early interventions and more refined data collection methods should uncover additional benefits.

The program will be evaluated using three dependent measures: community awareness, community change, and client change, as determined by a six-month follow-up. Performance indicators include:

- number of referrals to the program and identification of the referral source (i.e., court, police, self-referred, or other service provider);
- number and type of training sessions conducted and participants' evaluation of the training;
- number of articles in the local newspaper and public service announcements on a local radio station;
- client satisfaction survey, to be administered quarterly;
- new policies, protocols, and services that have been developed;
- development of a data collection system;
- client records that include precipitant factors; and

- six-month follow-up to determine recidivism and severity of abuse.

Successes and Accomplishments

The greatest success has been the acceptance of the program by the community including the tribal leadership. The number of self-referred victims, perpetrators, and first-incident reports has increased. Coordination and cooperation among service providers have also increased, and gaps in service delivery have been identified.

Before the Domestic Violence Program, family violence remained a community secret. The incidence of family violence was unknown, and no services existed specifically for victims or perpetrators. As a result of this program, victims report feeling protected from disclosure by the system. With support from the tribal council, the program created a video on domestic violence specific to the Jicarilla Apache Tribe to use for training and education. Victims of abuse have volunteered to help other victims and receive training. This program has been accepted as a community effort that provides culturally relevant services.

Prospects for Replication

This model is replicable within any community, so long as all segments of the community participate in the program's development. The community must identify culturally relevant services.

Funding

Bureau of Justice Assistance: \$40,000 (1994-95)

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Colorado

Broomfield Police Department Senior Liaison Program

Statement of the Problem

Often police officers do not know where to turn to address the problems senior citizens face including lack of family support, limited income, illness, physical limitations, and especially fear of crime and victimization. Broomfield police officers can cite many calls dealing with senior citizens that have left them feeling frustrated and helpless.

Goals and Objectives

The goals of the Broomfield Police Senior Liaison Program are to reduce senior citizens' fear of crime and enhance their overall quality of life.

Objectives are to:

- maintain a storefront operation at the Senior Community Center to improve police relations with seniors through direct contact;
- provide a minimum of 12 crime prevention programs for seniors to reduce their vulnerability;
- make home security checks, in conjunction with Operation I.D.;
- hold Neighborhood Watch meetings for seniors and interested citizens as;
- distribute a quarterly newsletter with crime tips and program information to senior citizens;
- air six public service announcements for the program on a local cable television station; and
- conduct follow-up on all police department reports involving senior citizens.

Program Components

The Broomfield Police Department's mission statement addresses its desire for "enhancing the

quality of life for the community and protecting life and property through a wide range of services." With this mission in mind, the goal of the Senior Liaison Program is to enhance the overall quality of life and reduce fear of crime for seniors living in Broomfield. Focused services that achieve this goal include a storefront operation, educational programs on crime-related topics, and personalized prevention measures. The Senior Liaison Program uses a creative approach to fight criminal opportunity and to address a variety of important topics.

The Senior Liaison Program started in 1992 when the police department assigned an officer to work with the Community Senior Center to provide crime prevention programs, services, and reference materials for senior citizens.

In cooperation with Senior Center staff, the police department established a storefront operation at the center, a central gathering place for the senior population. The senior liaison officer, stationed at the center once a week for about four hours, discusses seniors' concerns including fraudulent solicitation, living will scams, driving skills, neighborhood disputes, elder neglect, and personal safety. Individual discussions with seniors or their friends create additional follow-up contacts for the senior liaison officer. The officer raises awareness of criminal opportunity and of the police department's crime prevention services. Broomfield Chief of Police, Thomas C. Deland, says that "the most important thing (in working with seniors) is to have individual contact with the same officer in order to develop their (the seniors') trust," besides the seniors looking forward to this direct contact with the officer.

The Senior Liaison Program teaches crime prevention at the center, senior housing complexes, mobile home parks, and other locations. Courses include "Self-Protection," "Home Security," "Fraud and Con Games," "When to Hang Up Your Car Keys" (which addresses warning signs that seniors should stop driving and discusses alternative transportation modes), "Stop That Thief" (about the importance of community involvement in crime prevention), and "Elder Abuse and Neglect."

Although not originally part of the program, providing security at senior dances became an

important component. Seniors requested the service because they were afraid of confrontations with juveniles at the monthly social events. Since initiation of the escort service, Senior Center staff has noted an increase in attendance at dances.

The quarterly *Senior Sentry* newsletter contains information about crime prevention programs and services and timely crime tips. It is mailed to each senior resident of Broomfield, enabling the program to reach isolated seniors and ensuring that information receives wide dissemination.

By working exclusively with the senior population, the senior liaison officer has become an expert in senior issues and is able to refer seniors to appropriate community services. Service providers work closely with the officer. For instance, a locksmith has helped to secure homes. Meals on Wheels staff notify the police department of seniors in need and of suspicious circumstances. In addition, the program works with groups such as the American Association of Retired Persons and the Boulder County Retired Senior Volunteer Program.

Collaboration also occurs within the police department. The senior liaison officer receives every report involving a senior citizen and follows up by contacting individuals and referring them to services provided by the police department or other community agencies if necessary. Department personnel learn about seniors' special needs including such topics as elder abuse and neglect.

Results and Impact

Performance Measures

Measures of program success include the number of seniors served and the number of crime prevention classes conducted. The program's goal for its first year was to contact 1,000 seniors. As of October 1994 it reached more than 6,000 senior citizens.

The Senior Liaison Program supports the Broomfield Police Department's positive community policing approach. Effects of this type of policing are difficult to quantify and are evident primarily in feelings expressed by the seniors who have participated in the program.

The program's primary results have been an increase in safety and a decrease in feelings of vulnerability. Thank-you letters to the senior liaison officer show that the seniors are noticing a difference in their lives. To express their gratitude and to give something back to the community, several senior groups have begun making quilts and toys for crime victims.

Successes and Accomplishments

Because of the numerous contacts the Senior Liaison Program has made, seniors are better protected, are more involved in the community, and have received more needed services. Seniors have developed a high level of confidence and trust in officers, and communication between seniors, officers, and community members has increased significantly. Seniors say that they "feel secure," are "happy to know someone is thinking of their safety," and are pleased that they "can talk to the officers."

Support from the Senior Center has been crucial to the program's success in enhancing the overall quality of seniors' lives and reducing fear of crime. The storefront operation at the center alone has contacted more than 3,551 seniors, and the senior liaison officer has evolved from a stranger whom no one would talk with to the primary source of advice for thousands of citizens.

Thank-you letters to the Senior Liaison Officer show that the seniors are noticing a difference in their lives. One thank-you letter expresses a couple's gratitude for the program:

We are in our late sixties with a fixed income. It is sometimes difficult to get everything done that needs doing. Your program in helping senior citizens has been a tremendous help. We know we are much safer in our home.

Increased awareness of seniors' problems has helped resolve concerns that would have been unrecognized. Officers have provided lamps, shopped for groceries, and helped seniors in other ways. The liaison officer has gone so far as relocating individuals who were living in abject circumstances and had no family assistance.

Further, the program has increased senior safety and security by providing education to 770 seniors and security checks for 34 seniors. Project services have been explained to more than 500 seniors living in isolated areas. And citizens have reported 260 crimes against seniors.

In recognition of the program's achievement, the International Association of Chiefs of Police selected it from over 200 police agencies throughout the world as a semifinalist for the Webber Seavey Award for Quality in Law Enforcement, which recognizes innovative and creative police programs.

Prospects for Replication

The Senior Liaison Program is easily replicable in any city or rural setting, and in fact the Broomfield Police Senior Liaison Program's success has encouraged other cities and agencies throughout the country to request the senior liaison officer's technical assistance in developing similar programs.

Proactive departments are seeking innovative programs to enhance the quality of life in their communities. It has become imperative for police departments to form partnerships with their communities and use all available resources to achieve community wellness. In Broomfield the Senior Liaison Program is just one way that the department has enlisted other agencies and community members to work together toward common goals.

Funding

Bureau of Justice Assistance: \$37,972 (1994-95)

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Mississippi

Mississippi Children's Advocacy Center Project

Statement of the Problem

The trauma children suffer at others' hands can cause lifetime emotional, psychological, and physical problems. Child victims of sexual abuse in particular may suffer from physical complaints, difficulty forming and maintaining relationships, guilt, shame, lack of self-esteem, nightmares, aggressiveness, alcohol and drug abuse, sexual dysfunction, difficulty concentrating, problems in school, depression, withdrawal, and self-injurious behavior. Children treated soon after abuse occurs have a better chance of recovering and becoming healthy, productive citizens. If untreated, child victims may develop emotional problems or become perpetrators themselves.

To help the victims of child sexual abuse, services must emphasize not only the child but also the nonoffending family members. Service professionals need to coordinate their efforts. Often, children are interviewed many times by criminal justice and child protection agency investigations, causing them to relive their trauma over and over and increasing their fear of the system as well as their apathy toward professionals involved in the case. Professionals with inadequate interview training intensify the problem.

Goals and Objectives

The primary goal of the Mississippi Children's Advocacy Center (MCAC) is to protect child sexual abuse victims and to help them recover. Another goal is to create a multidisciplinary approach to handling child abuse cases and to facilitate a support system for children throughout the criminal court process. Currently, the MCAC provides free, therapy-based forensic interviews and psychotherapy to children.

The MCAC has identified four needs that must be met to help victims and their families

- Victims must receive psychological tests to

provide hard data for use in court. An expert's opinion may by itself be insufficient to convince a judge or jury.

- Nonoffending parents need to learn how to cope with abuse, interact with their abused child, handle the court system, and deal with their own stress.
- The victims need to be prepared to participate in the criminal justice system. They need to hear court processes explained in terms they can understand. Children who face the system unprepared can break down or recant their stories. Court officials and prosecutors seldom have time to prepare victims and witnesses properly.
- To prevent children from being victimized by the system, legal professionals need to be educated about child abuse, how to interact with children, and how to use a multidisciplinary approach in preparing cases.

Program Components

The MCAC provides training and support services to law enforcement officers, district attorneys, social workers, and other professionals involved in child sexual abuse cases. The center uses a multidisciplinary team approach to serve victims, offering counseling and other support and acting as a liaison between professionals so that information is exchanged freely.

Currently, the MCAC serves about 400 children per year. Roughly 95 percent of these children may be victims of sexual abuse. Therapists at the center provide forensic interviews that can be used by child protective service, law enforcement, and criminal justice workers. The center provides short-term therapy. In 1994 more than 50 percent of the sexual abuse cases referred to the MCAC were substantiated, matching the national average. Most of these cases go to the Youth Court, but only a small percentage result in criminal prosecution.

The MCAC collects hard psychological data on children who have been determined to be victims of sexual abuse, who have supportive nonoffending parents or guardians, and who may testify in court.

Parents or guardians fill out the Child Behavior Checklist, a Conner's Rating Scale, and a Child Sexual Behaviors Inventory. The children's primary teachers are also asked to complete the Conner's Teacher Rating Scale to provide corroborative data. Victims complete a Child Depression Inventory and a personality inventory. The results of scored and analyzed data for each child are included in clinical summary reports. MCAC compiles summary case data for reference purposes.

The MCAC psychologist develops the curriculum and recruits members for a nonoffending guardian group. Members who are affiliated with MCAC cases or referred by community and criminal justice agencies, must be willing to attend meetings and read all the materials they receive. They must also complete a questionnaire upon entering and exiting the group to assess the knowledge gained.

The psychologist also develops the curriculum and recruits members for the preparation group for victims required to testify in court. The group which meets for several weeks offers courtroom visits, age-appropriate education on the court system, a forum for exploring and overcoming fears about the legal process, parent-child sessions to help parents support their children, and a class about what to expect during the trial. Prosecutors, victim/witness coordinators, and judges speak to this group.

Professionals working with child victims of sexual abuse receive training that includes learning successful interviewing skills, speaking the language of children, and running multidisciplinary processes as well as using the Children's Advocacy Center. The MCAC staff consists of two full-time therapists, one part-time therapist, a program director, and an administrative assistant. College interns in related fields are used when available.

Results and Impact

Performance Measures

The following criteria are used to assess program performance:

- number of victim evaluations;

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- results of nonoffending guardian groups' entry and exit questionnaires;
 - results of the Court Preparation Groups;
 - surveys assess the effectiveness of the two types of groups;
 - training program summaries indicating attendees and their backgrounds; and
 - questionnaires to assess training effectiveness.

Successes and Accomplishments

The MCAC's impact has been appreciable. The program serves three counties, and the training and consulting it provides have improved handling of child victim cases by child protection and criminal justice agencies. The program has also established a fluid line of communication with area law enforcement officers to help in their investigations. MCAC evaluates at least 25 hard data cases in a year, and the information is included in a data base.

Prospects for Replication

One hundred and forty children's advocacy centers exist across the country. Each center accommodates local needs in slightly different ways, but overall goals are the same. A National Network of Children's Advocacy Centers member evaluates a site, and the board of directors must review findings before accrediting a center.

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Nebraska

Crime Victim Services Needs Assessment Instrument

Statement of the Problem

Nebraska is primarily a rural State. Its 93 counties cover approximately 77,355 square miles and its population totals 1.6 million. Most areas of the State are sparsely populated and as a result, services for crime victims are not always available or easily accessible. Citizens must often drive considerable distances to obtain needed services. In recent years new industries locating in the State have attracted new ethnic groups, and the State has struggled to provide services to crime victims from these populations.

Nebraska has 24 domestic violence sexual assault programs and 13 victim/witness programs that provide direct services to victims of crime. The Federal Victims of Crime Act (VOCA) block grant program is the main funding source for the victim/witness units. The number of counties served by each domestic violence program varies and the types of services provided may also vary. Victim/witness units are more localized and provide direct services for all victims of crime. Their services may also vary from one program to the next.

The Nebraska Crime Commission administers the Federal VOCA and anti-drug abuse grant funds. While determining which agencies would receive VOCA funds, a commissioner asked, "How do we know the needs of crime victims are being met with the funding of these agencies? Is the Crime Commission using VOCA funds in the most efficient and effective way possible to address the needs of crime victims?" Currently, there is no way to formally document what services are available in different areas of the State, what services are needed, and how well existing services are being provided.

Goals and Objectives

The goal of this effort is to formally document the needs of crime victims in Nebraska. The Nebraska Crime Commission requested and received technical assistance from the Bureau of Justice Assistance to develop a Crime Victim Services Needs Assessment Instrument. Dr. William Pelfrey, chairman of the Criminal Justice Department of Virginia Commonwealth University, helped develop the instrument along with representatives from victim service programs in Nebraska.

The needs assessment instrument will enable the State to:

- survey 3,500 Nebraskans about services needed by and available for victims of crime;
- survey 1,400 victims of crime about the services they received, their satisfaction with those services, and services needed but not provided; and
- survey 36 victim assistance programs to uncover any duplication or gaps in services within their respective areas of the State.

Program Components

Nebraska's Crime Victim Services Needs Assessment has three components. The Nebraska Victimization Survey will be mailed to 3,500 individuals age 18 and older across the State. Recipients will be randomly selected using drivers licenses to ensure diversity of age, sex, and ethnicity of respondents. The survey will ask if respondents were victims of a crime and if so, what type of crime, if they reported it and if not, why not; if they are aware of and use existing victim services; if they are satisfied with available services, and what additional services they think are needed. The respondents' zip codes will identify what areas of the State the information pertains to.

A Victim Assistance Client Survey will be given to victims at service agencies by graduate students of the University of Nebraska at Omaha and completed voluntarily and privately. Respondents will personally return the survey to the graduate student in a sealed envelope. This survey will identify the agency that provided the most recent services, the types of services provided, the victim's

satisfaction with the services, and the types of services needed but not provided. This component will identify the strengths and weaknesses of individual victim assistance agencies as well as needed services.

The Inventory of Victim Assistance Programs in Nebraska will be completed by victim assistance agencies and will identify what areas of the State are being served; how the agency is funded; and its staffing, services, number of clients, and client demographics. Results of this component will help identify gaps and duplication in these services.

Results and Impact

Performance Measures

Several indicators will measure the success of this project. The primary performance measures will be:

- the number of surveys returned for each component;
- the number of services by type that are provided to crime victims in specific areas of the State;
- the degree of satisfaction with those services in specific areas of the State; and
- the number of services identified as needed in specific areas of the State.

The assessment should provide a sound basis for allocating VOCA and anti-drug abuse funds. Additionally, it will be the basis for a statewide crime victims strategy planned for 1996-1997. The needs assessment will complement input received from participants of the 1995 Nebraska Governor's Conference on Crime Victim Issues, and that input will also contribute to the statewide crime victims strategy. Finally, the assessment will enable local victim assistance agencies to identify and address the strengths and weaknesses in their programs and to make adjustments as needed.

Successes and Accomplishments

This instrument was cooperatively developed by the Nebraska Crime Commission, local victim assistance

programs, and Dr. William Pelfrey of the Virginia Commonwealth University. In partnership with the Bureau of Justice Assistance and the Office for Victims of Crime, the Nebraska Crime Commission will test the validity of the instrument during the first three months of 1996 with a final report expected by the end of April 1996. After the completion of testing, the partnership will make necessary changes to the instrument.

Prospects For Replication

The needs assessment should be is finalized by the summer of 1996 and will be available to other States as well as local jurisdictions within the State of Nebraska. It should enhance victim assistance efforts at the State, regional, and local level.

Funding

Bureau of Justice Assistance: \$24,000

Office of Victims of Crime: \$24,000

State match: \$24,000

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Youth Violence

District of Columbia

Comprehensive Gang Initiative

Statement of the Problem

Present in U.S. cities for a long time, gangs satisfy many needs of their members, both positive and negative. Frequently serving as surrogate families, gangs are not likely to disappear any time soon, and changes make them increasingly worrisome. Gang involvement in drug trafficking and its attendant violent crime is becoming more widespread. Gangs generally are of some specific ethnic or cultural orientation, and thus pose very different and very difficult operational problems for criminal justice and social service agencies in developing appropriate responses.

Bureau of Justice Assistance-funded efforts, as well as efforts funded by other Office of Justice Programs agencies have demonstrated that these gangs tend to exploit youths. Further, while the controlling and influential gang grows older, younger members tend to become involved in violent gang activities at earlier ages.

The Bureau of Justice Statistics (BJS) reported in its "Selected Findings: Violent Crime" that people ages 16 to 24 consistently have the highest violent crime rates. The violence level of crime committed by this age group has been increasing, while violent crime rates for older adults have remained steady or decreased. The violent crime rate for 16- to 19-year-olds was the highest ever in 1991, and for 12- to 15-year-olds was the highest ever in 1992 (the latest year studied).

The April 1994 BJS "Crime Data Brief: Guns and Crime" reported, "In 1992 offenders armed with handguns committed a record 931,000 violent crimes." Males were twice as likely as females to be victims of handgun crimes, and blacks three times as likely as whites. For males age 16 to 19, the rate for blacks (40 per 1,000 persons) was four times that of whites, and for males 20 to 24, the rate for blacks (29 per 1,000 persons) was three times that of whites.

Goals and Objectives

The purpose of the Comprehensive Gang Initiative is to demonstrate a multifaceted program to prevent and control emerging and chronic urban street gang drug trafficking and related violent crime. The Comprehensive Gang Initiative carefully balances prevention, intervention, and suppression activities. The model is a flexible, adaptable, multifaceted problem-solving approach that encompasses strategies that bring together cooperative and coordinated efforts of the police, other criminal justice agencies, human services providers, and community programs.

The Comprehensive Gang Initiative does not focus on eliminating gangs per se, but applies a problem-solving approach to addressing the crime problems they cause. Once a problem has been identified and analyzed, the response could involve law enforcement activities, gang interventions, or prevention programming for at-risk youth.

The goals of this program are to:

- identify promising and effective programs for preventing and controlling gang drug trafficking and violence;
- implement effective gang prevention and control programs in selected jurisdictions; and
- disseminate effective gang prevention and control programs.

Four assumptions are based on an assessment of various local communities, their gang problems, and their responses:

- gang solutions evolve partially as a response to interventions; any local intervention must have a strong problem-analysis component that goes beyond intelligence gathering to include data analysis and community input;
- gang problems are multifaceted; any local intervention will have to involve a multiorganizational approach;

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- gangs thrive in disorganized communities; communities need to be organized and then involved in the local interventions; and
 - dynamic ongoing efforts are needed to bring together agencies and individuals to reduce gang-related problems in their communities.

Program Components

A prototype model developed by the Police Executive Research Forum (PERF), in conjunction with the COSMOS Corporation, is based on three principles: adaptability, flexibility, and a multifaceted approach. The growing complexity of the drug-gang-violence problem calls for a comprehensive strategy with components ranging from prevention to suppression, and involving public and private institutions.

Because so many programs exist that are designed for many different situations, a strategy is needed that can be used in diverse settings against diverse problems. This approach focuses on the analysis of local gang problems and the selection of intervention components through a systematic process, consisting of a set of problem-solving steps called SARA—scanning, analysis, response, and assessment. The locally based initiative will result in tailor made interventions with the appropriate mix of police, prosecutorial, educational, counseling, and other components. Concurrent with development of the model, PERF has developed an implementation manual and a program for technical assistance delivery.

The first four demonstration sites were funded during 1993 and have received funding through October 1996. Those sites are Suffolk County, Massachusetts; San Diego, California; Aurora and Jefferson Counties, Colorado; and the Tri-Cities Task Force (Seven Hills/Parma/Parma Heights, Ohio). Under BJA's Comprehensive Communities Program, ten additional sites have elected to initiate a Comprehensive Gang Initiative.

Results and Impact

Performance Measures

The evaluation of this project has focused on the way the project's intervention proceeded and on outcomes. Process evaluation looks at:

- the environment into which the project was introduced;
- the implementation of process design, including provision of services specified in the plan;
- intervening events that may affect either implementation or project outcomes; and
- any unintended consequences that may result from the project.

Impact evaluation examines the extent to which project goals are actually achieved.

Successes and Accomplishments

As could be expected, the four demonstration sites have encountered various hurdles. Process issues include interagency coordination, gaining access to community groups, and general problems of project and site management. Technical assistance to each site has helped to clear most of the project impediments, gathering useful information for replications.

Since the project is at a midpoint in its implementation, activities have concentrated primarily on process. Thus, few impact measures are available. Still, the problem-solving process itself calls for the implementing sites to determine measures of success and document their achievement. Where goals are not yet realized, the process provides for adjustments through assessment, renewed analysis, and response. Mixed results are expected, for if the demonstration projects reported only successes, such reports would suggest that the projects were not confronting the most difficult issues.

Prospects for Replication

The prospects for replication of the Comprehensive Gang Initiative model are excellent. As stated earlier, ten of the 16 BJA-funded Comprehensive Communities Programs are implementing the Comprehensive Gang Initiative model. The program is not technology dependent and does not require additional personnel allocations or departmental reconfigurations, reorganization, or realignments.

Funding

Bureau of Justice Assistance Discretionary Grant:
\$2.5 million (1991-95)

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Georgia

Uhuru Project: Local Initiative of the Children-At-Risk (CAR) Program

Statement of the Problem

An extensive crime study conducted by the City of Savannah in 1991 revealed that the area with the greatest concentrations of drug abuse, juvenile arrests, teen mothers, abused children, female-headed households, and poverty holds 19 percent of the city's population. In 1990 that area had 30 percent of all reported child abuse and neglect cases and was home to 24 percent of the city's unemployed and 32 percent of all pregnant teenagers. Eighty-eight percent of the area's residents are nonwhite.

Equally disturbing are data on the number of juvenile court cases filed. Juveniles, particularly black males, participate in a significant number of adult offenses such as homicide, robbery, assault, and drug and weapons offenses. A large portion of these alleged offenders likely reside in or commit offenses in the targeted area. In 1990 a total of 1,565 incidents in the city involved juveniles. Of all 1991 juvenile filings, 81 percent of the individuals charged were black males. Seventy-five percent of theft, 84 percent of stolen property, 78 percent of battery, and 90 percent of assault cases filed in juvenile court involved perpetrators between the ages of 13 and 16.

Goals and Objectives

The Uhuru Project is part of the Children-At-Risk (CAR) substance abuse prevention program managed by the Center on Addiction and Substance Abuse (CASA) at Columbia University. The Uhuru Project aims to: (1) develop a comprehensive, experimental program that includes intensive education, social services, and justice system activities for high-risk youth in an impoverished neighborhood; (2) enhance the real and perceived safety of program participants by reducing illegal drugs and crime in the neighborhood; (3) increase coordination of service delivery among human service and justice systems agencies for program youth, their families, and the neighborhood; and (4) enable participants to become productive, drug-free, law-abiding citizens.

Program Components

The CAR program brings together social and criminal justice agencies to serve high-risk 11 to 13-year-olds in the sixth and seventh grades and their families living in impoverished urban neighborhoods. The local name of the CAR program, which began in Spring 1993, is Uhuru, which means "freedom" in Swahili. The program incorporates the principles of Nguzo Saba, a value system emphasizing unity, self-determination, purpose, creativity, faith, collective work, responsibility, and economics. The various program components share an Afrocentric emphasis on the integrity of the community, family, and individual and are based on the African proverb, "It takes a whole village to raise a child." The program

recognizes the importance of spirituality, self-identity, extended family, unity, values, conflict resolution, and rites of passage.

All of the children in the program until fall 1995 were African-American, and lived in the neighborhood targeted in the previously mentioned 1991 study. Students who qualified for the program were failing academically, attaining low test scores, or displaying disruptive behavior. Some came from families needing drug counseling.

Case Management Five Uhuru family advocates work out of a community family resource center. They also visit the base middle school every day and attend weekly case meetings with the family advocates, a therapist, school staff, and police officers. The family advocates recruit families into the program, make assessments through home visits, and create and help implement service plans. In addition, these advocates are actively involved in the after-school program, family intervention activities at Saturday meetings, and various special events.

Family advocates are selected based on their knowledge of the community, understanding of the Uhuru value system, previous professional experience, sensitivity to the community, and ability to work with children. Prior to the start of the Uhuru Project, the five family advocates were taught family-based case management, African value systems, and community strength-building.

After-School Program The program comprises several components, some managed by Uhuru family advocates and others part of a schoolwide after-school program. Monday through Thursday, Uhuru youth join schoolmates for after-school tutoring. Twice a week after tutoring, the youth participate in a schoolwide recreation program. The other two days after tutoring, they participate in the Harambee Circle and a rites-of-passage activity. The Harambee Circle is a meeting with family advocates that includes self-esteem building and group affirmation activities. Rites-of-passage activities include African culture and history programs; anger management and leadership workshops; and the Rites of Passage Enrichment (ROPE) program, which features "rap sessions" and African dances and songs to convey messages of self-esteem, respect, and purpose. Every Friday,

Uhuru participants join other community youth for recreation and homework assistance at the Boys and Girls Clubs.

The Uhuru family advocates run the Harambee Circle and rites of passage components and supervise the Friday recreation. As an incentive, youth are given \$10 per week, distributed each Friday for perfect attendance at the after-school program.

Tutoring The Uhuru after-school program includes four sessions per week in a school-wide tutoring program. Teachers run help sessions in each of the school's core course areas: mathematics, language arts, reading, and social studies/history. Family advocates refer Uhuru participants to the relevant sessions according to each youth's academic strengths and weaknesses.

Counseling and Peer Groups A full-time therapist sees Uhuru youth and other family members on a referral basis. In addition, family members may be referred to other counselors for drug prevention and substance abuse education, individual counseling, or peer or group counseling.

Parent Intervention Uhuru's Saturday Academy provides activities two Saturday afternoons per month at the community center. One Saturday is devoted to caregivers, the other to all family members. Some events are specifically for Uhuru families, while others are open to the entire community. Activities have included picnics, holiday celebrations, workshops, and presentations by provider staff, police officers, and others on such topics as drug prevention, self-esteem, school services, and African history. Saturday Academy meetings have also been working sessions for community projects. In addition, family advocates encourage Uhuru parents to attend ongoing parenting workshops, based on the Parents Reclaiming African Information for Spiritual Enlightenment curriculum, provided by another organization.

Summer Activities During the summer, some Uhuru youngsters attend a school program that includes classes Monday through Thursday mornings as well as field trips and other activities on Fridays. In addition, the Youth Futures Authority funds a

half-day summer camp open to all middle-school children. Interested Uhuru participants have priority access to the eight-week program run by Leisure Services of Savannah, which includes sports, arts and crafts, and health and dance classes. Throughout the summer, the Boys and Girls Clubs offer afternoon recreational and educational activities for members, including those who have memberships through the Uhuru Project.

In addition, Uhuru youth attend ROPE meetings one evening a week for six weeks. The meetings are divided into separate groups for girls and boys.

Service Cabinet A service cabinet that helped develop the project now serves as an advisory body. The cabinet, which convenes monthly, includes representatives from resource agencies such as the health department and housing authority, direct provider administrators, line staff, police officers, and school personnel.

Special Activities The project features a variety of special events and outings, including community service projects. As part of the county Transit Authority's "Adopt a Stop" project, Uhuru youth clean up and maintain a bus stop near Hubert Middle School. During the Christmas season, youth worked with the American Lung Association in a charity gift-wrapping booth at a local mall. Uhuru youth also participated with other local groups in the Community Kwanzaa Celebration.

Community Policing The Uhuru liaison officers have a pivotal role in the program. Two officers, a male and a female, are assigned full-time to Hubert Middle School, where they provide a friendly police presence, greeting students in the morning, participating in the daily bus routing, and helping to ensure safety in the building and on school grounds. The officers' superiors chose them for this duty based on their sensitivity to the neighborhood, familiarity with the project's value system, and ability to work well with children. The officers teach a self-esteem and drug prevention course for seventh grade students that includes sessions on drug and health issues, conflict resolution, decision-making techniques, and other topics suggested by students.

The Uhuru officers also make home visits to Uhuru youth and families, make presentations at the Saturday Academy, participate in program special events, and attend service cabinet meetings. The Uhuru officers work with area beat officers, who also know the Uhuru students and participate in service cabinet meetings and special events. Savannah recently hosted a Community Oriented Policing (COP) workshop, sponsored by the Bureau of Justice Assistance, which brought together police personnel, social service providers, school staff, Uhuru staff, program administrators, and youth to address local problems.

Termination Participants in the Uhuru Project are terminated for several reasons. Students, parents, or caregivers who state they no longer want to participate in the project must sign a statement to that effect. Students who move out of the targeted area or transfer from Hubert Middle School cannot participate in the Uhuru activities and can no longer be members of the project. Parents or caregivers who do not participate in Uhuru parent activities for two consecutive months without a reasonable excuse are terminated along with their children. Students who do not attend 70 percent of all assigned Uhuru activities are also taken out of the program. Finally, students who threaten other students or Uhuru advocates with violence are terminated.

Results and Impact

Performance Measures

Program participants and their families are expected not to engage in substance abuse, criminal behavior, and misconduct, in order to reduce criminal behavior and delinquency in the target neighborhood. Police and court personnel have agreed to provide Uhuru staff and evaluators with the records to track these indicators. Uhuru students are also expected to demonstrate academic success for their ages and grade levels. To measure this indicator, schools provide program staff and evaluators school records for grade, attendance, and test scores. In addition, Uhuru's service cabinet conducts quarterly reviews of social service and justice system activities to ensure that service delivery is coordinated, flexible, and accessible.

Internal and external evaluations are also being conducted on the project. The evaluation design includes a quasi-experimental component, whereby 50 Hubert Middle School students who are not part of the Uhuru Project are interviewed as a control group. A neighborhood comparable to the target neighborhood has been selected for comparing children who receive program services with those who do not.

Successes and Accomplishments

The academic performance and school attendance of children participating in the Uhuru Project have both increased, while illegal activities directly outside the school campus have subsided. This change has been attributed to the presence of the two officers who patrol the school grounds and of the beat officers who patrol the surrounding neighborhood.

Program administrators have also noted a positive attitude change in the children served by the Uhuru Project. Children who once could not make eye contact or converse with others are now representing the Uhuru Project in public and appear to be less angry and hostile. The number of fights and the amount of gang activity near the school and on the campus have likewise decreased.

Funding

Bureau of Justice Assistance: \$170,443 (1993-95)

Prospects for Replication

To implement a program similar to the Uhuru Project, organizers must mobilize communities and convince residents of the importance of keeping youth away from drugs and crime. Financial assistance should be obtained from area agencies, but organizers must be committed to moving forward with or without funds and if necessary, developing programs that do not require funds.

Often organizers mistakenly assume that everything about a community is negative. Programs like the Uhuru Project assume that communities have strengths as well as negative aspects. Organizers must draw on those strengths to counteract the weaknesses, promoting the concept that "it takes a

whole village to raise a child" among the professionals who facilitate the program, the community members, and health, education, and law enforcement agencies.

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Texas

Comin' Up: A Youth Gang Intervention Program

Statement of the Problem

Gangs are a component of violent crime that cannot be ignored. Cities throughout the United States are plagued by gang activities, which wreak havoc on their communities and often result in violence. To combat these problems, Fort Worth, Texas, with the assistance of the Boys and Girls Clubs of America, developed the Comin' Up: A Youth Gang Intervention Program that focuses on the prevention of gang activity, especially violence.

Goals and Objectives

The main goal of the program is to help youth involved in gangs by providing need-based services and activities as part of the overall collaborative effort to reduce the level of gang violence in Fort Worth. Program goals include: (1) providing

services to youths already involved in gangs; (2) collaborating with the local police department, organizations, and agencies to identify gangs most involved in the violence; and (3) targeting individual members who have a significant impact on their gang's activities and providing those members with specialized services.

The program developed the following objectives to accomplish these goals:

- identify gang members in need of program services through referrals from the police, schools, juvenile probation, and other relevant agencies and organizations;
- provide extended services in seven target areas that will attract and involve 100 young people affiliated with gangs;
- identify and target 25 gang members at each target site for more intense case management and service provision;
- assess the needs and interests of each targeted youth and develop specific action plans;
- provide needs-focused services and activities;
- refer family members to appropriate services;
- establish relationships and respect among youth from different areas and neighborhoods who would otherwise interact negatively or violently;
- employ 14 program participants (two at each site) to serve as part-time community outreach workers, to further assess and involve other gang-related youth; and
- support the idea and development of truces among rival gangs, and reduce gang violence through peer mediation and program staff involvement.

Program Components

The Youth Intervention Program operated by the Boys and Girls Clubs of Greater Fort Worth is a multiphase program serving seven target areas: Northside, Stop Six, Polytechnic, Near Southside,

Near Southeast, and Diamond Hill. In each area a working group identifies and targets specific gangs and gang members for program participation and takes referrals directly from agencies or organizations that identify youth who need the program. All gang affiliation is verified by the local police department.

The recruitment phase involves the development of action plans, which include outreach strategies and timeframes for getting targeted youth involved in the program. After completing a needs assessment for each youth, referral services are explored. All needs assessments are developed by the program staff, school officials, parent(s), and police or probation. A service plan is developed on the basis of the needs assessment.

Program services include: education, crisis counseling, mentoring, job development, as well as recreation and leisure activities. Services are provided during late evening hours and by interest. Interest-based services include: basketball, swimming, volleyball, flag football, double Dutch, table games, field trips, camping, drama, and music. Needs-based services include: communication skills development, conflict resolution, human sexuality, alcohol and drug abuse prevention, individual counseling and service planning, job skills development, personal development, peer mediation, and mentoring.

As the program progresses at each of the seven program sites and youth from different gangs are able to interact positively at each site, intersite activities are planned. Social and community service activities that require the youth to work together on a communitywide project help youth from different parts of the city understand each other.

As the 25 selected youth at each site progress through the program, some will return to school or get jobs. Two will be hired as part-time community outreach workers. They will serve as liaisons between the program and the gangs, as promoters of the program in their own community, and as mediators (assisting only when appropriate) in gang-related issues.

Once relationships have been developed between the program and the gangs, truces are promoted

and mediation disputes settled when appropriate and possible. To keep all city efforts on reducing gang violence coordinated, mediation work is done with the knowledge and support of the Police Department's Gang Unit.

Results and Impact

Performance Measures

The program's success is evaluated by the following performance measures:

- number of youth identified and referred as needing program services;
- number of youth recruited into the program;
- number of youth involved with program services;
- number of family members identified and referred to appropriate services;
- number of truces established between gangs as a result of program mediation activities; and
- number of youth who returned to school or got jobs.

Successes and Accomplishments

Comin' Up has made substantial progress toward its objectives and ultimate goal:

- 700 youth have been recruited;
- 700 youth have participated in site services;
- 175 youth have participated in targeted program services;
- 14 youth have participated in community outreach services;
- services range from personal development counseling and interpersonal communication skills training to educational programs that confront the issues affecting the health of today's youth;
- activities range from fine arts to sports to field

trips, exploring any number of areas in which participating gang members show interest; and

- truces that make program participation feasible have been negotiated.

Comin' Up has successfully offered positive alternatives to gang activities and engaged in aggressive advertisement and understanding to make these alternatives realistic for gang members.

Prospects for Replication

The concept of weakening youth dependency on gangs by providing need-based services and activities has been highly successful and well received by the City of Fort Worth. Comin' Up has clear goals and objectives but is flexible in terms of providing programs that reflect the interests and needs of each participant. It is an adaptable program for other cities plagued by gangs and gang violence. Successful replication requires strong support from the community; a staff with the motivation to aggressively identify, recruit, and work with gang members; a variety of activities, services, and cooperative referral agencies to meet all participants' needs; and collaboration between the police, the community, and the service agencies to ensure information sharing.

Funding

Office of Juvenile Justice and Delinquency Prevention: \$20,000

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New Jersey

Project CORE

Statement of the Problem

Increased juvenile crime and incarceration rates over the past decade, combined with growing facility construction costs, have prompted criminal justice officials to seek correctional options for juveniles aside from incarceration. Reducing recidivism through meaningful programs for offenders is also being emphasized. Faced with these issues, New Jersey is developing and testing new forms of offender programming for juveniles. To satisfy the need for effective aftercare programs, particularly in disadvantaged communities, the New Jersey Department of Human Services, Division of Juvenile Services, working with Rutgers University, implemented the Communities Organized to Regain Their Environment Project (Project CORE) in early 1994.

Located in Newark, Project CORE serves adjudicated Essex County males aged 15 to 18. Newark was chosen as the project site based in part on community need. With 37 percent of its children living below the poverty level, Newark is one of the most severely disadvantaged of all New Jersey communities. The city is 78 percent nonwhite with a teen death rate 133 percent above the State average. Essex County consistently ranks last among New Jersey counties in terms of overall child well-being. Further, the county's juvenile arrest and commitment rates were 19 percent and 107 percent above State averages in 1993. Studies have shown that children growing up in such communities—particularly juveniles who have been previously adjudicated—are likely to be exposed to violence, do less well in school, become unmarried teen parents, and fail to make a smooth transition to work. All too often these children, without the tools and guidance necessary to establish and maintain a crime-free lifestyle, return to the criminal justice system.

As a community-based aftercare program, Project CORE is unique in New Jersey's criminal justice system. By providing transitional support to court-adjudicated youth, the program seeks to address

many of the inadequacies of the current system recently identified by the Governor's Advisory Council on Juvenile Justice.

Goals and Objectives

The program seeks to reduce juvenile recidivism through community-based programming that provides increased employment opportunities and job training, relationships with community mentors, and life-skills training, and that emphasizes community service. Project CORE is targeted at youth who have been adjudicated for auto theft and drug-related offenses. CORE provides these juveniles with aftercare services in an effort to meet the following objectives: to reduce juvenile recidivism rates; to increase levels of educational achievement; to provide job training and placement services; and to increase community involvement and awareness.

Program Components

Specific program activities include:

- applied math, language arts, and computer literacy skills training;
- job-focused vocational, interpersonal, and coping skills training;
- reintegration of youth into the community through community service and team-building activities; and
- opportunities for employment.

Attaining these and other goals requires staff involvement not only with participants, but with their families and the community. By offering ongoing assistance while strengthening external support systems, CORE strives to help participants to develop and maintain a crime-free lifestyle.

Because Project CORE is operated in conjunction with Rutgers University and is located adjacent to its Newark campus, juveniles are able to benefit from many of the school's academic offerings. They regularly participate in programs led by university faculty, use university facilities, and interact with university students.

CORE is a three-phase program designed to last 12 months. Total program time can vary, however,

depending on participants' needs. Ideally, program candidates are interviewed by a selection committee shortly after adjudication.

In phase I, participants are placed in one of three residential facilities for approximately four months, depending on their behavior and total term length. During this time, they become familiar with the CORE program, work with staff to develop a program plan, and participate in selected CORE activities.

Phase II begins with a week of transition during which participants are involved in CORE activities during the day and return to the residential facilities in the evening. As a group, second-week students engage in an Outward Bound-type of experience to build teamwork skills and self-esteem. For the remainder of phase II, they participate in a flexible mix of educational and personal enrichment activities. Participation is key in determining which enrichment activities will work. Staff monitor individual progress and assist participants in developing educational and employment goals. Each participant receives an appropriate educational or employment placement. Juveniles participate in regular CORE programming when they are not involved in placement activities.

Phase II includes the following components:

Applied Basic Skills Development—Educational staff develop individual education plans for participants based on standardized testing, observation, and academic records supplied by the residential centers. CORE, like all residential juvenile facilities in the State, is required by the Department of Education to provide participants with minimum levels of instruction. Beyond these requirements, CORE staff endeavor to design educational programs suited to each student's learning style, educational needs, interests, and goals. Students receive training for General Equivalency Diploma or Scholastic Aptitude Test testing, and learning experiences are integrated into all components of the program.

Life Skills and Urban Issues—CORE works with community contractors to provide training in life skills and urban issues. Classes cover topics such as computer literacy, conflict management and

resolution, personal finances, and minority history and culture.

Educational and Career Placement—During the early stages of the program, efforts are made to assess each student's abilities and interests. In addition, participants are exposed to a wide variety of educational and career options throughout the program. Staff also seek to identify settings that challenge participants and provide opportunities for growth.

Community Service—Participants perform community service work every week, building pride through accomplishment and developing a sense of community responsibility.

Vocational Training—Participants are exposed to a variety of vocational employment opportunities and receive training to allow them to seek entry-level employment on completion of phase II.

Mentoring—Adult role models help CORE participants acquire the skills necessary to function effectively and independently in their communities. Because many mentors are recruited from the university community, they may also influence participants to explore higher education and aspire to careers beyond their current expectations.

During phase III, on-site program participation is no longer required, though placement activities continue to be monitored via a strictly enforced curfew.

Daily CORE operations are supervised by the project director in Newark. Other positions include program coordinator for student, family and community affairs; basic skills instruction program coordinator; placement program coordinator; court/intake program coordinator; and project team leaders. Team leaders are responsible for the day-to-day supervision of CORE participants and for monitoring and assisting participants assigned to their caseloads.

Results and Impact

Successes and Accomplishments

CORE has made meaningful educational and employment placements, completed numerous community service projects, established a community mentoring network, and involved participants' families in program activities. Twenty-four participants are currently enrolled, and the program adds eight or nine new youths each month. Fifty youths have completed the program so far. The staff-to-client ratio is high. There are no outcomes to report at this time, although a formal evaluation by Rutgers University will be conducted.

Funding

Bureau of Justice Assistance: \$440,263 (1995-96)

Grants and aid from New Jersey Department of Human Services: \$396,659

Prospects for Replication

The initial assessment of Project CORE documented program components and identified areas needing modification. As a result of the study, sufficient documentation exists for successful program replication. With the development and implementation of a planned program monitoring and reporting system, prospects for program replication should be excellent.

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California

The National School Safety Center's Youth Out of the Mainstream Program

Statement of the Problem

More than 3 million crimes are committed in America's schools each year—about 1,700 a day. Most of these school crimes are thefts, but many serious crimes occur as well. As the problems of crime, drugs, and violence extend from our streets into our schools, the responsibility to provide a safe school environment has never been more important.

Goals and Objectives

The National School Safety Center (NSSC) was created to help combat the problems of drugs, crime, and violence in schools so they can be free to focus on educating the nation's children. NSSC's contention that schools must first be safe and secure for teachers to educate students has wide support throughout the criminal justice and education communities. This concern is embodied as one of the National Education Goals: By the year 2000, all schools in the United States will be free of drugs, violence, and the unauthorized presence of firearms and alcohol and will offer a disciplined environment conducive to learning.

The project objectives include:

- promoting safe schools—free of crime and violence—and helping to ensure quality education for all America's children;
- focusing national attention on cooperative solutions to problems that disrupt the educational process;
- emphasizing programs that improve student discipline, attendance, achievement, and the overall school climate; and
- working with local school districts and communities to develop customized safe-school training and planning programs.

Program Components

America's system of public education plays a key role in developing knowledgeable, responsible, and

productive citizens. Unsafe conditions, however, disrupt the learning environment so severely that students and teachers are unable to focus on academic goals. Serious crime and violence, drug trafficking and abuse, truancy, vandalism, and discipline problems are, unfortunately, present in many of the nation's schools.

NSSC was created by presidential directive in 1984 to meet the growing need for additional training and preparation in the area of school crime and violence prevention. NSSC provides technical assistance, legal and legislative aid, and publications and films to focus attention on effective solutions to meet its objectives. It also serves as a clearinghouse for current information on school safety issues and maintains a resource center with more than 50,000 articles, publications, and films.

NSSC publications include the School Safety News Service, a comprehensive source for school crime and violence prevention planning; "School Safety," a news journal published three times a year, focusing on specific issues relating to school safety and distributed nationwide; and "School Safety Update," a newsletter published six times during the school year, which provides updates and strategies from around the country.

In addition to producing books, resource papers, and films, NSSC sponsors practicums and workshops in response to specific school safety issues. NSSC assembles groups of experts and practitioners to develop new strategies and model policies to address school crime and violence problems. Participants' ideas are then incorporated into resources to assist in developing safe and peaceful schools.

Results and Impact

Successes and Accomplishments

Model school safety codes have been developed to help State officials and legislators respond to critical legal, constitutional, and educational issues. NSSC staff have provided expert Congressional testimony at the State and Federal levels to support the enactment of critical school safety legislation.

Funding

Office of Juvenile Justice and Delinquency Prevention and U.S. Department of Education: \$1.2 million (1994-95)

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