



# leaa



17380

U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ADMINISTRATION  
WASHINGTON, D.C. 20531

U.S. Department of Justice  
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/LEAA  
U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.



# leaa

# 1973

**LEAA Activities July 1, 1972 to June 30, 1973**

**LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
U. S. DEPARTMENT OF JUSTICE  
WASHINGTON, D. C. 20530**

# Table of Contents

	Page
<b>Chapter 1 LEAA 1973</b> -----	1
Introduction -----	1
Funding and Programs-----	1
Role of LEAA-----	1
New Legislation-----	3
New Administration-----	3
Management Committee-----	3
Criminal Justice Standards and Goals-----	4
Community Crime Prevention-----	6
Police -----	6
Courts -----	7
Corrections -----	7
Information Systems-----	7
Drugs -----	8
Integrity in Government-----	8
Gun Controls-----	8
Decriminalization -----	8
Implementing Standards and Goals-----	9
Highlights of This Report-----	9
A Sampling of Fiscal Year 1973 Projects-----	9
Police -----	9
Courts -----	10
Corrections -----	10
Juvenile Delinquency-----	11
Drug Abuse Treatment and Rehabilitation-----	11
Organized Crime-----	12
New Directions for LEAA-----	12
<b>Chapter 2 Special Urban Crime Control Programs</b> -----	13
High Impact Anticrime Program-----	13
Treatment Alternatives to Street Crime-----	15
Pilot Cities/Counties Program-----	15
<b>Chapter 3 State and Local Anticrime Efforts</b> -----	17
Office of Criminal Justice Assistance-----	17
Technical Assistance-----	18
Financial Management Assistance-----	24
LEAA Regional Offices-----	24

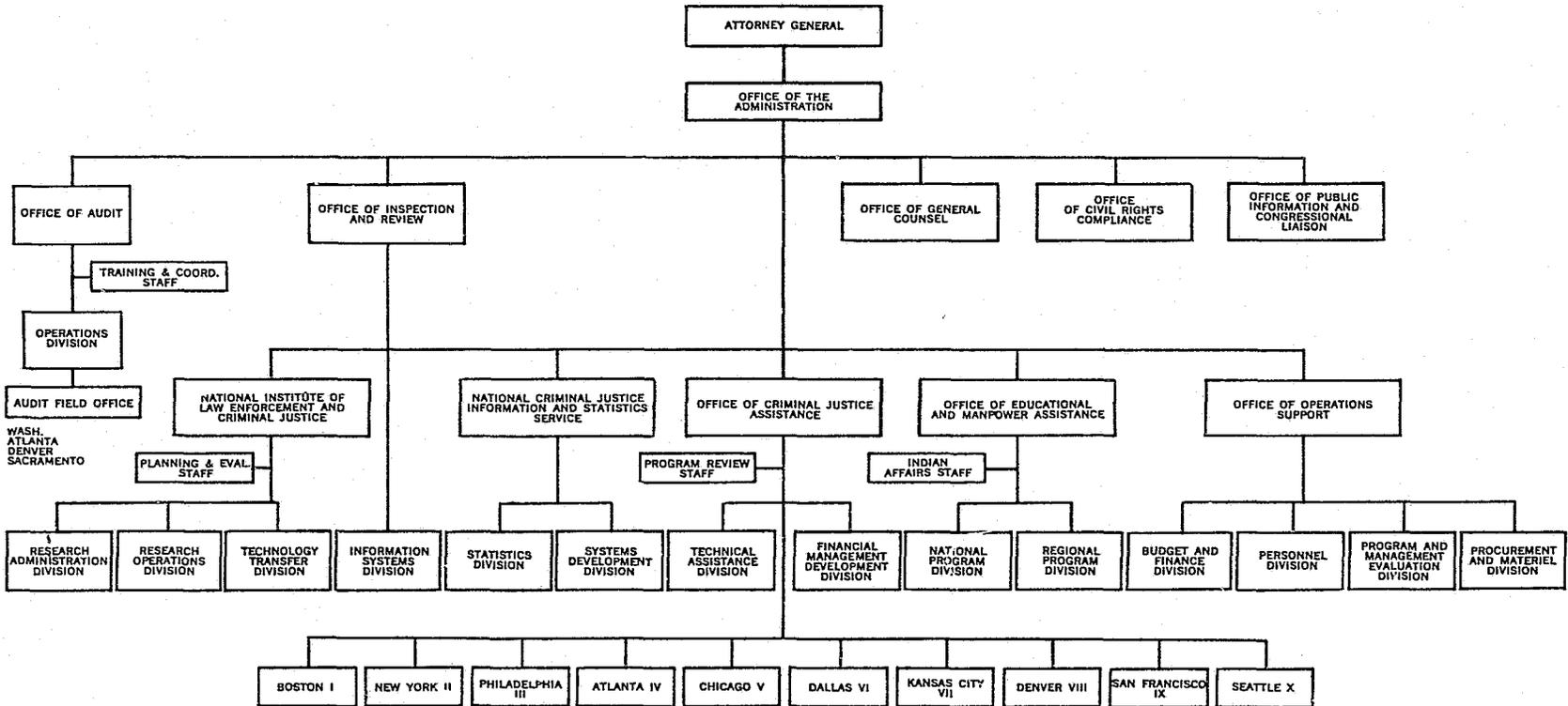
## Table of Contents

	Page
<b>Chapter 4 Regional Reports</b> .....	25
Region One.....	25
Region Two.....	31
Region Three.....	38
Region Four.....	45
Region Five.....	55
Region Six.....	64
Region Seven.....	71
Region Eight.....	76
Region Nine.....	84
Region Ten.....	90
<b>Chapter 5 Law Enforcement Research</b> .....	97
National Institute of Law Enforcement and Criminal Justice.....	97
Responsibilities.....	97
Structure.....	97
Fiscal Year 1973 Research and Development Activities.....	98
Community Crime Prevention.....	98
Detection, Identification and Apprehension.....	100
Adjudication.....	101
Correctional Intervention.....	102
Equipment Systems Improvement Program.....	106
Evaluation.....	107
Technology Transfer.....	108
Special Narcotics Control Grants.....	110
Graduate Research Fellowships.....	110
<b>Chapter 6 Crime Statistics and Information Systems</b> .....	113
National Criminal Justice Information and Statistics Service.....	113
Statistics Division.....	113
Systems Development Division.....	115
<b>Chapter 7 Education and Training Programs</b> .....	119
Office of Educational and Manpower Assistance.....	119
Law Enforcement Education Program.....	119
Internship Program.....	119
Graduate Research Fellowship Program.....	120
Educational Development Program.....	120
Training Programs, Workshops and Seminars.....	120
Organized Crime Prosecution Training.....	120
Indian Programs.....	121
<b>Chapter 8 Supporting the LEAA Program</b> .....	123
Office of Inspection and Review.....	123
Office of Audit.....	124
Office of Civil Rights Compliance.....	125
Office of General Counsel.....	126
Office of Public Information and Congressional Liaison.....	127
Office of Operations Support.....	128
<b>Appendix</b> .....	129
Table 1. Allocation of Planning Funds (Part B) by State, Fiscal Years 1969-73.....	129
Table 2. Allocation of Block Action (Part C) Funds by State, Fiscal Years 1969-73.....	130

## Table of Contents

	Page
<b>Appendix—Continued</b>	
Table 3. LEAA Discretionary Grants (Part C) Awarded as of June 30, 1973 .....	131
Table 4. Allocation of Part E (Corrections Improvement) Block Funds by State, Fiscal Years 1971-73 .....	132
Table 5. LEAA Discretionary Grants (Part E) Awarded as of June 30, 1973 .....	133
Table 6. Allocation of Fiscal Year 1973 Part C Funds by Program Categories and by State .....	134
Table 7. Distribution of Law Enforcement Education Program Funds, Fiscal Year 1973 .....	136
<b>Charts</b>	
Organization Chart .....	Facing page 1
Distribution of LEAA Funds 1969-1973 .....	2
Reorganization .....	5
Percentage of Impact Funds and Projects Awarded in the Six Basic Functional Categories .....	14
Allocation of Action Funds by Program Area .....	18
Organizational Chart of the National Institute of Law Enforcement and Criminal Justice .....	98
Distribution of the National Institute FY 1973 Research Dollar .....	100
National Institute Distribution of FY 1973 Funds .....	106
National Institute FY 1973 Publications .....	111

# LAW ENFORCEMENT ASSISTANCE ADMINISTRATION



## LEAA 1973

### INTRODUCTION

As the Law Enforcement Assistance Administration concluded its fifth year of operation, significant strides in crime reduction and criminal justice improvement were evident.

Congress created LEAA in 1968 at a time when serious crime was accelerating at an unprecedented rate. During the decade of the 1960's, crime spiraled upward by 148 percent.

By 1972, this alarming trend had been halted and was beginning to be reversed. For the first time in 17 years, the rate of serious crime dropped by 2 percent.

While small, the reduction was an encouraging sign of progress, which has been bolstered by urban crime statistics reported for the first 3 months of 1973. In 100 major cities—where crime and violence have altered the quality of life for many—crime decreases of up to 30 percent were reported for first quarter 1973.

A variety of complex and intricate factors affect the rise and fall of crime. Undoubtedly, however, the cohesive and integrated framework of national criminal justice reform created with LEAA assistance has substantially strengthened the Nation's ability to reduce crime.

### FUNDING AND PROGRAMS

In fiscal year 1973, LEAA allocated \$841 million in crime-fighting funds, bringing to \$2.4 billion the total funds awarded by the agency since 1969.

LEAA funds support these basic programs:

- Comprehensive State planning for law enforcement improvement.
- Action programs to reduce crime and enhance the capabilities of criminal justice agencies.
- Technical assistance to build State and local expertise.
- Special grants to modernize and reform the corrections system and strengthen offender rehabilitation efforts.
- Education and training for criminal justice personnel.

- Research into the causes of criminal behavior and development of innovative techniques to prevent and control crime.
- Development of reliable statistics on crime, offenders, and the operations of the criminal justice system.
- Adaptation and utilization of advanced technology for the criminal justice system.

Thousands of specific crime control projects are now in operation, supported by LEAA funds. While only a small number of projects are described in this report, they serve to illustrate the principal crime control strategies emphasized throughout the country.

### ROLE OF LEAA

LEAA's role is that of partner with the States and localities in strengthening and improving law enforcement at every level.

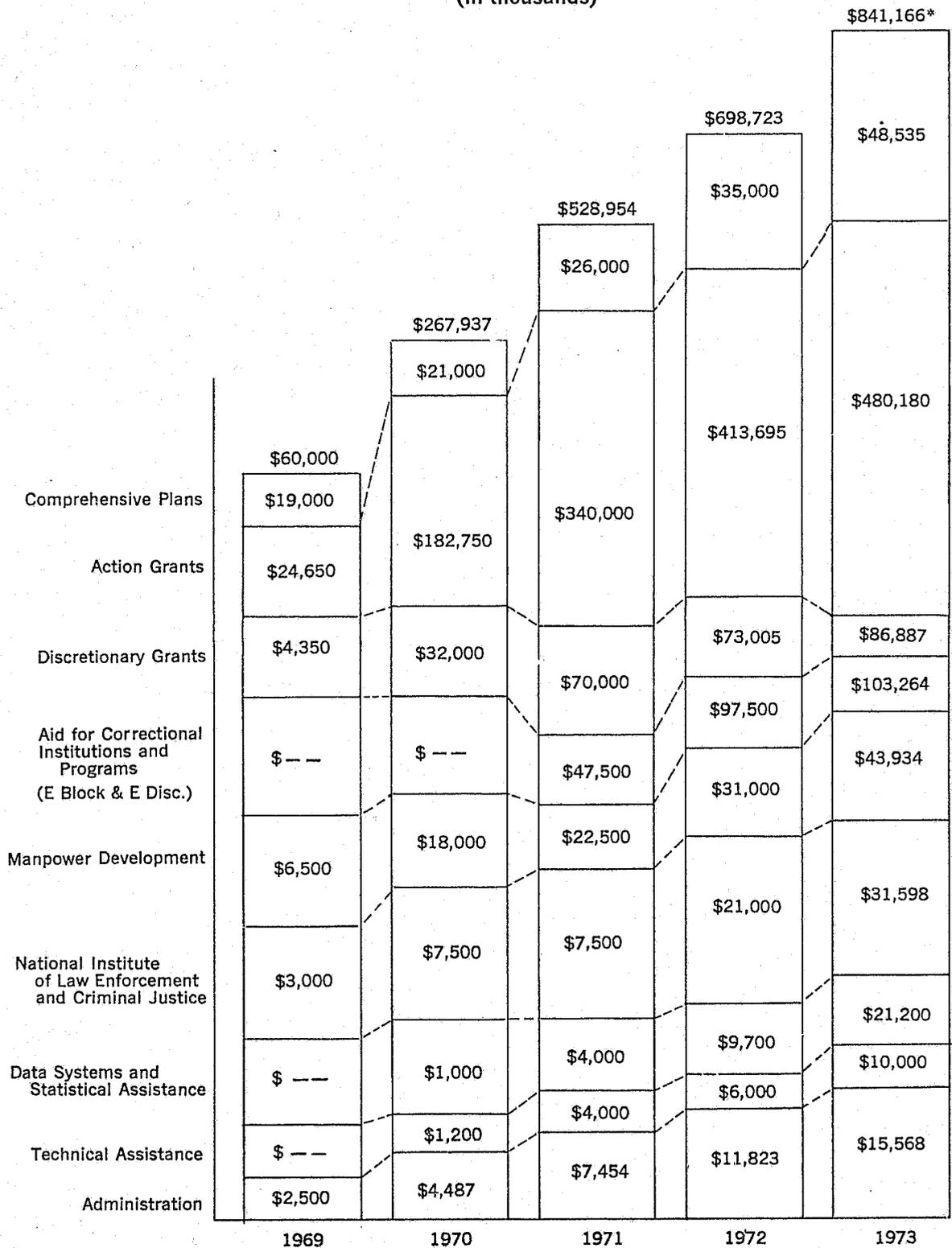
In creating LEAA, the Congress confirmed that the historical responsibility for law enforcement rests with State and local governments. The Federal Government can supply resources and technical advice, but States and localities establish their own priorities, devise specific action programs, and allocate LEAA funds according to their carefully developed plans.

In keeping with the principle of local responsibility, the major portion of the LEAA annual budget is awarded to the States in block grants, and they in turn distribute funds to their counties and cities, and state-wide programs.

The LEAA block grant program was the forerunner of the New Federalism, a philosophy that undergirds the administration's domestic policies. Local responsibility—with Federal support—is the essence of both the New Federalism and of LEAA, and Congress has continued to support the block grant approach as the most effective method for implementing crime reduction programs throughout the Nation.

In 1970, the Congress strengthened the LEAA program by passing a number of beneficial amendments to the Safe Streets Act. And in 1973, the Congress reaffirmed its faith in LEAA and the block grant approach by extending the life of the agency to June 30, 1976 and increasing its spending authority.

**Distribution of LEAA Funds FY 1969-1973**  
(In thousands)



\*An additional \$14.2 million in appropriated LEAA funds were transferred to the Department of Justice.

## NEW LEGISLATION

The Crime Control Act of 1973 will speed the flow of LEAA funds and technical advice to all local governments. It reduces the financial burden on hard-pressed local jurisdictions by easing matching requirements for grants. And it streamlines the agency's administrative structure.

The major provisions of the Crime Control Act are:

**Authorization.** The act authorized LEAA appropriations at an annual level of \$1 billion for fiscal years 1974 and 1975 and at \$1.25 billion for fiscal year 1976.

**Administration.** The act also simplified the agency's management by eliminating the cumbersome tripartite leadership and naming the Administrator as the sole director—with all policy and administrative authority. Henceforth, the Administrator will be assisted by two deputies, one for policy development and one for administration.

**Planning.** The legislation increased annual State planning grant minimums from \$100,000 to \$200,000. Planning grants to interstate metropolitan regional planning boards were authorized as well.

**Comprehensive plans.** Comprehensive plan requirements were made more specific. The State plans will have to include a comprehensive program for the improvement of juvenile justice. Plans must also provide for the development of narcotic and alcoholism treatment programs in corrections institutions.

LEAA now must approve or disapprove State plans within 90 days of their submission.

Procedures must be established so that political subdivisions of 250,000 or more inhabitants now can submit comprehensive plans to the State Planning Agency instead of having to obtain approval project by project.

The act added funding incentives for local jurisdictions that coordinate or combine law enforcement activities.

**Matching requirements.** The new legislation contains a major improvement in matching requirements to ease the financial burden on hard-pressed localities. Matching funds for most LEAA grants have been reduced from 25 to 10 percent—with the exception of construction projects which remain at a 50-50 match. The soft match requirement, i.e., existing facilities, resources, or services, has been eliminated.

**Discretionary grants.** LEAA is empowered to award discretionary grants to private nonprofit organizations for criminal justice purposes—in addition to States and localities.

**National Institute.** The act gave LEAA's research arm—the National Institute of Law Enforcement and

Criminal Justice—additional responsibilities for assisting training programs. Within 3 years, the Institute must undertake a detailed national survey of criminal justice personnel needs and develop guidelines for LEAA education, training, and manpower programs.

Evaluation of LEAA programs has been made a function of the National Institute, and the States are required to submit reports and data on LEAA-funded projects to the Institute for evaluation.

**LEEP grants and loans.** The law enforcement education program was upgraded. Student loans were increased to \$2,200 per school year, while inservice training grants were increased to \$250 per quarter or \$400 per semester.

**Part E.** States must monitor the progress of their correctional systems, providing both prisoner rehabilitation and recidivism rates.

**Security and privacy.** New confidentiality provisions were added to protect statistical and research information as well as criminal history information.

The Crime Control Act of 1973 will help to forge the LEAA program into a more efficient tool which State and local officials can employ against crime. Complementing these improvements is the ongoing process within the agency of refinement and reinvigoration of LEAA objectives, programs, and operations.

## NEW ADMINISTRATION

In April 1973, the President appointed Donald E. Santarelli as Administrator of the Law Enforcement Assistance Administration. Mr. Santarelli formerly was Associate Deputy Attorney General and Director of the Office of Criminal Justice in the Department of Justice. Richard W. Velde, a former Associate Administrator of LEAA, was named by the President to be Deputy Administrator for Policy Development. Charles R. Work, Chief of the Superior Court Division of the U.S. Attorney's office for the District of Columbia, was appointed by the President to be Deputy Administrator for Administration.

## MANAGEMENT COMMITTEE

Soon after his appointment, Mr. Santarelli created a Management Committee to analyze LEAA's goals and objectives and to identify organizational improvements needed to insure continuing progress toward achieving those goals.

Mr. Santarelli said the work of the Management Committee would help LEAA chart directions for the future.

"In the past," Mr. Santarelli said, "LEAA placed its primary emphasis on fund awards to State and local governments for a variety of anticrime programs. Today LEAA has reached one plateau and is now ready to ascend to another."

While funding will continue to be a major priority for LEAA, Mr. Santarelli said the agency's energies and resources will be applied more vigorously to "developing new evaluation programs—so we can tell what works best, what works only in part, and what doesn't work at all." These findings will be made available to criminal justice agencies throughout the country which represent the front lines in the battle to reduce crime.

**Recommendations.** The Management Committee called for a strengthening of LEAA's leadership role in the Federal-State-local partnership to reduce crime and delinquency.

The Committee recommended that an ongoing system of establishing and evaluating goals, subgoals and objectives be instituted. The Committee proposed the following initial subgoals to the overall goal of crime reduction:

1. *Assist the States in developing planning capabilities.*
2. *Improve the general management systems and procedures which support attainment of LEAA's major goal of crime reduction.*
3. *Pursue New Federalism objectives in criminal justice and assist the States in assuming the responsibility and accountability inherent in their New Federalism role.*
4. *Strengthen the criminal justice system by using standards and evaluation mechanisms.*
5. *Develop, demonstrate, and evaluate standards and goals for crime reduction.*

The Committee recommended that LEAA inaugurate a system of management-by-objectives. Each LEAA office will develop workplans reflecting clearly defined goals and objectives toward which LEAA managers will work and for which they will be held accountable.

**Reorganization.** The Committee recommended an organizational structure which would enable LEAA to exercise its leadership role more effectively, but would avoid a massive relocation of personnel.

Thus, LEAA's Offices of Audit, Civil Rights Compliance, General Counsel, Equal Employment Opportunity, Congressional Liaison and Public Information, the National Institute of Law Enforcement and Criminal Justice, and the National Criminal Justice Information and Statistics Service remain virtually unchanged.

The Office of Criminal Justice Assistance (OCJA) has been reorganized as the *Office of Regional Opera-*

*tions*, which more accurately reflects its primary mission of program implementation through the LEAA regional offices.

The new offices include the following:

The *Office of National Scope Programs* will be responsible for developing and funding programs with nationwide implications. The technical assistance functions formerly in OCJA and the programs of the Office of Education and Manpower Assistance—including the Law Enforcement Education Program—will be transferred to this Office.

An *Executive Secretariat* is established to insure completed staff work and implementation of decisions.

The *Office of Comptroller* will assume responsibility for all financial management functions as well as LEAA contract operations. The design of this Office grew out of the work of the financial management task force established by the Administrator in the spring of 1973 to develop a financial management system which can readily account for and control LEAA funds.

The *Office of Planning and Management* will be responsible for planning, management, setting standards and goals, special projects, guideline development, and performance measurement.

## CRIMINAL JUSTICE STANDARDS AND GOALS

The signal achievement of the past year—and perhaps the most important program supported by LEAA since it began—is the work of the National Advisory Commission on Criminal Justice Standards and Goals.

The Commission's report is a compilation of almost 500 specific recommendations to States and localities covering every facet of criminal justice.

Its overall objective is to reduce substantially during the next 10 years the crimes of murder, rape, aggravated assault, robbery, and burglary—while at the same time improving the criminal justice system so that it is both effective and fair.

**Commission Background.** The Commission was created by the Department of Justice October 21, 1971, and was financed by \$1.75 million in LEAA funds.

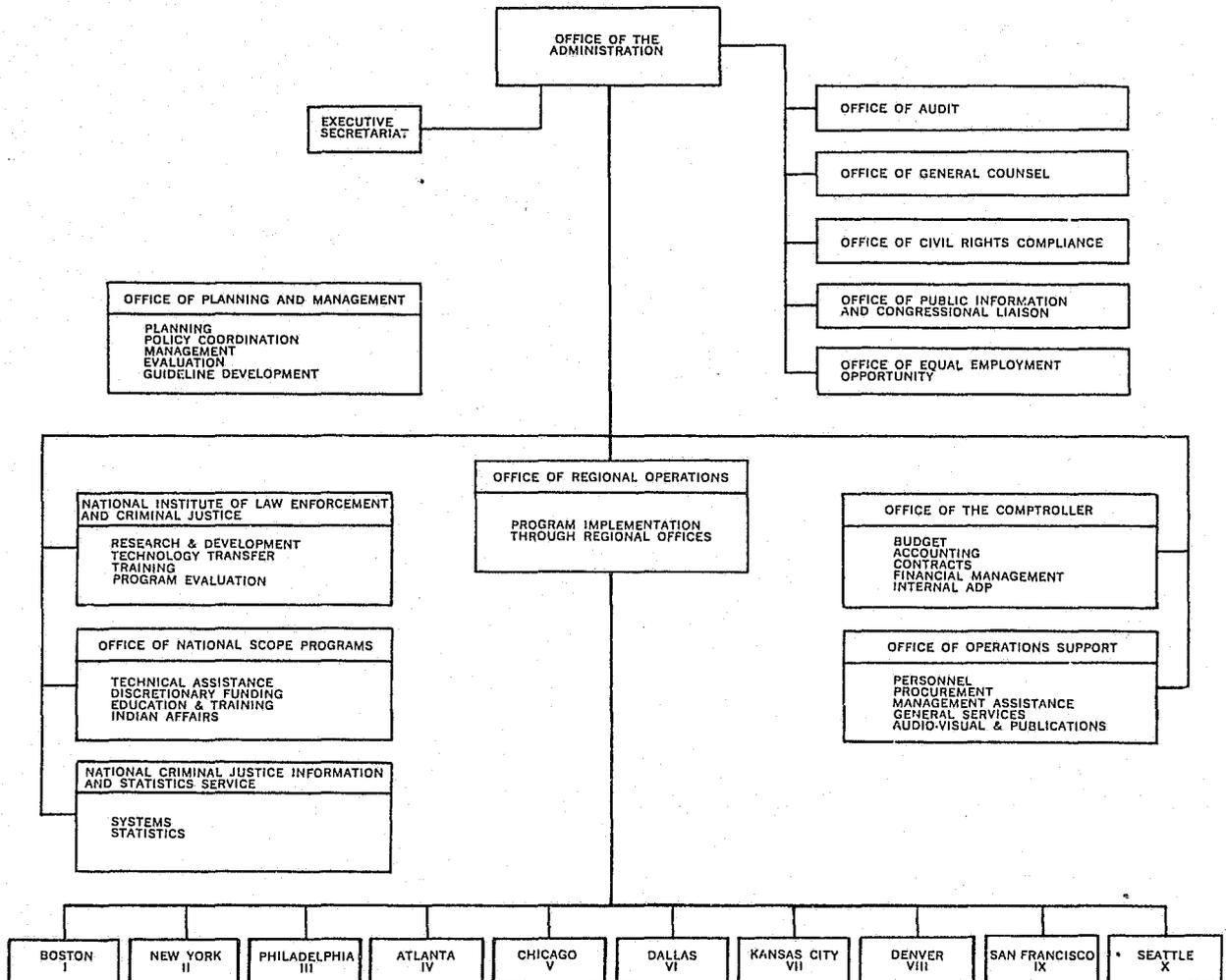
It was charged with developing a blueprint for crime reduction programs for State and local units of government and the private sector. It did not address itself to Federal programs or policies.

The standards and goals are designed to serve as a model for State and local governments to use in reducing crime and improving the criminal justice system.

Their use is strictly voluntary. They are not intended to be federally imposed.

# REORGANIZATION

## LAW ENFORCEMENT ASSISTANCE ADMINISTRATION



LEAA views the National Advisory Commission's standards and goals as a catalyst for future improvement. Administrator Santarelli said the standards and goals are the benchmarks LEAA will use as it intensifies evaluation, the next important stage in the agency's evolution.

The Commission's report is significant to LEAA not only because of its specific recommendations, Mr. Santarelli said, but also because of the process it represents.

"The process is important," he emphasized, "because it allows us to go forward in pursuit of goals that are not handed down from on high by Federal officials in Washington, but are produced by the working professionals at the State and local levels . . . where dealing with the problems of law enforcement and criminal justice occurs."

While LEAA does not intend to impose the standards on States and localities, Mr. Santarelli stressed that they will be encouraged to "go through the process of analyzing their criminal justice systems" and adopt those standards they find appropriate and necessary.

The Commission was composed of 22 members representing a cross-section of leaders in criminal justice from State and local governments plus recognized criminal justice experts from the private sector. Russell W. Peterson, former Governor of Delaware, was Commission Chairman.

Another 180 persons served on four operational and eight advisory task forces. More than 100 experts and consultants prepared material for the Commission's consideration, and hundreds of other outstanding criminal justice and law enforcement practitioners with

broad experience were asked their views in formulating standards and setting priorities in preparing the Commission's report.

**Commission recommendations.** The Commission said it started from the basic premise that "*America can and should make its cities and neighborhoods, its highways and parks, and its homes and commercial establishments safe places for all persons at all times.*"

The Commission proposed hundreds of recommendations to transform that goal into a reality.

In its summary report, *A National Strategy to Reduce Crime*, the Commission outlined step-by-step procedures to reduce crime at the State and local levels. Specific and detailed standards and goals are contained in five separate task force volumes on community crime prevention, police, courts, corrections, and the criminal justice system.

The Commission set as a national goal and priority a reduction of the most serious crimes because they "*threaten the very existence of a humane and civilized society and . . . the rate of these crimes can be assessed and controlled.*"

The Commission noted there are more arrests for other crimes and the economic loss is greater, but added: "*The true cost of the target crimes lies in their capacity—their increasing capacity—to inspire fear.*"

The Commission proposed four priorities for reducing the target crimes:

- Preventing juvenile delinquency.
- Improving delivery of social services.
- Reducing delays in the criminal justice process.
- Securing more citizen participation in the criminal justice system.

Many of the Commission's major findings were discussed in detail at the National Conference on Criminal Justice in Washington, D.C., in January 1973. The conference was attended by more than 1,500 State and local criminal justice officials and community leaders as the Commission sought the widest possible involvement for eventual State and local consideration of the proposals.

Here is a summary of the Commission's major recommendations:

## Community Crime Prevention

"*Action by private citizens is at the heart of community crime prevention,*" it said.

Community crime prevention programs range from citizens patrolling their neighborhoods to conducting campaigns to improve streetlighting or to reduce auto thefts.

Community efforts could also include the "*renovation of slums, the improvement of schools, jobs for*

*the unemployed, and the counseling of troubled young people,*" the Commission said.

Among the Commission's recommendations regarding community crime prevention programs were:

- Citizen volunteers in criminal justice.
- Expanded public employment programs in areas of high unemployment.
- Career education in elementary and secondary schools.
- Individualized community drug abuse treatment services.
- Physical design of buildings, parks, and thoroughfares to reduce criminal opportunities.
- Ethical codes of conduct for governmental officials.

## Police

The Commission said its recommendations and standards "*recognize the patrolman as the primary force in reducing and preventing crime. They seek to enhance his role.*"

The Commission's major recommendations call for:

- Active crime prevention efforts by police officers working with community leaders.
- The diversion of juveniles, drunks, and mental patients from the criminal justice system.
- The use of the patrolman as the primary investigator for crimes which come to his attention.
- The consolidation or elimination of police departments with fewer than 10 full-time police officers.
- Increased use of civilian personnel.
- College education requirements for new police officers.
- Legislation authorizing police officers to obtain search warrants by telephone.
- The continuing analysis of crime trends and deployment of special units to react to developing crime trends.
- The establishment of different classifications and pay levels within the basic patrolman category.
- The development of units within police departments to work with prosecutors, courts and corrections officials, and to follow specific cases and individuals through the criminal justice system.

The Commission also recommended that every police agency with minority groups of significant sizes in its jurisdiction insure that the needs of minorities are "*actively considered in the establishment of police policy and the delivery of police services.*"

"*Affirmative action should be taken to achieve a proportion of minority group employees in an agency that is an approximate proportion of their numbers in the population,*" it added.

The Commission said its police standards "are designed not only to make police decisions more rational, but also to make them more understandable to the average citizen. The standards are based on the broad currents of reform generated by other professional and governmental efforts."

The Commission also noted that the "relationship between the police and the news media in a democratic society is characterized by complementary interests. The news media have a legitimate need for information about police activities and they offer an excellent channel for informing the public about the nature of police tasks and problems."

Police policy should be to give the media the right to receive information upon request as long as individual freedom is protected, the Commission said.

## Courts

In commenting on the role of the courts, the Commission noted that it emphasized the elimination of unnecessary delay in criminal proceedings, but said speed and efficiency were not the only prerequisites for the "just and equitable treatment for every person coming within the jurisdiction of the Nation's judicial system."

Other major objectives for the courts are:

- The diversion of certain offenders into non-criminal programs before formal trial or conviction.
- An end to plea negotiations.
- The elimination of inefficient and unnecessary pretrial proceedings.
- A system to enable pretrial processing of felony cases within 60 days, and 30 days for misdemeanors.
- Giving every convicted offender the opportunity to obtain full and fair judicial review of his convictions.
- The abolition of the trial de novo system.
- The unification of all trial courts within a State into a single court of general jurisdiction, under the administrative authority of the State's highest appellate court.
- The establishment of a State court administrator responsible for setting policies for the administration of the entire State court system.
- The employment of qualified full-time prosecutors provided with the necessary personnel, fiscal resources, and support services.
- The provision of public representation to all eligible defendants from the moment of arrest to the exhaustion of all avenues of relief.
- The improvement of court-community relations.

- The establishment of family courts to handle juvenile cases.
- The reform of juvenile handling processes.

## Corrections

The Commission, in making recommendations concerning corrections, said, "the pressures for change in the American correctional system today are intense; it is clear that a dramatic realignment of correctional methods is needed."

It made a number of major recommendations to that effect, including:

- The enactment of laws clearly defining prisoners' rights, rules of conduct, and disciplinary and grievance procedures.
- The repeal of legislation that deprives ex-offenders of civil rights and opportunities for employment.
- The elimination of disparate sentencing practices.
- Increased diversion from the criminal justice system for certain types of offenders.
- A 10-year moratorium on the construction of correctional institutions except where no alternative is possible.
- The unification within the State executive branch of all non-Federal correctional functions and programs for adults and juveniles.
- The active recruitment of corrections personnel from minority groups and among women and ex-offenders.
- The payment of competitive salaries to corrections personnel.
- The recruitment of volunteers, including ex-offenders, for correctional programs.

The Commission also recommended a maximum sentence of 5 years for most offenders and maximum sentences up to 25 years for persistent offenders, professional criminals, and dangerous offenders.

"Corrections must commence reform now," the Commission said. "But corrections cannot accomplish the needed reform in its traditional isolation. It must act vigorously to enlist the support of legislators, local officials, law enforcement personnel, community agencies, and various other public and private groups."

## Information Systems

The Commission noted that "criminal justice agencies—like most public and private agencies—are voracious consumers of information. As the pace and complexity of change in the criminal justice system

quickness, police, courts, and corrections agencies will seek more information and a faster response in its delivery."

To avoid duplications and to facilitate the effective collection and dissemination of information during such a period, the Commission recommended that:

- State offices coordinate the development of information systems.
- High priority be given to developing criminal history and offender-based transaction statistics systems.
- Each State establish a security and privacy council to prevent the improper use of information.

The Commission said that "although items in a criminal history file are for the most part matters of public record, the Government should not compile the items and turn the composite over to persons outside of government."

It said credit bureaus, news media, employers, employment agencies, and other seekers of information should be denied access to criminal histories.

"This recommendation may appear to be an exception in freedom of information laws and practices, but the Commission believes the protection of individual privacy to be of paramount concern in this instance," the report said.

## Drugs

The Commission urged the "establishment of multimodality drug treatment systems that would provide a comprehensive range of services in communities with a significant number of drug abusers."

This approach enables the drug abuser or user to be treated in a program suited to his individual needs so that he may regain his position as a functioning member of society, the Commission noted.

The Commission also said that "after careful consideration" it had ruled out heroin maintenance for addicts. It concluded "that heroin maintenance is a potentially harmful method of treatment both to the individual and to society as a whole."

The Commission also said drug education should begin in the home before the child enters school, and schoolteachers should receive special training in drug education and prevention. Programs should concentrate on helping the individual solve the problems that led him to drug use and provide him with constructive alternatives.

## Integrity in Government

It said States should adopt an ethics code and an ethics board to enforce and interpret the code and

apply administrative sanctions. States should require public officials to disclose their financial and professional interests fully and openly and should impose and enforce realistic campaign spending limitations, require full disclosure of political contributions, and prohibit contributions from significant Government contractors, labor unions, trade associations, and corporations, the report said.

The Commission recommended that States with a history of public corruption and organized crime at State and local levels establish a statewide capability for the investigation and prosecution of governmental corruption and organized crime.

## Gun Controls

In calling for tighter gun controls, the Commission said it "believes the violence, fear, suffering and loss caused by the use of handguns must be stopped by firm and decisive action."

The Commission recommended that by January 1, 1983, each State take steps to:

- Prohibit the private possession of handguns for all persons other than law enforcement and military personnel.
- Terminate the manufacture and sale of handguns.
- Acquire existing handguns.
- Modify handguns held as collector's items to make them inoperative.

The recommendations would not apply to the Federal Government nor to rifles and other long-barreled guns. The Commission said it "does not wish to curtail the use of rifles and long guns by hunters and other legitimate users."

## Decriminalization

The Commission recommended that drunkenness "in and of itself" not continue to be treated as a crime, that States repeal their vagrancy laws, and that all minor traffic offenses be made infractions subject to administrative disposition.

The panel also recommended that States reevaluate their laws on gambling, marijuana use and possession for use, pornography, prostitution, and sexual acts between consenting adults in private.

"Such reevaluation should determine if current laws best serve the purpose of the State and the needs of the public," it said.

The Commission also recommended that, as a minimum, each State should do away with the penalty of incarceration for these offenses, except in cases of

persistent and repeated offenses, or when incarceration for a limited period might be warranted.

The Commission said the criminal justice system is ill-equipped to deal with drunkenness, vagrancy, and minor traffic violations. "These crimes place a heavy and unwelcome burden on law enforcement resources throughout the Nation. And the laws regulating these offenses are open to abuse and, increasingly, to constitutional challenge."

Commenting on gambling, marihuana, pornography, prostitution, and private sexual acts, the Commission questioned whether incarceration was a deterrent, saying that the criminal justice system "has failed to some extent in almost every respect" in handling those types of behavior.

## IMPLEMENTING STANDARDS AND GOALS

By mid-1973, a number of States—including Michigan, Pennsylvania, Idaho, and Hawaii—had established State commissions on standards and goals. A Commission survey at that time showed that 35 States planned to develop active programs to consider implementation.

LEAA plans to work with the States in demonstrating and testing the concept of using standards and goals as a criminal justice planning tool. Simultaneously, all States will be encouraged to use their own particular standards and goals as a guide to block action grant programs.

LEAA funded several programs last year directed toward the Commission's recommendations. The American Bar Association, for example, received LEAA funds to compare the ABA standards for criminal justice to the National Advisory Commission's Standards and Goals. Funds also were awarded to the ABA to enable it to work with the States in implementing both the ABA's and the Commission's standards.

LEAA also awarded more than \$500,000 to the Kansas City, Mo., Police Department to analyze the effect of police response time on crime reduction. One of the Commission's major recommendations was improvement of police response time.

## HIGHLIGHTS OF THIS REPORT

This report covers the most significant aspects of LEAA operations during fiscal year 1973. In the following chapters, these LEAA programs are described:

- The *High Impact Anticrime Program*, which is zeroing in on street crime in a number of major cities.

- LEAA financial and technical assistance to States and localities, including a review of representative anticrime projects as reported to the LEAA regional offices.

- Criminal justice research and development activities carried out by LEAA's National Institute of Law Enforcement and Criminal Justice.

- Development and publication of essential criminal justice statistics and strengthening of State and local information systems by LEAA's national criminal justice information and statistics service.

- Education and training programs to improve the quality of criminal justice personnel.

Also covered in this report are the functions of LEAA offices supporting the national crime reduction program: Audit, Civil Rights Compliance, General Counsel, and Operations Support.

## A SAMPLING OF FISCAL YEAR 1973 PROJECTS

Subsequent chapters of this report cover in detail the wide variety of crime reduction programs which received LEAA funding in fiscal year 1973. A brief summary of some of the significant projects follows.

### Police

States used block grant funds to finance specialized police patrols, use of civilians to assume non-crime-related tasks, community relations units, communications and exchange of criminal history information, consolidation and regionalization of police services, crime laboratories, and a wide range of training programs.

LEAA awarded almost \$300,000 in fiscal year 1973 discretionary funds to continue the National Crime Prevention Institute at the University of Louisville, Ky. With the additional funds, the Institute's training courses have been expanded to offer courses to some 750 State and local police officers annually. The institute trains municipal officers to set up crime prevention bureaus in their departments. During the past fiscal year, the institute added a new course for representatives of organizations with established crime prevention programs.

A \$107,204 LEAA grant to the International Association of Chiefs of Police is supporting a project which recruits and trains legal officers for police departments. Under the grant, the IACP encourages law enforcement officials to create legal advisor positions in their departments and provides technical assistance in the operation of such units. Semiannual training courses are provided for police legal advisors,

and a research unit is being established to assist the legal officers in handling their duties.

The increase in the use and variety of bombs and explosives requires a new breed of crime fighter—the bomb-disposal technician. A few years ago, only a handful of these technicians were on the staffs of police departments. Today, more than 1,100 explosives specialists are helping to safeguard communities throughout the country.

They are graduates of the LEAA-funded **Hazardous Devices Course** conducted at the Redstone Arsenal in Huntsville, Ala. Since the program for civilian law enforcement officers was begun in 1970, LEAA has awarded \$1.5 million for it.

Training is provided by the U.S. Army Missile and Munitions Center and School. The 3-week program teaches students how to recognize, render safe or remove, and finally dispose of explosive or incendiary devices.

The class is taught by 29 instructors, all of whom have extensive backgrounds in the study of bombs and incendiary devices. A new class convenes every 2 weeks. The school also offers a 1-week refresher course for graduates.

Students are selected by the department heads, with the State planning agencies making the final determination. LEAA pays the trainees' living expenses and the cost of instruction.

A collateral effort is the **National Bomb Data Center**, which was developed with LEAA funds, and is operated by the Federal Bureau of Investigation. The center provides up-to-date statistics on bombing incidents and disseminates technical information.

## Courts

Efforts to reduce caseloads through screening and diversion received particular attention, and funding for such programs increased more than threefold in fiscal year 1973 compared to the previous year.

Criminal code revision, training for prosecutors, creation of public defender offices, judicial training, and modernization of court equipment and management received attention at the State and local level.

Among discretionary grant programs aiding courts are the following:

A total of \$1.2 million to be awarded over a 2-year period will finance a demonstration program to reduce the time needed by State courts to handle appeals in criminal cases.

The project's goal is to develop a system that will adjudicate an appeal within 90 days after the case is decided in the trial court. The National Center for

State Courts will conduct the project in the following State courts: The Court of Appeals for Illinois, First Appellate District Court (Cook County); the Missouri Courts of Appeal; the Nebraska Supreme Court; the Appellate Division of the New Jersey Superior Court; and the Virginia Supreme Court.

Grants totaling more than \$500,000 were awarded to the National Center for Prosecution Management and to the National College of District Attorneys for projects to improve State and local prosecutors' offices throughout the country.

The National Center for Prosecution Management grant financed preparation of two manuals—one on streamlining procedures and reducing case backlogs, and the other on more efficient office procedures and records management.

Funds to the National College of District Attorneys supported continuation of its prosecutor training courses. The new grant financed training for an additional 1,000 prosecutors.

More than \$1.3 million was awarded in fiscal year 1973 to the National Center for State Courts to help support its second year of operation. The center offers State courts information and technical assistance. Grants awarded during the past year supported these efforts: *speeding State appellate processes, assisting States to provide defense counsel for indigents charged with misdemeanors, a program to demonstrate the feasibility of videotaping court proceedings, and work on a new method of training court reporters in audio recording techniques.*

## Corrections

Community-based treatment centers, expanded probation, work-study-release, post-release counseling services, special handling of offenders who are alcoholics or drug users, modernization of local jails, education and job training for inmates, and training of corrections managers and line officers are the major thrusts of corrections programing.

One of the most important national scope programs receiving funding during the past fiscal year was the legal services to indigent prisoners project under way in Minnesota, Kansas, and Georgia. An LEAA discretionary grant of \$275,202 financed continuation of the project, which uses law students to interview prisoners and review complaints and requests for appeals.

During the past year, the project handled a total of 1,194 civil matters and 2,643 criminal matters in the 3 States. Because the project's goal is to help reduce court caseloads, every effort is made to resolve problems through negotiation, thus avoiding appeals while giving inmates the legal assistance they need.

The LEAA-funded National Clearinghouse on Criminal Justice Planning and Architecture provides technical assistance to State and local criminal justice agencies. In the corrections field, the clearinghouse helps corrections officials to devise progressive treatment programs and to design modern facilities conducive to rehabilitation.

The clearinghouse also reviews many projects seeking part E funding from LEAA, and makes recommendations to the respective SPA and the LEAA regional office. The clearinghouse reviewed more than 300 individual projects during the past fiscal year.

Under a technical assistance contract, the **International Halfway House Association** developed guidelines and standards for halfway houses and community treatment centers which were published last year.

## Juvenile Delinquency

Among the approaches to juvenile delinquency control emphasized at the State and local level are:

- **Youth service bureaus** which provide a wide range of services to delinquents and troubled youths to divert them from the criminal justice system.
- **Community-based rehabilitation programs** for young offenders which offer vocational, educational, and recreational opportunities.
- **Group and foster homes** which help young people to resolve conflicts and to return to their own homes.
- **Specialized training** for police officers and other criminal justice personnel who work with juveniles.

Research to discover the most effective treatment programs for juveniles was supported by LEAA's National Institute of Law Enforcement and Criminal Justice.

One major research study is underway in 42 counties in 16 States. The national assessment of juvenile corrections is studying 10 juvenile courts, 5 detention units, 15 probation units, 15 local intensive community programs, 15 juvenile institutions and 6 halfway houses. Results of the 5-year study should be of great value to State officials.

The project will provide systematic, comparative descriptions of juvenile legal code provisions, corrections service units, and both new and traditional programs, including their distribution and costs.

The Institute also is financing an evaluation of the Massachusetts program which closed all large juvenile institutions and replaced them with community-based treatment centers. Some 400 juveniles will be interviewed and observed.

Research funds were also awarded for a **juvenile justice standards project** which will develop and implement legal and administrative standards to enhance the effectiveness and fairness of the juvenile justice system.

The Institute also is supporting evaluation of California's Youth Service Bureaus to see if they can divert significant numbers of young people from the juvenile justice system and whether they can use existing community resources more effectively. The project is compiling and analyzing arrest, disposition and probation intake statistics. Referral policies and coordination of juvenile cases and delinquency prevention programs are being studied. The researchers also are consulting with Youth Service Bureaus which are planning to conduct additional evaluations of their own programs.

## Drug Abuse Treatment and Rehabilitation

States are using LEAA funds to operate multimodality drug treatment programs (detoxification, methadone maintenance, etc.), drug education programs in public schools, and screening programs to determine if offenders entering the criminal justice system are drug abusers.

Both block and discretionary funds have been used to support **Metropolitan Enforcement Groups**, designed to cut the flow of narcotics and dangerous drugs. Local law enforcement officials and Federal drug agents collaborate on the investigation and apprehension of narcotics traffickers in metropolitan areas where drug abuse problems are most severe. The regional character of MEG's overcomes jurisdictional problems and reduces duplication of enforcement efforts.

In fiscal year 1973, the **special narcotics courts** in New York City received \$5 million in LEAA discretionary funds. The courts began operating in February 1972, and are making significant inroads in the city's backlog of narcotics felony cases.

LEAA also continued to support the **Treatment Alternatives To Street Crime (TASC)** program developed in cooperation with the Special Action Office for Drug Abuse Prevention; 16 cities were selected to participate in the program, and 8 received funding from LEAA during the past year.

## Organized Crime

State programs focused on specialized training to help law enforcement officers recognize and combat organized crime activity, intelligence units, strike force efforts, consumer protection and commercial fraud prosecution units, and public education programs.

LEAA discretionary funds supported these programs:

- Interstate intelligence analysis and dissemination centers.
- Statewide organized crime intelligence units.
- Statewide investigatory and prosecutorial units.
- Statewide corruption control units.
- Metropolitan area organized crime efforts.
- Organized crime training for state and local law enforcement personnel.
- State organized crime prevention councils.

Under a \$275,000 LEAA discretionary grant the Florida Strategic Investigations Bureau will zero in on major financial manipulations, stock market irregularities, illegal insurance, real estate and corporate transactions, infiltration of corporations by organized crime, and extortion.

## NEW DIRECTIONS FOR LEAA

As this report shows, a truly national crime control program is now a reality. The criminal justice system—neglected for decades—is well on the way to building the kind of fair and effective system required to meet the complexities of America in the 1970's and beyond.

Progress has been made, but much more remains to be done. LEAA is still experimenting, still learning what is most effective, still searching for innovative approaches to solutions to the crime problem.

With the improvements in the LEAA program provided for by the Congress and through the refinement of LEAA operations, the agency is moving forward to a stronger leadership position. LEAA will provide greater assistance to the States in improving the quality of anticrime efforts, conducting rigorous evaluation to determine what works best at the lowest cost, and expanding technical assistance.

LEAA is committed to building a safer, more just America in the years to come. Its importance in our national life is increasingly apparent. LEAA's mission is to encourage and support the State and local officials who are working energetically to improve the quality of life in America through their crime reduction programs.

# Special Urban Crime Control Programs

## HIGH IMPACT ANTICRIME PROGRAM

One of LEAA's principal efforts to reduce crime is the Impact Program, an intensive planning and action effort to reduce the incidence of stranger-to-stranger crime and burglary in eight cities by 5 percent in 2 years and 20 percent in 5 years.

Stranger-to-stranger crimes include homicides, rapes, aggravated assaults, and robberies—as defined by Uniform Crime Reporting Standards—which do not occur among relatives or persons known to each other.

**Funding and selection of cities.** Approximately \$160 million in discretionary grants and National Institute research funds have been set aside for the program. Since it was assumed that available funds would have little measurable effect on the Nation's largest cities, and because stranger-to-stranger crimes and burglary are less serious problems in cities of less than 250,000 inhabitants, only cities between 250,000 and 1 million in population were considered for selection.

The eight cities in the program are: Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, St. Louis, and Portland, Oreg. Selection was made on the basis of overall crime, robbery, and burglary rates. Particular attention was given to cities with high robbery rates. To assure geographic distribution, no more than one city was selected in each LEAA region.

Target cities were announced in January 1972. Since that time, more than \$70 million has been awarded under the program and 172 High Impact anticrime projects have been undertaken. More than \$40 million of this total was made available from fiscal year 1973 funds, allocated for projects in the following areas: juveniles—37 percent; police—22 percent; courts—13 percent; rehabilitation—12 percent; community—11 percent; and drugs—5 percent. (See chart.)

The program in each city proceeds according to the following format:

- A crime analysis team is established.
- An analysis of target crimes, victims, and offenders is undertaken.
- A comprehensive set of quantified, time-phased objectives for target crime reduction is formulated.

- Programs and projects responding to identified needs are developed and implemented.
- Program activities are monitored.
- Procedures and techniques are established to evaluate projects and update Impact plans.

**Crime-oriented planning.** The crime-oriented approach in each city focuses on two objectives: Eliminating the causes of crime by attacking underlying conditions that promote crime and by applying intervention techniques to criminal careers; and improving control of criminal activity by reducing the opportunities to commit crime and by increasing the risk of apprehension.

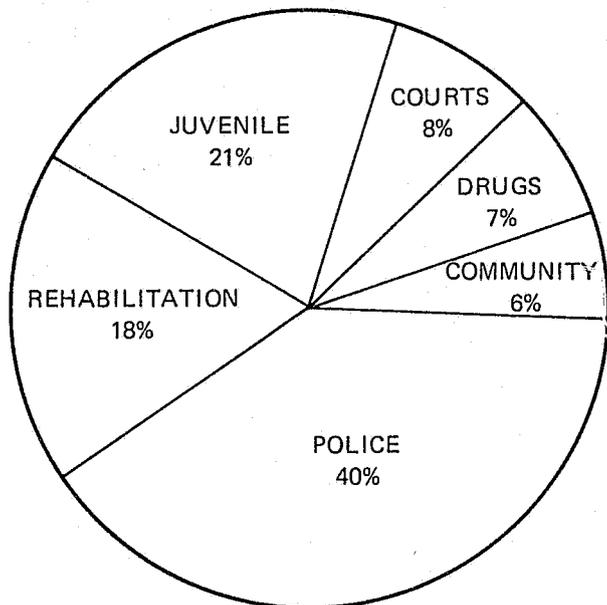
Much previous criminal justice planning, reflecting the long-neglected needs of police, courts, and corrections agencies, concentrated on systems improvement—modernizing equipment, training personnel, and refining operational techniques. Due in part to increased public response to the needs of the criminal justice system and some \$2.4 billion in Federal assistance provided through the LEAA program, an effective systems base has been established.

Crime-oriented planning, now being adopted in many States, is the next logical step toward increased sophistication and effectiveness in anticrime programs.

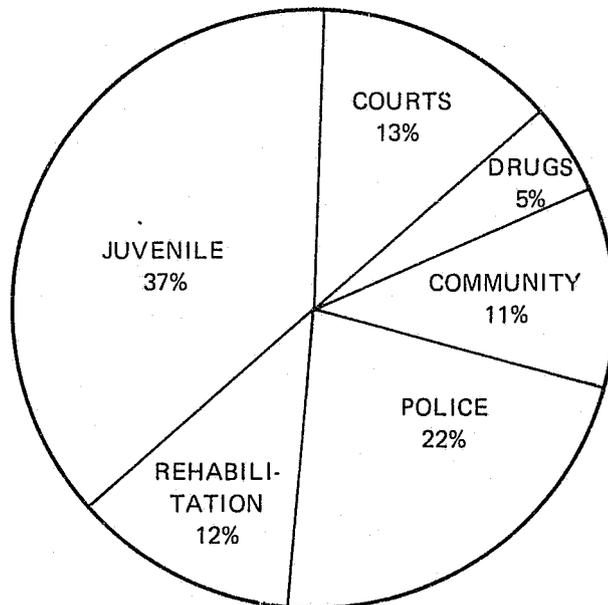
**Program operation.** The Impact Program is primarily a local crime-reduction effort implemented with State participation and Federal financial and technical assistance. Here is how it operates:

1. The *crime analysis team* designated in each city undertakes a crime-oriented planning and action program, and monitors and evaluates success of the various projects.
2. The *State Planning Agency* monitors financial and administrative aspects of the program, and in certain cases evaluates city efforts.
3. The *LEAA regional office* retains final authority for approving Impact plans and action projects.
4. The *National Impact Program Coordinator*, the *National Institute for Law Enforcement and Criminal Justice*, and the *National Criminal Justice Information and Statistics Service*—all elements of LEAA—monitor the progress of the program.
5. The *Impact Decision Group*, consisting of three LEAA senior-level staff members appointed by the Administrator, determines program policy and funding

**PERCENTAGE OF IMPACT FUNDS AND PROJECTS  
AWARDED IN THE SIX BASIC FUNCTIONAL CATEGORIES  
FY 1972 AND FY 1973 FUNDS  
(AS OF OCTOBER 1, 1973)**



TOTAL: \$54,365,315



TOTAL: 172 PROJECTS

criteria, and reviews progress of the impact program nationally.

**Measuring success.** Since the program requires rigorous data collection, analysis, and quantitative goal formulation, evaluation is a vital component. There are three levels of evaluation:

- *City-level program/project evaluation.* National Institute funds are provided to each crime analysis team to evaluate the success of individual projects and to measure their contribution toward overall city crime reduction goals.

- *Crime-rate assessments.* The National Criminal Justice Information and Statistics Service contracted with the Bureau of Census to conduct a National Crime Panel in the impact cities in 1972, 1975, and 1977. These surveys will obtain additional information concerning citizen victimization, determine levels of unreported crime, and measure the ability of the cities to meet the program's crime reduction goals.

- *National-level evaluation.* With contractor assistance, the National Institute is undertaking a large-scale evaluative effort designed to answer the following questions:

—*What were the processes by which the eight cities planned, implemented, and evaluated their projects and programs?*

—*What were the key factors which promoted or inhibited program success in terms of overall goals?*

—*What meaningful conclusions can be drawn from the record of the impact program and the overall evaluation effort?*

**Crime displacement.** If the Impact Program focused solely on crime suppression strategies, jurisdictions surrounding the target cities might be expected to experience some form of "crime displacement"—a shifting of criminal emphasis from the target city to surrounding suburbs.

Studies are now under way in each city to measure any crime spillover, but no such effect has been detected to date. The reason is attributed to the comprehensive approach of the Impact Program. It not only involves police, but courts, and corrections agencies as well. Offender rehabilitation, leading to the reduction of recidivism, is a key element. Program objectives include not only the deterrence of offenders from committing crimes in target cities, but their apprehension, adjudication, and rehabilitation as well.

**Results.** After an initial startup and program development period, the eight Impact cities have begun implementation of approximately 250 proposed anticrime projects. Interim evaluation reports on three of these

projects are indicative of the effects of the impact program:

- **Foot patrol**—a St. Louis project deploying pairs of volunteer patrolmen in selected high-crime areas during high-crime evening hours, reduced serious crime 9.5 percent during the first half of fiscal year 1973, compared to the same period the previous year. Crimes against persons decreased 19.9 percent overall and 25.8 percent during the project's hours of operation.

- **Employ-ex**—a Denver project to provide rehabilitation to ex-offenders through job training, job placement, and counseling—processed 370 clients during the first half of the year, placed 150 of them in jobs, and completed processing for 85 other offenders still confined.

- **Anti-robbery/burglary division**—an Atlanta project placing a team of plainclothes officers in high-crime areas to conduct stakeouts, gather information and investigate fencing activities—played a key role in reducing robberies by 15.6 percent, burglaries by 4.2 percent, and increasing apprehension by 5 percent in the period April–June 1973. The team also identified the top 10 fencing activities in the city.

Reception of the Impact Program has been good at both the State and local level. It has aided the cities in developing a more sophisticated, rational planning capability and a comprehensive evaluation capability. Increased interagency cooperation required by the program has been one of its major achievements and a key reason for its success.

## TREATMENT ALTERNATIVES TO STREET CRIME

The TASC program was expanded during the year to eight additional cities: Austin, Baltimore, Cleveland, Denver, Indianapolis, Miami, Newark, and Kansas City, Mo.

Developed by the Special Action Office for Drug Abuse Prevention and funded by LEAA, the program seeks to break the drug-driven cycle of street crime-to-jail-to-street crime through identification of the opiate-dependent offender and provision of treatment alternatives to prosecution.

The program begins in jail where offenders are screened for drug dependency. A urine specimen is taken and an interview conducted in order to ascertain drug usage and to explain the TASC pretrial intervention program. Information obtained with regard to drug dependency is provided to the arraignment court, prosecuting attorney, and defense counsel. With the concurrence of counsels, the court may then defer trial and release the offender to a treatment regimen indicated by a clinical diagnosis. In order to insure

compliance with the release conditions, a tracking system monitors treatment progress and provides periodic reports to the judiciary and the prosecutor's office.

TASC is a unique opportunity to reduce drug-motivated crime. When it was decided to expand the program this year, impact cities, Drug Enforcement Administration target cities, and a few other metropolitan areas with a high incidence of drug-related crime were invited to apply for grants. Of those selected, 8 received TASC funding in fiscal 1973 and 5 others are submitting applications for fiscal year 1974 funding.

## PILOT CITIES/COUNTIES PROGRAM

This program began as an effort of the National Institute of Law Enforcement and Criminal Justice in 1970 to establish "real world" laboratory settings in which comprehensive research, development, testing, evaluation, and demonstration programs could be developed.

The goals of the program are threefold:

- To demonstrate the ability of an interdisciplinary team with exceptional research and analysis capabilities to work with an operating criminal justice system and, within a 5-year period, contribute significantly to an ability to reduce crime and delinquency and to improve the quality of justice.

- To institutionalize the gains made during the pilot cities program by building into the target area's criminal justice system the research and analysis capability necessary for systemwide, problem-oriented planning and program evaluation.

- To understand more clearly the process by which change takes place in the criminal justice system, so that more effective means can be devised for the nationwide dissemination and possible implementation of well-tested innovations.

The eight pilot cities are: Albuquerque (Bernalillo County), N. Mex.; Dayton (Montgomery County), Ohio; Charlotte (Mecklenberg County), N.C.; Norfolk (Tidewater Area), Va.; San Jose (Santa Clara County), Calif.; Omaha (Douglas County), Nebr.; Rochester (Monroe County), N.Y.; Des Moines (Polk County), Iowa. All eight were operational in Fiscal Year 1973. More than 90 research reports were issued, \$4 million in demonstration projects were funded, and dozens of formal and informal technical assistance requests were filled.

Program responsibility in LEAA rests with the regional offices. A National Coordinator within the Office of Criminal Justice Assistance is the focal point for all pilot city activities. The National Institute of

Law Enforcement and Criminal Justice retains responsibility for the national evaluation of the program. It also aids in technology transfer aspects.

The programs consist of four elements: Research, demonstration projects, technical assistance, and evaluation.

**Research.** Pilot research is designed to help diagnose and define criminal justice problems. The emphasis is on common problems in a real setting from which tools, measurement techniques, and methodologies can be developed and transferred to other jurisdictions.

In one project, Charlotte is producing a series of background papers for decisionmakers, concentrating on defining and examining the scope and magnitude of the metropolitan drug problem.

In another, the San Jose team conducted an extensive study of the decisionmaking process of the Santa Clara County Criminal Justice Planning Board. Decisions and priorities were analyzed through four independent measuring tools in a manner easily transferable to the analysis of decisionmaking bodies at other levels.

All teams continued their baseline data collection efforts designed to provide a detailed, sophisticated description of crime and the operation of their local criminal justice systems.

**Demonstration projects.** Discretionary funds are provided to each target area for support of demonstration projects which can serve as models elsewhere. These projects may introduce a local innovation, consolidate a number of existing ideas or projects, evaluate existing programs or ideas, or contribute to the foundation for long-term development of a model criminal justice system. Some examples of pilot projects funded in Fiscal Year 1973 include:

- **Albuquerque's property crime reduction program**, designed to test the hypothesis that multiple police tactical strategies such as the special operations section, team policing, and legal support unit will be more effective if coordinated by an operations-oriented crime analysis and planning unit.

- **Dayton's comprehensive delinquency youth project**, which is analyzing existing juvenile court diagnostic and treatment procedures, evaluating the effectiveness of these resources, and developing alternative means of diagnosis and referral. The objective is to reduce participation of juveniles in larceny, burglary, and auto theft.

- **Rochester's Police And Citizens Together Against Crime Project (PACTAC)** will evaluate the benefit of a community-relations program in which citizens work with police officers in servicing calls and deterring criminal activity through preventive patrols.

- **Charlotte's Mecklenburg County criminal justice information system**, which is designed to introduce a comprehensive management information system resulting in more accurate and efficient adjudication both in district and superior courts.

- **Norfolk's youth service unit**, designed to provide a juvenile delinquency prevention and control remedy for cities which lack formal court intake for juveniles. Members of the police department are trained to work with juveniles in a counseling and community involvement role. In addition, they present a series of interdisciplinary training sessions which bring together law enforcement, juvenile probation, and school officials to discuss common juvenile problems.

**Technical assistance.** Pilot city teams also provide technical assistance to local agencies to improve planning and management skills and research and evaluation capabilities. Examples of this activity are:

- **The Norfolk pilot team** which, with the cooperation of Tidewater area police officials, developed a handbook to guide police in their handling of juveniles. The document has been termed a significant aid for officers on the beat in a variety of juvenile-encounter situations and disposition processes. Its development represents a new step in Tidewater area interagency and interjurisdictional cooperation.

- **The San Jose pilot team** participated in a study of adult corrections and detention program and facility requirements for Santa Clara County. The study and related work provided the impetus for a thorough assessment of the corrections system, its goals, needs, and operation. Research on predicting jail population provided technical assistance to county officials and a model for other jurisdictions with similar prediction requirements. The work formed the basis for a subsequent action project to create a county capability in jail population management and the collection and analysis of prediction data.

**Evaluation.** Under the leadership of the National Institute, pilot city program participants at local, State, and Federal levels assisted in development of a national program evaluation plan.

The plan will furnish the basis for a full-scale evaluation to begin in fiscal year 1974.

# State and Local Anticrime Efforts

## OFFICE OF CRIMINAL JUSTICE ASSISTANCE

The Office of Criminal Justice Assistance bears the primary responsibility for administering the majority of LEAA programs. Basic functions of the Office include coordination and awarding of nearly 87 percent of all LEAA funds and providing technical assistance to State and local criminal justice agencies.

During fiscal year 1973, OCJA programs were administered by an Assistant Administrator and a staff located at national headquarters and in the 10 regional offices.

**Grant programs.** The major portion of the LEAA budget is allocated for grants to State and local governments in the following categories:

Planning .....	\$48, 535, 000
Block Action.....	480, 180, 000
Discretionary .....	86, 887, 000
Correctional Improvement (part E).....	103, 264, 000
Technical Assistance.....	10, 000, 000
<b>Total .....</b>	<b>728, 866, 000</b>

**Planning grants.** These grants are awarded annually to each State planning agency in 55 jurisdictions—the 50 States, American Samoa, Washington, D.C., Guam, Puerto Rico, and the Virgin Islands. Their purpose is to support the development of comprehensive law enforcement plans required under Part B of the Omnibus Crime Control and Safe Streets Act.

The \$49 million allocated for planning during the year represents an increase of approximately \$14 million over fiscal year 1972 and reflects the increased importance placed upon long-range planning.

In order to insure local participation in the planning process SPA's are required to pass 40 percent of their planning funds on to local units of government. This requirement may be waived by LEAA if the passthrough is deemed detrimental to effective planning, but such waivers are rare.

**Block action grants.** The vast bulk of LEAA funds are awarded as block action grants, allocated to each State according to its population and allocated either in a lump sum or a series of payments. States then have the responsibility for redistributing the funds according to a predetermined formula.

This flexible "passthrough" formula is established by LEAA on the basis of funds expended by State and local agencies for criminal justice activities during the previous year. If local agencies expended 65 percent of a State's criminal justice budget during fiscal year 1972, for instance, they were entitled to share 65 percent of the block action moneys for fiscal year 1973.

The \$480 million awarded in block action grants during fiscal year 1973 was an increase of more than \$66 million over fiscal year 1972. It was approximately 20 times larger than the \$24.7 million awarded during LEAA's first year of operation in fiscal year 1969.

Utilization of block action funds falls into nine categories representing the full spectrum of law enforcement programs. These categories and respective expenditures in each (including \$3 million in LEAA discretionary funds awarded as small-State supplements) are as follows:

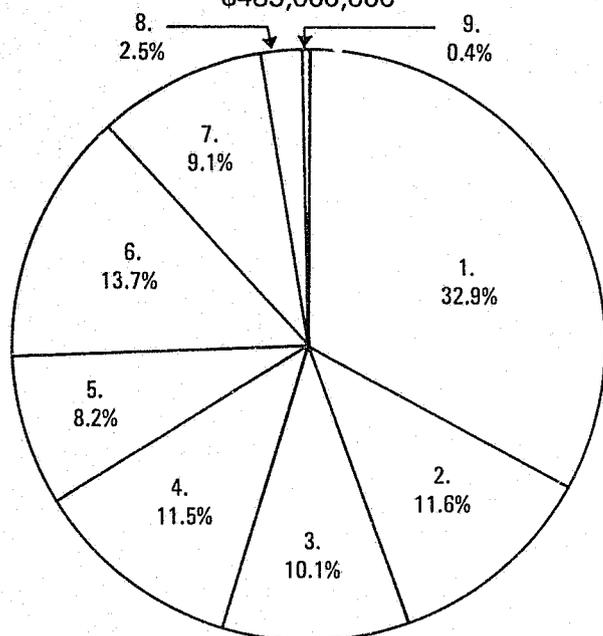
**Discretionary grants.** A portion of the total action grant budget, \$86.9 million in fiscal year 1973, was reserved for direct or discretionary grants in support of worthwhile projects which were not emphasized in State plans. Eligible for these funds were programs which appeared innovative, provided reform, or were multistate or national in scope.

Areas of major discretionary funding included drug abuse, juvenile delinquency, and multistate crime information systems. Examples of specific projects funded by discretionary grants appear in the reports from the LEAA regional offices in chapter 4. The High Impact Anticrime and Pilot City Programs—also supported by discretionary funds—are discussed in chapter 2.

**Small-State supplement.** A special \$3 million part C discretionary grant was divided among 15 small States and the territories. These funds were designed to assure a minimum block action grant allocation of at least \$1.15 million in each State, regardless of size or population, and an appropriate minimum amount for each territory and possession. Supplemental grants ranged from \$87,000 to \$450,000 during the current fiscal year.

**Part E correctional grants.** Corrections programs always received a portion of the block action (part C) funds, but in 1970 Congress placed special emphasis upon improving the corrections system. In amending

**ALLOCATION OF ACTION FUNDS  
By Program Area FY73  
(in millions)  
\$483,000,000**



1. Detection, Deterrence and Apprehension \$158.92
2. Non-Institutional Rehabilitation \$56.16
3. Institutional Rehabilitation \$49.07
4. Adjudication \$55.78
5. Research and Information Systems \$39.42
6. Prevention \$66.04
7. Diversion \$43.83
8. Planning and Evaluation \$11.97
9. Legislation (Criminal code revision, etc.) \$2.06

the Safe Streets Act, it authorized a new part E which provided funds solely for the purpose of upgrading correctional programs and facilities. The Congress stipulated that these funds were to supplement—not supplant—those moneys funded for corrections under the part C block grants.

Correctional funds are divided into two equal portions before distribution to the States. Half are allocated in block grants while the remainder are retained by LEAA to be awarded at its discretion.

While many types of programs are funded with part E grants, State and local governments are encouraged to give priority to community-based programs such as probation, halfway houses, diagnostic services, and other release programs, especially those dealing with youthful offenders. Advanced practices and innovative programs are encouraged.

Progressive design techniques are likewise to be utilized in construction programs, and construction of re-

gional and/or multistate facilities is encouraged. Provisions for treatment of drug and alcohol abusers, and separation of adults and juveniles, and males and females, are strongly recommended.

### Technical Assistance

The best available technical assistance in every criminal justice area is provided to State and local governments upon request. This major OCJA function was coordinated by the technical assistance division staffed by specialists in advanced planning and operational techniques in the various program areas such as police, courts, corrections, and organized crime.

Assistance to State and local governments, in some cases through onsite consultation, supports and augmenting similar services provided by SPA's and regional offices.

Accomplishments in the various program areas during fiscal year 1973 include the following:

**Police technical assistance program.** Designed to provide police agencies with prompt and effective onsite, short-term consultation, this program gained momentum in augmenting SPA and regional office technical assistance. The number of requests for assistance was five times larger in fiscal year 1973 than in the previous year. Assistance was provided in 48 of the 55 States and territories, at no cost to State and local police agencies.

Typical requests dealt with operations, organizational structure, manpower, information systems, facilities and equipment, and general management. Specialized assistance was also provided in organized crime, port security, and air safety.

Much of this technical assistance is provided through contracts with the Public Administration Service and the Westinghouse Justice Institute. One of the best features of the program was the rapid response to police requests, especially in emergency situations such as the floods in Rapid City, S. Dak., and northeast Pennsylvania.

**Training.** Training courses were expanded to reach more criminal justice personnel.

*The National Crime Prevention Institute*, located at the Southern Police Institute, University of Louisville, Ky., was expanded to provide training courses in crime prevention for more than 750 State and local officers each year. Its most recent addition is an advanced crime prevention course for organizations with established crime prevention programs.

*The National Sheriffs' Institute* at the School of Public Administration, University of Southern California, offers a series of intensified 2-week training programs for newly elected sheriffs. The objective is to

improve management, supervisory, and administrative skills of these key law enforcement executives. The training approach emphasizes active participation by the sheriff trainees.

*The Hazardous Devices Course*, directed by the U.S. Army Missile and Munitions Center at Redstone Arsenal, is designed to improve the ability of State and local public safety agencies to respond to the problems of terrorists and criminal bombings in their communities. Some 400 public safety officers completed the 3-week course during the year, bringing the total number of bomb disposal specialists trained there to more than 1,100.

*The National Bomb Data Center* is operated by the Federal Bureau of Investigation under an interagency agreement with LEAA. Located at Picatinny Arsenal in Dover, N.J., this facility furnishes up-to-date statistical and technical information, and training in bombing matters, to local law enforcement officers.

*The Police Legal Officer Training Program*, instituted by the International Association of Chiefs of Police, recruits and trains legal officers for police departments. The IACP is endeavoring to interest law enforcement executives in establishing legal advisor programs, and will make available technical expertise in the creation and operation of police legal units. A comprehensive training course for legal advisors will be conducted twice a year in different parts of the country to permit maximum participation. A research unit also will be formed to assist police legal units in handling common problems and developing long-range programs.

*Project STAR* (systems and training analysis of requirements for criminal justice participants) is designed to clarify the role, function, and performance objectives of operational criminal justice personnel. Training programs to achieve these objectives are being designed and tested. This work ultimately will provide an improved basis for measuring and upgrading a system's effectiveness.

In addition to these programs, technical assistance publications, conference training sessions, and onsite visits were provided by both central and regional personnel.

**Courts.** Demonstration and research programs in this area were instrumental in reductions in pretrial and posttrial delays in a number of States and cities during the year.

Total funding for courts, prosecution, defense, and law reform—relatively low in LEAA's early years—reached approximately \$90 million in fiscal year 1973. Major areas of spending included expanded and improved management in courts and prosecutors' offices, training for court-related personnel, and provision of new or additional services in prosecution, criminal de-

fense, bail, and pretrial release areas. Funding increased more than threefold over the previous year in areas of screening and diversion to reduce caseloads.

Courts and related agencies have been strengthened through creation of national level technical assistance capabilities. The assistance was provided through centers funded by LEAA, staffed by experts in State courts and related agencies, and operating under direction of boards representative of courts and prosecution. The most prominent of these is the **National Center for State Courts**, endorsed by President Nixon, Chief Justice Warren Burger, and former Justice Tom Clark.

The new **National Center for Prosecution Management** has provided guidance in strengthening the prosecution function throughout the country.

Assistance also was provided to organizations such as the National District Attorneys Association, American Bar Association, National Association of Attorneys General, and National Legal Aid and Defender Association.

National training or research organizations which received LEAA funds included the National College of District Attorneys, National College of Criminal Defense Lawyers and Public Defenders, National Institute of Trial Advocacy, Institute for Judicial Administration, National College of the State Judiciary, National Council of Juvenile Court Judges, American Academy of Judicial Education, American Judicature Society, and Institute for Court Management.

LEAA's approach to court improvement is to draw upon the best experience from soundly functioning State courts, and prosecutor and defender offices. State and nationally funded projects then are utilized to demonstrate the viability of new approaches and programs.

Methods and resources required to reduce case-processing time are generally understood and accepted throughout the country as the result of LEAA-funded research and demonstration programs. The priority need now is for adoption and demonstration of the programs in each State and for information dissemination and training programs.

The courts section of the technical assistance division processed more than \$9 million in grants to national organizations during fiscal year 1973.

The **courts technical assistance contract** also became fully operational during the year. Under this project, **American University in Washington, D.C.**, provided **technical assistance teams** upon request to some 50 courts and related agencies. These teams were composed of nationally recognized experts in areas such as court personnel and information systems, establishment of defender officers, court and prosecutor records control, space allocation, court reorganization, and State constitutional reform.

**National Center for State Courts.** Perhaps the most significant organization at work on functional problems of state courts is the **National Center for State Courts.** One of the best hopes for court reform lies in the success of the Center.

Responding to the call of the President and the Chief Justice, LEAA provided planning funds for creation of the center. Now in its second year of operation, it has received some \$6 million in LEAA grants plus some \$600,000 from private foundations.

The center is dedicated to assisting State courts in improving the administration of justice. Its creation marks the first time the State judicial branch of government has had an information, action, and research arm.

Operating out of a temporary headquarters in Denver, and regional offices in Boston, Atlanta, St. Paul, and San Francisco, the center provides information and assistance to most of the State court systems. The permanent headquarters will be established in Williamsburg, Va., and a Washington, D.C., office will be maintained.

The center is governed by a board of State court judges elected by a council of State court representatives. Each State court system selects one representative. The professional staff is composed of some 50 lawyers and specialists trained in court administration, systems and management, and other disciplines relevant to judicial administration.

The center enjoys great receptivity among State judges. It has provided assistance in interpreting requirements of the State court systems with State legislatures, Governors, and SPA's.

Center programs, studies, and demonstrations include those dealing with: *Multistate appellate delay reduction programs, utilizing video tape in courts, new court reporting devices, reduction of multiple criminal appeals and resorts to Federal courts in habeas cases, evaluation of court equipment, programs on defender services, sentencing, improved State-Federal court coordination, and both short- and long-term court evaluation studies.*

A \$550,000 research package funded through the center is directed at developing efficient, unified, State-wide court systems and sufficient State funding for courts. Research conducted by other organizations also is coordinated by the center, which evaluates LEAA-funded research and disseminates information on successful projects to State court systems.

One of the center's primary objectives is assisting court-improvement organizations. During fiscal year 1973, some \$1.2 million was provided for training organizations such as the National College of the State Judiciary in Reno.

Another important service is its clearinghouse of information for State courts, promoting utilization of new methods of court organization and administration, and technology. As a part of this service, the center has created a library of publications on State courts and judicial administration which forms the basis for a computerized system of maintaining and disseminating significant information on all State systems.

Inquiries from State systems, after they are answered, are cataloged for future reference by other interested systems. Information and consultation is provided on such matters as *improvement of bar discipline, installation of computer-based information systems, application of technology to court reporting, revision of court rules, establishment of standards for court research facilities, and promotion of improved procedures for judicial selection, tenure, discipline, and retirement.*

Rather than employing large numbers of court experts, the center provides funds to State court leaders for creation of their own technical assistance capabilities. During the 2 years the center has been in operation, there has been an unprecedented volume of judicial reform activity in the State courts—much of it stimulated and supported by the center.

**National Center for Prosecution Management.** The National Center for Prosecution Management, funded by some \$1 million in grants through the **National District Attorneys Association**, has been in operation less than 2 years.

Projects are designed to assist prosecutors throughout the United States in modernizing procedures, improving their relationships with other criminal justice agencies as well as with State and local governments, and community agencies, and providing a means for evaluating the quality of prosecution and analyzing its impact on the criminal justice system and society.

Field studies have been conducted in prosecutors' offices in *Bronx County, N.Y.; Prince George's County, Md.; Oakland County, Mich.; Harris County, Tex.; Milwaukee County, Wis.; Denver County, Colo., and Clackamas County, Ore.* Visits to these and other prosecutors' offices provided a background in prosecutor functions which led the center to conduct a national survey to develop a classification system for grouping and comparing prosecutors' offices which possess similar characteristics.

The system is expected to generate a framework within which standards and guidelines for operation and management of prosecutor's offices will be developed. The survey and resulting classification system will permit effective communication and technology transfer among all prosecutors' offices

If the prosecutor is to be effective, he must have the tools to measure his workload and to monitor and evaluate the operation of his office. One of the center's major objectives, therefore, has been creation and dissemination of statistical tools for planning, budgeting, program improvement, monitoring and evaluation.

Three publications dealing with this matter are currently available: *A Statistical Method for Measuring Case Flow in a Prosecutor's Office*; *A System for Manual Evaluation of Case Processing in the Prosecutor's Office*, and *Snapshot-Spin Around: A Technique to Measure Capacity and Overload in a Prosecutor's Office*.

While these basic tools are only the first step in aiding the prosecutor, they have received widespread acceptance at Federal, State and local levels. They have been adopted in numerous offices, including *Detroit, Mich.*; *the Bronx, N.Y.*; *Fresno, Calif.*; *Montgomery County, Md.*; *Davis County, Utah*; and *the Delaware Attorney General's Office*.

In its role as disseminator of model management principles and practices, the center has participated in national and regional training seminars sponsored by the National College of District Attorneys and State district attorney associations.

The center also was represented on Project SEARCH's statistical reporting system project committee and the standardized crime reporting system project, on the courts task force and the Information Systems and Statistics Committee for the National Commission on Criminal Justice Standards and Goals. All of these projects are directed at improved management by prosecutors.

The technical assistance function at the center is designed to help individual prosecutors with specific problems. Upon request a technical assistance team visits the prosecutor's office. During a 2-day consultation period, it reviews his problems, suggests priorities and possible solutions, and discusses prospective sources for funding. The visiting team usually consists of management specialists from the center's staff and experienced prosecutors.

During Fiscal Year 1973, some 65 requests and inquiries were received and 25 visits completed.

Additional center projects include providing technical publication grants for development of "how-to" manuals, and technical assistance grants to help identify problem areas and establish priorities for suggested solutions and methods of improvement.

Technical manual projects are aimed at developing practical procedural manuals to assist the prosecutor in implementing modern management techniques. Two manuals have been completed dealing with: (1) *How to establish a screening function in a*

*prosecutor's office*, and (2) *how to establish efficient paperwork and records management systems*.

Manuals are in preparation on *diversionary programs*, *special problems of rural prosecutors*, *budgeting for the prosecutor's office*, and *management information systems*.

The center is sponsored by the National College of District Attorneys and the Institute for Court Management, as well as the National District Attorneys Association. Its staff of 18, composed primarily of systems and management experts and former prosecutors, is located in Washington, D.C.

**Corrections.** There were 245 requests for technical assistance in this area during the year, and a considerably larger volume of assistance was provided through three technical assistance contracts and staff support.

Most frequent areas of assistance in adult corrections dealt with county and city jails, assistance to State departments, probation and parole, alternatives to incarceration, and training.

Areas of primary interest in juvenile corrections included detention facilities, administration of State juvenile delinquency programs, probation and parole, and alternatives to incarceration.

**National Clearinghouse for Criminal Justice Planning and Architecture.** The National Clearinghouse for Criminal Justice Planning and Architecture provided assistance to corrections agencies, as well as to courts and police agencies, in planning and architecture. Publication of guidelines in these areas was completed during the year.

The clearinghouse reviewed more than 300 individual project proposals during the year, double the number for the previous 2 years. It is the function of the clearinghouse to review such proposals and recommend consideration for part E funding by the appropriate SPA and LEAA Regional Office.

Hawaii received assistance in implementing its correctional master plan developed with clearinghouse aid in fiscal year 1972. South Carolina, New Hampshire and Arizona received assistance in developing similar correctional master plans, which emphasize community-based correctional programs in preference to institutional treatment. They are based on the premise that individualized treatment is vital to reduction of crime and that links must be established between corrections and other elements of the criminal justice system.

A closely coordinated effort involving the clearinghouse, the LEAA regional office in Denver and Indian tribes was directed at programing and architectural design dealing with two pressing Indian problems—alcohol abuse and suicide.

**Halfway House.** Because of the growing interest in halfway houses, LEAA contracted with the **International Halfway House Association** in Cincinnati, Ohio, to develop guidelines and standards for halfway houses and community treatment centers. The publication is designed to assist agency and planning staffs in establishing successful halfway house programs which meet the goals and objectives of community-based residential treatment.

Two programs for training middle and top management personnel were funded by the National Institute of Corrections. One program was for training trainers, the other for developing academic programing. The Institute also provided funds to evaluate an agency-wide organizational development program.

**Community involvement.** A grant of \$209,100 to the **Association of Junior Leagues** enabled more than 200 chapters throughout the Nation to serve as catalysts in mobilizing community participation in organized efforts to seek criminal justice improvements.

The program, **IMPACT**, is designed to inform 107,000 junior league members on criminal justice improvement goals and how to relate them to their own communities. It helps them analyze critical community issues involving crime and delinquency, to determine community requirements and potential resources to fill those requirements, and to stimulate involvement in efforts to upgrade State and local criminal justice agencies.

**Volunteers.** The importance of the volunteer in corrections is recognized in the **Key Program**, dealing with rehabilitation of female offenders. Prerelease counseling and postrelease services were provided for approximately 200 female offenders released from the Federal Reformatory for Women at Alderson, W. Va. A professional staff and community volunteers provided counseling, vocational planning and placement, educational planning and placement, and necessary support services such as location of housing and child care.

**Legal services.** Funding was granted for another year to an ongoing program of providing legal services to indigent prisoners in Minnesota, Kansas, and Georgia. The project employs law students under the supervision of attorneys to interview prisoners, review complaints and requests for appeals, and in some instances participate in legal actions.

In Minnesota, legal assistance is provided in civil matters, while in Georgia and Kansas the program is focused on legal problems arising from the prisoners' convictions. The Minnesota program is also studying grievance procedures.

**Sheriffs.** The National Sheriffs' Association carried out a program of technical assistance to sheriffs' depart-

ments in program development and review of administrative and organizational problems. An operations manual will also be developed to provide guidance on upgrading a department.

**COPE.** Assessment data was received from a majority of the States which are interested in participating in the comprehensive offender program effort. The program, designed by LEAA in conjunction with the Departments of Labor and Health, Education, and Welfare, seeks an integrated approach to allocation of resources for rehabilitation. The second phase of the project, funding of demonstration projects to implement the concept, is now under consideration by the Federal agencies.

**Organized crime.** The LEAA approach to the widespread problem of organized crime has been the initiation of unique countermeasures to improve State and local law enforcement capabilities in this highly sophisticated and sensitive area.

These countermeasures include both tactical and strategic intelligence operations designed to identify the problem as it exists in the various States and localities. Law enforcement projects combating the identified problems are structured to eliminate the fragmented and duplicative efforts characteristic of organized crime law enforcement in many areas of the country today. The projects are supplemented by specialized training courses to enhance the ability of criminal justice personnel to operate effectively in complex investigative and prosecution processes.

Eight organized crime law enforcement programs administered jointly by the Technical Assistance Division and LEAA regional offices are designed to assist State and local governments in developing countermeasures. These programs, supported by LEAA discretionary funding, are:

1. *Interstate intelligence analysis and dissemination centers*, designed to stimulate and encourage multistate or regional organized crime intelligence systems.

2. *Statewide organized crime intelligence units*, designed to establish a strategic and tactical organized crime intelligence capability for coordinating the intelligence-gathering functions of local and State agencies.

3. *Statewide investigatory and prosecutorial units*, designed to blend the investigator and prosecutor together in an interdisciplinary strike force effort against organized crime.

4. *Statewide corruption control units*, designed to investigate and combat corruption at State and local levels of government.

5. *Metropolitan area organized crime efforts*, designed to support projects and units which directly

address the problem in the Nation's largest cities and metropolitan areas.

6. *Organized crime training for State and local law enforcement personnel*, designed to provide formal training for police, prosecutors, criminal justice planners and judges in areas specifically related to control of organized crime.

7. *State organized crime prevention councils*, designed to establish a planning capability for developing and implementing a comprehensive strategy against organized crime.

8. *Metropolitan narcotics and dangerous drug enforcement groups*, designed to overcome jurisdictional problems and reduce duplication of efforts in the area of drug abuse through use of multijurisdictional units.

In support of those programs, the Technical Assistance Division also develops model projects and evaluation criteria; provides technical assistance to States and regions; provides a central source of information on organized crime discretionary grants; and develops inter- and intra-state coordination and cooperation in combating the problem.

Some significant projects financed by discretionary grants in fiscal year 1973 are:

**Louisiana.** A statewide organized crime and racketeering unit was established in the office of the Louisiana Attorney General under a \$250,000 grant. It consists of investigators, prosecutors, and other investigative specialists trained to coordinate State and local law enforcement and regulatory agencies in efforts to control organized crime.

This unit will implement a task force approach against public corruption and gambling within the State. Its targets will be selected on the basis of their importance in the organized crime structure, their impact on society and the capabilities of the unit for effective action against them.

**California.** Two significant projects were undertaken in California, an integrated program to combat organized crime (\$948,181) and the California organized crime trials unit (\$222,377).

The first project is an 18-month effort to develop a coordinated criminal intelligence system based on research, training, and use of a resource pool for surveillance equipment. The research will involve establishment of an automated system for intelligence information storage and retrieval; a computer-assisted analytical capability for intelligence data; and research and development capability involving sophisticated surveillance equipment.

Training will involve courses for intelligence collection, analysis, use of specified surveillance equipment, photography, and a course for intelligence com-

manders. A chief executive criminal intelligence seminar also is planned. All training courses will be open to members of law enforcement agencies outside the State.

The resource pool makes available to law enforcement agencies surveillance equipment which is either too expensive to be acquired by local agencies or too complicated in its operation for use by untrained officers.

The California organized crime trials unit is designed to prosecute, on a statewide basis, significant organized crime cases investigated and developed by Federal, State or local agencies. It contemplates utilization of deputy attorneys general and district attorneys operating exclusively in the organized crime area under the direction of the California Attorney General.

The unit will evaluate cases developed by law enforcement agencies and wherever the evidence justifies prosecution, will make arrangements in the appropriate jurisdiction. Specific targets will include fencing, prostitution, loan sharking, gambling, perjury, fraud, alcoholic beverage enforcement, and public corruption. Plans include close coordination of this group with other antiorganized crime units including the Federal strike force.

**Florida.** A \$275,315 grant will permit the strategic investigations bureau of the Florida Department of Law Enforcement to conduct long-term investigations against syndicated criminal groups involved in complex conspiracies. Targets would include large-scale financial manipulations, criminal fraud, concurrent violations of State and Federal statutes, irregular stock market, insurance, real estate, and corporate transactions, crossing of jurisdictional boundaries, corporate infiltration, and extortion.

The primary thrust of the project will be enforcement. Top priority will be given to identification and apprehension of offenders. The bureau will conduct extensive investigations leading to preparation of a sound case for prosecution and administrative or legislative sanctions. Publicity surrounding operation of the bureau also is expected to have a deterrent effect among would-be conspirators who will be dissuaded by the unit's scrutiny and investigative skill.

**New Mexico.** The 1973 session of the New Mexico State Legislature created the Governor's Organized Crime Prevention Commission and gave it broad powers to combat organized crime throughout the State. One of its first projects was establishment of a statewide organized crime intelligence unit under a \$104,708 grant. The unit will determine the nature and extent of organized crime, identify major targets for investigation, evaluate effectiveness of law enforcement agencies to respond to organized crime, and

advise and recommend plans for control of organized crime to the Governor and State legislature.

The long-range goal of the unit is development of an intelligence-gathering organization equipped to provide guidance in the field to all planning, operational, prosecution, legislative and executive agencies.

**Alcohol, tobacco, and firearms.** An interagency agreement between LEAA and the **Bureau of Alcohol, Tobacco, and Firearms of the Department of Treasury** provides technical assistance to State and local agencies in selected areas of training relating to investigation of organized crime. The Bureau provides such instructors, upon request, in the following areas: Raids, searches and seizures, explosives and firearms, surveillance, undercover techniques, interrogation, and development of informers and evaluation of information.

Since the beginning of the program in October 1972, State and local participants have expended a total of 30,332 man-hours in such training classes.

## FINANCIAL MANAGEMENT ASSISTANCE

*The Financial Management Development Division of OCJA* provides financial management assistance to regional offices and SPA's. It is charged with implementing training for all personnel involved in financial aspects of the various programs. It also disseminates

guidelines and manuals for fiscal operations involving requirements of LEAA and the Office of Management and Budget.

## LEAA REGIONAL OFFICES

In keeping with the spirit of the New Federalism, LEAA operates offices in each of the 10 Federal regions under the general coordination and supervision of the Office of Criminal Justice Assistance. Through regionalization, LEAA has placed decisionmaking authority and assistance as close as possible to the grass roots level.

LEAA Regional Administrators review and approve the award of most LEAA grants. Each State has a representative in the relevant LEAA regional office, thus providing a single point of contact for State and local criminal justice planners.

In addition, the regional staffs include experts in police, courts, and corrections to provide prompt, onsite assistance to local agencies.

The Regional Offices work closely with the States in developing the annual comprehensive law enforcement improvement plans required under the Safe Streets Act. Workshops and seminars are sponsored periodically to enlarge the growing expertise of criminal justice planners throughout the country.

The following reports, submitted by each of the 10 LEAA Regional Administrators, highlight key anti-crime projects in the States supported by LEAA funds.

## Regional Reports

### REGION ONE BOSTON

Building upon the historical, economic, and cultural homogeneity of the New England States, the criminal justice effort has been strengthened by interstate compacts and conferences which provide a unity difficult to achieve in other regions.

Six-State compacts have been executed by the State police commissioners and the State corrections officers. Standing conferences such as the Governor's Conference of Attorneys General also form the base for coordinated programs.

The LEAA regional office has sponsored regionwide institutes in law enforcement management, organized crime intelligence and corrections. The Institute of Law Enforcement Management is now entirely supported by the six States, following initial discretionary funding by LEAA.

Crime decreased significantly in Connecticut, and in

several cities in the region (*see box*). The reduction of 6.8 percent in Connecticut in the early part of 1973 was the largest in the Nation.

### Connecticut

Increased coordination of services, improved community-based services and additional education and training were noteworthy developments.

Additional training and education for personnel who maintain person-to-person contacts in courts, corrections and youth programs occupied a special priority.

Emphasis continued to be placed upon community-based services in many fields. At the same time, efforts were made to begin evaluating the services and the need for them.

Consolidation of services is actively sought in every phase of the criminal justice system. It is being applied at both State-local levels and among localities.

**Police.** The most successful programs have involved specialized patrols, use of civilian specialists, and training. Among the most effective patrol programs were the intrastate regional drug squads. Utilizing State and local police working in tandem, the units have grown in number so quickly that a statewide enforcement coordinating committee was organized to coordinate their efforts.

The Manchester Police Department began a trend toward hiring disabled war veterans in dispatcher positions to free patrolmen for street duty.

The Connecticut Police Academy offered an in-service legal training course, taught by prosecutors from the State judicial department.

Implementation of the criminal justice information system began with installation of an automated, computer-run information transmission system for State and local police. It will be the vehicle by which the integrated CJIS will develop its capability.

**Courts.** Better defender and prosecution services and an improved bail system were the primary objectives in the area.

A model public defender's office was established in the New Haven Circuit Court. It provides personnel and other resources needed to render comprehensive defense services.

Similar improvement of public defender services now is underway in Hartford and Bridgeport.

### Boston—Region One



### CRIME DECREASES

The following major cities in Region One reported\* crime reductions in the first three months of 1973, compared to the same period in 1972:

	Percent
Bridgeport, Conn.	— 5.7
Fall River, Mass.	—13.5
Hartford, Conn.	— 8.6
New Bedford, Mass.	—28.2
Waterbury, Conn.	—11.5

\*FBI Uniform Crime Reports.

A chief State's attorney's office also was approved to coordinate the State's prosecutorial functions.

The Hartford bail project provided attorneys to work with prisoners in the county jail in an effort to release them on their own recognizance. The effectiveness of the program has led to additional funds for expansion elsewhere in the State.

**Corrections.** One of the most innovative programs developed was the ombudsman program for the department of corrections. It implements a complaint procedure which can be used after available internal grievance procedures are exhausted. It is one of only a handful of such programs in the Nation.

Expanded legal services were provided at State correctional institutions, both in terms of legal staff and microfilmed legal library materials.

The Criminal Justice Academy, established in 1972, brought together seven State agencies working in the areas of corrections and rehabilitation. It trains new employees and conducts inservice training.

**Drug abuse and rehabilitation.** Comprehensive planning to combat drug abuse took the form of community-based treatment and diversion services.

Community reentry programs with treatment, counseling, housing, educational, and social services were operated in Hartford, Bridgeport and New Haven facilities.

Three alcohol treatment programs, located in Danbury, New Haven, and New London, were proving effective.

**Juvenile delinquency.** More than 25 percent of the State's action funds were devoted to youth programs. A major area of support was operation of 15 group homes which serve as alternatives to incarceration. A central office has been established to supervise and coordinate the program.

In addition to the group homes program, the juvenile effort included expansion of local youth services bureaus and an evaluation of the entire juvenile justice system.

**Organized crime.** The New Haven Organized Crime Task Force, coordinating the efforts of the State's attorney, State and local police, was funded for a second year. It has compiled information about organized crime activity in New Haven County and laid the foundation for a statewide organized crime task force.

The latter group has now been approved by the State legislature as a division of the State police department.

## Maine

Priority programs included training and education of criminal justice personnel, upgrading information

and communications systems, and improving effectiveness of criminal justice agencies.

The Law Enforcement and Criminal Justice Training Academy was established to provide recruit and inservice training for State and local officials. Both full and associate degrees in corrections and enforcement were established in the State's higher education facilities.

Work proceeded on development of the Criminal Justice Information System. Information processing requirements were developed and a comprehensive data system plan was established.

Steps were taken to provide additional crime laboratory services. Establishment of a State criminal laboratory within the Department of Public Safety and the medical examiner's office is planned to serve all criminal justice agencies.

**Police.** In addition to the attention devoted to training, emergency equipment and other support materials received priority consideration. An effort is being made to supply every full-time law enforcement officer in the State with adequate communications capability.

**Courts.** Studies are underway regarding revision of the criminal code and rules of evidence.

Law clerks have been added at the Supreme Court to help it cope with a rising caseload. A second project to improve administration of the courts involved addition of a chief clerk to the office of the administrative assistant. The chief clerk will institute a long-overdue statistical reporting system in the superior court.

A clinical practice program permits Maine University law students to act as counsel for indigent defendants. Meanwhile a study is underway into the feasibility of a public defender program.

Funding also was provided for training programs, both in-State and elsewhere, for judges, prosecutors, and administrative personnel.

**Corrections.** The State's work-release, furlough, and rehabilitation statutes are being revised, and the half-way house program which has proved successful at the State's female institutions is now being expanded to include men. Community-based job placement is underway.

An effort is being made to improve both physical plant and rehabilitative services in county jails and to consolidate facilities.

Better psychiatric and diagnostic services are under development, and there is increased emphasis on presentence investigations by probation officers.

**Juvenile delinquency.** Youth service bureaus have been established in major police departments. Activities include counseling youths and parents, and cooperation with school officials and social agencies to solve youthful problems.

Community-based juvenile homes have been developed to serve as an alternative to incarceration and for prerelease treatment following commitment. Eventually the homes will be strategically located throughout the State to permit a child to remain in or near his own area.

More emphasis is placed upon individual treatment programs in the institutions. Renovations are permitting expanded services. The major problem in the past has been lack of specialists.

Probation and aftercare services are addressed through provision of more and better trained officers, specialization in casework management, and additional services for probationers and youths on entrustment.

**Civil disorders.** The major effort is directed toward development of mutual aid agreements between communities which have small police departments. Training needs have been identified for future years.

## Massachusetts

Improvement efforts continued to be centered around criminal justice development agencies in each of the State's seven major cities. The SPA initiated an Impact-type Program in Worcester which received \$750,000 to reduce street crime.

The shift in corrections emphasis continued from institutional programs to community-based rehabilitation.

The role of enforcement personnel was upgraded through personnel development, management training, minority recruitment, and community relations efforts.

The most pressing current priority is to consolidate support for programs which have proven most effective at reducing the level of serious crime. In its long-range planning, the SPA is focusing exclusively upon such programs.

**Police.** A training curriculum and certification process was established for 18 regional and local police training academies. It was the first attempt to set statewide standards for police training.

Civil service procedures also were being examined to promote minority recruitment.

Planning and research units, legal advisors and special training techniques were funded. The **Police Institute**, in conjunction with the Association of Chiefs of Police, is providing technical assistance to small-city departments.

Other significant projects include a regional burglary and narcotics strike force in Springfield, a comprehensive auto theft prevention program in Cambridge, team policing in Holyoke, and community service programs in several communities.

Public housing security programs continued to receive attention. The **Bromley-Heath** community patrol, located in one of Boston's high-crime, low-income housing projects, helped to reduce street crime 77 percent last year. Similar projects are planned elsewhere.

The statewide communications improvement plan has been completed. Its first phase—upgrading communications in the Fall River-New Bedford region—nearly reached operational status. Implementation in other regions will follow during the next 2 years.

**Courts.** This program was directed at three areas: Prosecution, defense, and administration.

Each of the 73 district courts now has at least one professional prosecutor. All cases punishable by 1 year or more are now prosecuted by a trained prosecutor.

Efforts to provide effective defense counsel for indigents are centered around the **Massachusetts Defenders Committee**, which is attempting to improve defense capabilities, coordinate activities and draw more heavily upon private attorneys for assistance.

A model legal defender program is continuing to provide services to residents of a predominantly black section of **Roxbury**.

The executive secretary of the supreme judicial court is coordinating judicial education, preservice and in-service training programs, supervising drafting of new rules of criminal procedure, and applying electronic data processing techniques at all levels of the court system.

Information is being collected to be used in reorganization and updating of district courts.

The new regional office of the **National Center for State Courts** located at **Boston University**, provides technical assistance to all New England courts. Emphasis in its first year will be on Massachusetts.

**Corrections.** The three major targets of the correctional system are: Administrative improvements in the State department of correction, community correction centers, and institutional programs.

Recruitment and training have focused upon enlisting more minority personnel and developing technical specialists in volunteer and rehabilitative services. A supervisory training program will soon be offered to some 400 corrections officers from the two largest State prisons.

A special \$1.2 million LEAA discretionary grant is financing deinstitutionalization of the State institution at **Concord**. Under the **Concord Impact Anticrime Program**, nearly 350 youthful offenders committed under indefinite sentence will benefit from new advocacy, work-release, drug diversion, and parole services.

The State attorney general's appellate division was expanded to handle an increasing number of prisoner appeals.

Classification and screening programs were emphasized. A reception and diagnostic center at Norfolk prison evaluates inmates and assigns them to appropriate rehabilitative programs.

The Boston court resource project screened some 600 offenders for rehabilitation. Of those selected, 65 percent successfully completed the 90-day program and charges against them were dropped.

**Juvenile delinquency.** A dual approach has been established: Deinstitutionalization and reorganization of the Department of Youth Services, and development of broad-based community programs.

DYS reorganization focused upon improved administration and planning, parole volunteers and purchase of services to provide alternatives to incarceration.

Six youth resource bureaus now attempt to develop community resources. Concurrently the courts are limiting the set of formal court and correctional procedures to the most serious cases, so that a youth's contact with the system will result in positive efforts to deal with his problem.

**Drug abuse and rehabilitation.** Treatment programs are being shifted from court-based to community-based systems, and a new CASE model—centralized addiction screening and evaluation—encourages drug treatment to begin immediately upon entry into the criminal justice system.

The major component in the CASE model is the drug screening board, staffed by medical professionals, court personnel and paraprofessionals. It evaluates offenders and recommends alternatives which the court might take during the pretrial or posttrial period.

One of the primary virtues of the system is reduction of the court's caseload by swifter disposition of cases.

Drug screening boards now function in the Boston, Worcester, Springfield, and Somerville courts and programs are planned in three other communities.

Utilizing a metropolitan enforcement group (MEG) unit model, two areawide enforcement groups are combating drug traffic and related offenses. Other similar local efforts are planned.

**Organized crime.** At the State level, these programs received strong support: An automatic data processing system which collects, retrieves, and stores crime intelligence in the attorney general's office; a technical assistance center providing equipment, legal and investigative assistance to law enforcement agencies, and a white collar crime section.

**Riots and civil disorders.** The community assistance group in the department of public safety has been the focal point for crisis intervention throughout the State. It has assisted local communities in dealing effectively

with high school disturbances, gang confrontations and campus disorders.

The unit carries out intervention strategies such as mediation, arbitration, and education rather than relying on force.

Since few civil disorders are now arising, the CAG is shifting its efforts to training of local departments in such subjects as human relations, conflict management, community organization, and crisis intervention.

## New Hampshire

While priority is given to projects aimed directly at reduction of crime, the keynote of the criminal justice program is balance. The greatest need is to solve juvenile delinquency problems, and most program areas are developed with this long-range goal in mind.

There is heavy emphasis on upgrading small police departments, which compose the vast majority of the State's law enforcement agencies.

Another area of concern is the judicial system where the greatest need is creation of a statewide administrative structure insuring optimum use of court resources and furnishing proper support to the judicial function.

Fiscal year 1973 was significant because it marked the beginning of an effort to evaluate programs accurately in terms of goals and achievement.

**Police.** The statewide communications system neared completion. It now serves the State police, 13 cities, 10 counties, and 185 of 221 towns. The remaining towns either have no police departments or receive services from the county sheriff or State police. Support is being offered to them this year.

Upgrading of personnel has been accomplished by a variety of training programs from basic courses to seminars in forensic pathology.

As a result of legislative action in 1971, the State now has a policy board which coordinates all police training. Vocational-technical training facilities are used for specialized courses and to date more than 300 officers have completed the 6-week in-residence basic training course.

**Courts.** Since a proposal to abolish the part-time district court system failed in the State legislature, other means have been sought to upgrade court procedures. Improvements are planned for both prosecutor and defense functions, and a special Governor's commission is examining problems of court administration. The National Center for State Courts has been retained to advise on judicial reform.

The ultimate goal is a unified State court system providing strengthened administrative and financial support. In the meantime efforts consist of attempting

to provide adequate resources to the courts and court officials.

**Corrections.** In the adult prison at Concord, the emphasis has been on training of corrections personnel and identification and treatment of disturbed inmates.

The New Hampshire Youth Development Center has inaugurated a diagnostic unit serving both the institution and courts which request preadjudication evaluation.

Recommendations for upgrading quality and increasing the numbers of State probation personnel are being studied, and one halfway house is in operation.

There continues to be a pressing need for adult diagnostic and evaluation capabilities.

**Drug abuse and rehabilitation.** This problem is not viewed as a severe problem throughout the State. It is centralized in the southeast corner where educational and military institutions are found.

Funds have been made available to conduct drug education programs at the elementary and secondary school levels. Thus far special drug enforcement or prosecutorial programs have not been necessary.

**Juvenile delinquency.** Projects in this area vary considerably, but the emphasis is on those which have a systematic impact upon the causes of crime or delinquent behavior.

As a high priority in New Hampshire, these projects are being examined more closely to determine their impact on juvenile crime.

## Rhode Island

The State program is highlighted by a strong commitment to development of the Rhode Island Criminal Justice Information System which will serve law enforcement and corrections agencies and the courts.

The system is a three-phase program combining both voice communications and data transmission.

**Police.** Programing concentrated on communications, community relations, training, and improvement of field and supporting services.

A statewide communications system which will tie into the criminal justice information system has been completed. Uniform training is provided for all local personnel, and limited command and management training is offered to personnel at administrative levels.

Communications equipment was updated for eight local communities, and officers were instructed on its use and its relationship to the statewide system. A series of programs in each of the State's nine criminal justice regions provides on-the-job experience in community relations. Community relations projects have

been helpful in relieving hostilities between police and citizens.

Other projects at the local level addressed requirements in recordkeeping, data processing and reporting, inspection and investigation, and coping with juvenile offenders.

**Courts.** The goal of reform efforts is to insure final disposition of most cases within 6 months.

Additional public defenders and more attorneys in the attorney general's office are helping to reduce case-loads.

Seminars, workshops and other training programs were conducted for middle management personnel. Planning services in management improvement were provided by a planning and research unit in the attorney general's office.

Assistance is being provided in the codification of revised rules of procedure and clarification of juvenile rights to expedite disposition of cases.

A committee on facilities is surveying existing facilities and recommending development of new court buildings and reorganization of current space.

**Corrections.** The new Department of Corrections has stimulated significant changes in the correctional system. Comprehensive planning is now underway for the collection and analysis of operational, organizational and technical requirements in the department. A major component is a functional records and reporting system.

Expanded educational opportunities are being offered in State institutions and efforts are made to motivate inmates to pursue further education. A halfway house provides community, occupational and family ties for ex-offenders outside the institutional atmosphere.

Basic orientation and refresher training programs have been established for corrections personnel. Specialized training will soon be added.

Medical treatment has been improved at the adult correctional institution.

**Drug abuse and rehabilitation.** A reorganization of concerned agencies placed responsibility for this program under the Department of Mental Health. A 10-year grant was received from the National Institute of Mental Health to support rehabilitative programs. As a consequence, LEAA support will be reserved for areas which display serious drug problems. Support was provided to six community-based programs designed to help drug-prone individuals.

**Juvenile delinquency.** The Rhode Island Youth Service Bureau provides four basic services in delinquency prevention: Intervention prior to a youth's entry into

the criminal justice system; counseling for youths in trouble; identification of potential delinquents, and coordination of community resources for prevention.

A number of other organizations provide supporting services such as delinquency prevention activities, crisis intervention, group and individual counseling, and educational and vocational alternatives.

Group homes in Providence, Pawtucket, and Newport provide a family environment and counseling by psychologists and educators as an alternative to incarceration.

**Organized crime.** A unit directed by the attorney general's office has identified and prosecuted top leadership in organized crime. Its responsibilities include development of intelligence, maintenance of surveillance on underworld figures, and formulation of prevention materials for State and local personnel.

The unit works closely with the New England Organized Crime Intelligence System to achieve coordinated strategy and enforcement.

## Vermont

The nature of the State remains basically rural, with an overlay of metropolitan problems, but officials feel solutions must be approached from a rural perspective.

The Governor's commission on the Administration of Justice, newly reorganized unit, is supporting a comprehensive feasibility study of all aspects of the criminal justice system.

One of the high priority task forces is examining a comprehensive information system. Other major problems include: Displacement of criminal problems to rural areas as larger municipalities develop stronger enforcement postures; law enforcement training; re-vamping of the court system; an improved corrections system, and mobilization of effective community participation to support the efforts of criminal justice agencies.

**Police.** The makeup of the State precludes operation of traditional protection systems. Past methods have been oriented to informal community vigilance which both deterred crime and assisted in the apprehension of offenders.

Police patrols are now being used, but because of low population density and high mobility of offenders, they are a dubious deterrent. Consequently a prototype crime-specific project has been designed to combine a regionalized police force with citizen involvement. The project will attempt to reduce burglaries by marking property, installing alarm systems, better residential and commercial security, a study of road networks and improved lighting.

Three other major efforts were undertaken during the year: A management study, evaluation of training, and a survey of police services, budgets and personnel.

A medium-sized town police department was selected as a prototype for a comprehensive assessment of police services. The end product is visualized as a kit of easily understood management tools having general application to local departments.

A panel of citizens is studying law enforcement and criminal justice training. It will recommend location of the training responsibility within the State governmental structure, and improvements in recruit and in-service programs.

One survey was taken to provide timely information on manpower, communications and recordkeeping problems. A second complementary survey is now underway and the two are expected to provide the data base for a full-scale analysis of police services.

**Courts.** The Justice Commission has attempted to alleviate court congestion by adding personnel and research resources. Additional training has been furnished to State prosecutorial and defender personnel. The problem common to these offices is lack of manpower.

A comprehensive examination of the administrative structure of the State court system was undertaken as a step toward ultimate development of a unified court system.

The Commission also funded establishment of a college course which studies the caseload of one county's juvenile court to determine the extent to which children's rights are being upheld when they come into contact with the juvenile justice system.

**Corrections.** The major effort was directed toward upgrading community programs, with particular emphasis on increased availability and utilization of alternative care facilities.

The Commission is developing, with the Agency of Human Services, a formalized procedure for reviewing alternative care proposals to insure effective expenditure of funds. In the meantime, start-up funds are being allocated to group homes, halfway houses and specialized residential treatment programs.

The Department of Corrections also is expanding utilization of alternative care facilities and strengthening prerelease programs for regional community correctional centers.

Increased emphasis has been placed upon individualized postrelease assistance such as counseling to ex-offenders.

**Drug abuse and rehabilitation.** While the State's drug problems have not reached crisis proportions, there is one State-supported drug rehabilitation center and numerous community-based teen centers.

The Lakeside Residential Treatment Center is designed to rehabilitate 16-26-year-old alcohol and drug abusers through intensive group process techniques. Preliminary evaluations indicate some success.

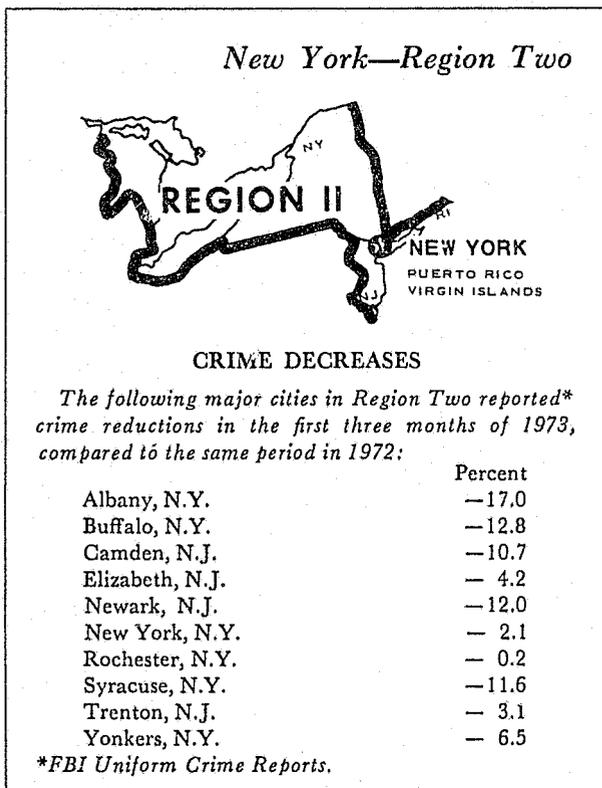
**Juvenile delinquency.** Major efforts have been directed toward juvenile delinquency prevention.

Youth service bureaus operate in three counties, featuring preventive programs, crisis intervention, and counseling.

To meet the need for qualified juvenile officers in local law enforcement departments, six officers were added to police departments during the year. They cooperate closely with the courts, corrections agencies, social services, the public education system, and the community itself.

## REGION TWO NEW YORK

Education and training drew the emphasis in Region Two during fiscal year 1973, and a number of efforts were launched to increase the expertise of criminal justice planners.



Notable among regional office training activities were standards and goals conferences in New Jersey and Puerto Rico, a juvenile justice conference in New York City, and a seminar for New Jersey county court justices. A series of training sessions also was sponsored for State planning agency personnel, court planners and local and regional crime control coordinators from New York State.

An indication of the region's progress can be seen in the FBI's crime statistics for first quarter 1973. Of the 100 major cities reporting crime decreases for the first 3 months of 1973, 10 were located in Region Two (see box). Six New York cities reported decreases ranging as high as 17 percent, and four New Jersey cities reported similar decreases. Newark, a High Impact city, registered the largest decrease among New Jersey cities—12 percent.

Innovative programs included the New York City Police Department's study of violence-prone police officers. The study will attempt to identify and assess factors related to unwarranted use of force, then will develop a testing instrument to screen such individuals among police candidates and officers currently on the force.

Another noteworthy project was the Jersey City juvenile diversion project designed to divert juveniles from the criminal justice system to legitimate service and treatment programs—chiefly high school and intensive counseling programs, group homes and the community drug program.

Newark's High Impact Program devised 16 crime-specific projects ranging from a street lighting program to residential treatment centers for juvenile delinquents. LEAA awarded \$8.6 million for the projects. Each has a built-in evaluation component enabling the city's Crime Analysis Team to make sound judgments on the future course of action projects.

## New Jersey

The past 10 years have witnessed many improvements in the New Jersey criminal justice system. They include a modified statewide judiciary system, State-supported public defender services, professional divisions for investigation and prosecution, coordination of colleges and universities offering criminal justice courses, and a special school district for correctional institutions.

LEAA assistance has been helpful in accelerating and redefining these developments, and in some cases speeding full implementation of improvements.

During the past 5 years the State Law Enforcement Planning Agency, with LEAA funding, has established: Local criminal justice planning units in six cities and

eight counties; local drug treatment and rehabilitation facilities; juvenile aid bureaus in police departments; rehabilitation and supervision alternatives to probation or prison; community residential centers for juveniles; organized crime strike forces; statewide organized crime intelligence capability; and a statewide alert system for civil disorders.

New Jersey's crime picture is shaped, to a considerable extent, by geography and population factors. Forming a corridor between two major urban areas—New York City and Philadelphia—the State is the most densely populated in the Nation. It has two cities with populations of 250,000-plus and four others of more than 100,000.

The large urban centers experienced a leveling-off of the crime rate in 1972, and the crime rate for the entire State decreased 1.59 percent. An encouraging trend was reported in the first 3 months of 1973 with reductions in four major cities. (*See box.*)

**Police.** One of New Jersey's principal targets is a measurable reduction in street crimes. The State emphasized cooperative endeavors among criminal justice agencies resulting in regionalization of some services and activities, wider use of nonuniformed personnel, utilization of more modern management techniques and experimenting with innovative equipment.

**Project DATUM** demonstrates the implementation of this approach. Seven police departments, including those in the six largest cities, formed a consortium to improve the exchange and identification of latent fingerprints. The effort included exchange of technicians, prints and information, and standardization of fingerprint and record retrieval equipment.

In another project, the **Plainfield crime prevention unit** makes a daily check of police reports on neighborhood crime, using the data to evaluate crime patterns and provide assistance. The project is encouraging residents to participate in anticrime efforts.

In the more rural northeast counties of **Morris, Warren, and Hunterdon**, several communities have developed a communications network enabling the rural departments to reduce response time and promote speedier communications between citizens and police. The regional network has tied the 190-square-mile area—policed by some 24 men and 12 cars—together into a closely knit regional service unit.

**Courts.** Expansion of formalized court administration and management capabilities, and reduction of delays, have been the primary goals of SLEPA and the State administrative office of the courts.

A grant to improve management of the Jersey City municipal court has led to appointment of a court administrator and introduction of new systems and case-processing methods.

Court management specialists and supporting staff made administrative improvements to improve processing of the county trial court level.

A centralized appeals bureau for appeals from county courts to the State level was established to free local prosecutors from the burden of preparing appeals.

The State public defender's staff has been increased, reducing case backlogs and delays.

High impact funds were allocated to **Newark, Essex County, and the State** for special processing of Impact target crime offenders. Modification of existing procedures and establishment of special courts is expected to reduce the arrest-to-sentencing time from 139 days to less than 90 days. The goal is to complete case processing in no more than 60 days.

**Corrections.** Improvements were sought during fiscal year 1973 in both institutional and noninstitutional rehabilitation programs.

Institutional programs included direct treatment services, expansion of correctional training for criminal justice personnel, and vocational training for institutionalized inmates.

Noninstitutional programs included community treatment facilities for juveniles, community correctional alternatives, improvement of parole practices, and expansion of advisory and consultative services.

A **Camden project** demonstrated that hard-core delinquents can be diverted from criminal behavior. The program separates delinquents into two groups: Those requiring intensive counseling are assigned to probation officers whose caseloads do not exceed 25 persons; and those more likely to respond are assigned to volunteers on a 1-to-1 basis. Of the 140 problem cases handled during the year, 33 satisfactorily completed the program, 30 violated probation regulations, and the remainder were referred to other agencies for specialized services. The findings indicate that this is a potentially promising approach to probation.

In **Bergen County**, a job bank for probationers produced impressive dividends with a minimum investment. The program relies upon volunteers who canvass employers for vacancies. Unemployed probationers are given preemployment vocational training, and after they have started work, probation officers maintain close contact with them and their employers. The project secured jobs for 173 probationers, the majority of whom have remained employed.

**Drug abuse.** The sharp increase in drug abuse within recent years has placed tremendous strain on an already overburdened criminal justice system. In an effort to meet this problem, New Jersey's comprehensive plan allocated \$3.5 million for treatment and rehabilitation of drug dependent individuals, establishment and expansion of State and local narcotics and danger-

ous drug law enforcement units, and treatment of drug-dependent inmates.

Public and private programs delivered the methadone maintenance program to 2,585 patients during the year. This total includes 1,038 patients treated in LEAA-funded projects such as Patrick House, North Bergen, and Monsignor Wall.

The State police continued their drug enforcement school at Sea Girt, and expanded the statewide task force and regional enforcement effort.

Block grant funds financed narcotic strike forces organized in seven counties and three communities. The Union County force at Westfield supported by LEAA discretionary funds provided a pooling of resources and services by 21 participating municipalities.

It was estimated that more than 50 percent of the State's correctional institution inmates have drug problems. To meet this challenge, SLEPA inaugurated a comprehensive drug treatment program in three state prisons.

**Juvenile delinquency.** Although community participation was encouraged in juvenile programs, major emphasis was placed upon professional treatment services.

Funding of 10 group homes for 8-12 juveniles each helped to meet New Jersey's long-standing need for facilities that offer an alternative to incarceration of youths.

Several communities inaugurated counseling services at the police station as a means of reaching the youngster when he is probably most receptive. Other counseling projects range from short-term counseling with the first offender and his family to professional long-term counseling and psychiatric services for hard-core cases.

In East Orange, delinquents were referred by police and probation departments to alternative schools with rehabilitation services not available in the traditional school system. The success rate was impressive, with the youngsters improving both academically and socially.

**Organized crime.** Funds were allocated for recruitment and training of additional personnel for two organized crime strike forces in Newark-Essex County and Trenton-Mercer County.

State police and the organized crime special prosecutions unit of the division of criminal justice undertook a statewide investigational and prosecutorial project. A substantial increase in indictments was anticipated over the 265 which were returned during the first 9 months of 1972.

**Riots and civil disorders.** Projects in this area consist of specialized use of communications equipment and establishment of special operational procedures. Programs also were undertaken to improve police attitudes

and understanding of the people with whom they come in contact.

**Project Alert** (allied emergency radio tie), coordinated by the State police, operates 33 stations strategically placed to cover campuses and urban and resort areas. The system is a single frequency radio hookup coordinating both police and military activities during an emergency without clogging regular communication channels.

The State police established a special services bureau to provide technical assistance in prevention and control of civil disorders. It provides constant liaison between 21 county prosecutors and State departments. It also operates a 2-week residential course for local police officers in containing civil disorders.

**High Impact Program.** Grants of \$8,609,196 enabled Newark to undertake 16 crime-specific projects to reduce the incidence of burglary, robbery, rape, murder, and aggravated assault and battery. The projects were funded on the basis of their potential for reducing the target crimes.

In response to the need for prevention of juvenile recidivism, alternative high schools and residential treatment centers were opened for delinquent youths. A street lighting program was started in a section of the city with a high crime rate during nighttime hours. The problems of adult recidivism were met by projects to strengthen and improve parole and probation and rehabilitation services at the county correctional center. A treatment alternative program was developed for narcotic addicts. In response to data indicating a need to improve the response time to calls for police assistance, a computerized communication system was developed. A team policing project will offer an innovative approach to increase the numbers of police patrolling in the section of the city with the highest crime rate.

Constant evaluation of the projects will determine the level and direction of future efforts, and applications from public and private agencies for new projects are under consideration.

Newark's High Impact Program is a joint effort by city, State and Federal Governments, with the city exercising the lead role in project development and monitoring. The State has provided technical assistance in grants management, and LEAA's National Institute of Law Enforcement and Criminal Justice has played a key role in the evaluation effort.

## New York

New York State has 9 cities with populations exceeding 100,000. They comprise 50 percent of the

State's 18 million residents and account for 80 percent of its crime.

For the first 3 months of 1973, these cities reported encouraging decreases in crimes (*see box*). New York State reported an overall 13-percent reduction.

Contributing to the crime downswing was the \$92.5 million in LEAA action funds distributed to New York State between 1969 and 1972. Of that total, \$71 million went to local units of government—primarily the six largest cities.

New York City, with 45 percent of the State's population and 70 percent of the crime, received a total of \$57.5 million during that period to support programs of enforcement, prevention, corrections, and judicial improvements.

The New York State Division of Criminal Justice Services has now established four priority programs representing the State's greatest needs:

1. Improvement in management and operation of the corrections system.
2. Programs to combat specific crime problems in high-crime areas.
3. Decentralization of line operations of criminal justice agencies.
4. Expeditious and humane handling of accused and convicted criminals.

**Police.** A number of programs have been designed to bring about more effective police patrol and investigative activities, and provision of a broad range of services to the public.

The New York City Police Department Neighborhood Police Team established fixed patrol teams in selected sectors of several precincts. Team commanders are held responsible for the incidence of crime in their areas. The program has achieved community acceptance and brought about reductions in crime where it is operating.

Police-community relations have been improved by a human relations workshop called **Inter-Cop Dialog**. Twelve NYC police officers participated in a series of 20 dialogs conducted by mental health and human relations specialists. The workshops focused on tensions and antagonisms within the police department which are frequently reflected in police contact with the community.

Additional funding was provided for the State's multimillion-dollar police communications plan. Eight additional areas received funds in fiscal year 1973 for establishment of single emergency telephone numbers, centralized dispatching centers, and shared radio networks.

The plan ultimately provides for development of 43 mobile radio districts blanketing the State; 40 of the districts have design studies completed, and 8 have

received funds for equipment, personnel, and maintenance.

The State police and Nassau County department received funds to install and test the effectiveness of mobile digital communications equipment in reducing channel congestion and dispatching delays. The initial experience in both departments was favorable.

**Courts.** The most pressing problems facing criminal and juvenile courts are congestion and delay in disposition of cases. LEAA-funded projects in fiscal year 1973 were directed to these problems.

Discretionary funds totaling \$5 million continued the work of the special narcotics courts in New York City. The 12 courts, under control of a special prosecutor, have helped achieve a better arrest record, more convictions, stiffer penalties, and a decrease in the felony backlog. Night and weekend courts in Queens and Bronx Counties, which have been instrumental in reducing backlog, also received continuation funds.

The Queens County District Attorney Case Screening and Major Offense Case Processing Unit was inaugurated to screen felony complaints and insure proper charging. It rates felony cases on a point system so that highest priority cases come to trial first. Funds also were allocated to upgrade planning capabilities of operating courts and supporting agencies, particularly in those jurisdictions with significant court delays and backlogs.

**Early diversion projects**, which are experimenting with presentence and social history reports on offenders, were begun in New York City and Onondaga and Nassau Counties.

**Corrections.** A promising diversion project took shape in Brooklyn, where intensive family centered services were offered for troubled children. Located in a congested, economically disadvantaged, high delinquency area, the project center accepts youngsters from criminal justice agencies and provides crisis intervention, sustained individual and group counseling services for youngsters and family, and recreational, educational, and social activities. The neighborhood-oriented effort is enthusiastically supported by community leaders.

Schenectady inaugurated a **community-based outreach project** providing intensive probation services in supervision, counseling, and training. The project provides more intensive treatment during the preadjudicatory stage, and the courts proceed only when the next step is considered absolutely necessary.

At the end of the first year, results of this program can be seen in a 45-percent reduction in processed juvenile court cases; substantial reductions in use of institutions for juvenile offenders (only 7 of 353 new cases committed), and a recidivism rate of only 12 percent.

In Syracuse, an intoxication diversion project was inaugurated to reduce arrests and court congestion, and to rehabilitate offenders. Instead of expending valuable time and money in locking up public inebriates, police now relay such calls to teams of paramedics and drivers who respond between 4 p.m. and 3 a.m. daily and divert alcoholics to a rescue mission for treatment.

**Drug abuse and rehabilitation.** New legislation scheduled to go into effect September 1, 1973, was expected to limit plea bargaining in drug sale cases, thereby substantially increasing the number of jury trials. The legislation also calls for minimum sentences of at least 1 year for pushers; for those already on parole it requires a minimum sentence of 25 years and lifetime supervision.

To complement the effect of this legislation, the State Narcotic Addiction Control Commission is conducting a statewide survey of drug abusers to determine the true nature and extent of the problem. Resulting data will be used to develop more effective treatment and prevention services.

Funds were allocated for location of more community-based addict treatment centers. These centers are customarily the most difficult type of facility to locate because of community relations problems.

A start was also made in establishing links between the criminal justice and drug treatment systems. One effort involved the Addiction Service Agency's court referral project, begun in Brooklyn with funds from the New York City Criminal Justice Coordinating Council. During the year, 727 drug users in detention were referred to treatment programs. A similar project was started in Manhattan and the approach ultimately will be expanded to all boroughs in New York City. Funds will be made available to expand to 240 the number of addicts treated per month.

The New York City Police Department experimented with several programs aimed at addicts. In one of them, specially trained patrolmen and drug experts, operating in teams, offer certain offenders a treatment alternative while deferring prosecution. If treatment is successful, charges eventually are dropped.

Other projects provide detoxification through decreasing doses of methadone to ease the withdrawal process for addicts in jail awaiting trial. More than 42,000 adult inmates have been reached by this program. Expansion of methadone maintenance clinics for addicts on probation was underway.

**Juvenile delinquency.** The large percentage of juveniles among those arrested for serious crimes indicates the scope and seriousness of this problem in New York State. Priority has been given to programs designed to reduce the number of juveniles detained, to develop

alternatives to detention, to improve detention facilities, and to decentralize and diversify institutional programs and field services.

A neighborhood-based juvenile treatment program in Niagara Falls includes youth centers, youth patrol groups, and a court-referral program offering these services: professional counseling, psychological testing and counseling, recreation (including a minibike program), vocational training, and job placement. The city has assumed a large portion of the cost of these programs and within the next year is expected to absorb the total cost.

The St. Lawrence Regional Youth Facility is an excellent example of cooperation and sharing of resources on a regional basis. It also provides a much-needed alternative to regular probation or commitment to a State training school. Youths assigned to the residential facility by the court attend school but also receive counseling, remedial and vocational education, and mental health services.

The Erie County Family Court instituted a pilot project changing its juvenile detention program from custodial to treatment and rehabilitation processes. Educational and health services accompanied by staff and volunteer counseling and increased foster home placement have proven so successful that the county plans to assume full financial responsibility for the program with 18 months.

**Organized crime.** Activity centered around support of the statewide organized crime task force and joint strike force for the Southern District of New York.

The organized crime task force is empowered to gather evidence pertaining to organized crime anywhere in the State and to prosecute key organized crime figures in appropriate State jurisdictions. Several major investigations have resulted in successful prosecutions.

The joint strike force continues to prosecute organized crime figures successfully in the New York City area. To date, more than 40 arrests of high-ranking crime figures have been made.

Efforts also were made during the year to cope with illegal importation of untaxed cigarettes. The New York Police Department established a special investigation unit devoted exclusively to arresting and indicting cigarette bootleggers. The unit arrested and indicted members of one ring responsible for smuggling more than 1 million cartons of untaxed cigarettes per year into New York City.

**Riots and civil disorders.** In cooperation with the New York City Police Department, the Council of New York Law Associates established a demonstration observation panel designed to reduce violence at mass demonstrations. Some 125 volunteer attorneys, trained

in police methods and crowd control, responded to calls at 100 demonstrations and helped to deter violence. These attorneys now are often called in advance of a demonstration by both police and demonstration leaders.

**Pilot cities.** The Rochester-Monroe County Pilot City Team at the University of Rochester spent its first year of operation compiling basic criminal justice research activities and assisting county and city agencies in developing innovative projects. Studies included criminal justice expenditures for a 10-year period, demographic indicators for the city and county, a cost-benefit analysis on a program of vocational improvement for probationers, a study on alcoholism, and a crime data analysis and narcotics study. Approximately \$840,000 in LEAA discretionary funds was awarded in fiscal year 1973 for five pilot city projects:

- The Rochester Police Department operates a police-civilian team called PAC-TAC in which a policeman and a civilian walk beats together.

- The family court is reorganizing its probation department along geographic lines, and an allied services team is handling juvenile probationers and implementing juvenile diversion projects.

- A county jail project is providing individual and group psychotherapy to sentenced inmates.

- An adult probation project is providing multidisciplinary council panels to assist unemployed and underemployed probationers in finding jobs.

The county also received a grant to establish a computer information system for courts and related agencies. It provides information on active cases and also performs specific operational tasks such as trial scheduling.

## Puerto Rico

Puerto Rico's criminal justice problems spring to a great extent from its rapid population growth, its transition from an agrarian to industrial economy, an average per capita income which is about one-half that of the poorest State in the Nation, and an unemployment rate which is about double the national rate.

In an effort to achieve an overall reduction of crime and delinquency, the Puerto Rico Crime Commission has selected four target areas:

1. *Crime and delinquency in the urban areas of San Juan, Rio Piedras, Ponce, and Bayamon.*

2. *Riots and civil disorders.*

3. *Organized crime.*

4. *Illegal entry of aliens and contraband.*

Specific needs which the commission is addressing include a general lack of community involvement in and support of criminal justice activities, the absence of community-based prevention and rehabilitation pro-

grams, inadequate diagnostic and classification services for adult and juvenile offenders, limitations of institutional facilities, treatment and rehabilitation programs and the narrow focus of treatment in probation, adult parole and juvenile aftercare services.

Great emphasis is placed upon adequate police training for specialized areas such as human and community relations, modern investigative techniques, and juvenile aid.

In the area of adjudication, the commission attempts to train judges, prosecutors, defense attorneys, and investigators, to expand the number of court personnel and to provide better courts management.

During the year, the commission changed its planning approach from a systems orientation to crime orientation. The new emphasis was noted in the largest cities where four police districts report nearly 50 percent of all crimes in the Commonwealth. Each of these areas was selected as a 5-year crime reduction target.

The commission allocated 24 percent of Puerto Rico's total block funds for the year to initiate a multi-agency program in two high-crime sectors of San Juan.

**Police.** A logical starting point in improving police performance is improving the quality of personnel. Prior to 1970, the training program consisted of a basic course for recruits which had been unrevised for 10 years. Now the 10-week course has been updated and improved, and approximately 1,300 officers are also receiving 2 weeks of inservice training annually.

Since these projects have reached only 20 percent of the personnel, a supplementary correspondence study project was developed to train those officers not able to enroll in colleges or universities because of working hours or distance problems. To date nearly 11,000 officers have been trained by correspondence courses.

The police department also plays an active role in the metropolitan area crime prevention program. Two high-crime areas of San Juan are being saturated with foot and motorized police patrols. Officers assigned to these areas receive specialized training, and patrol operations are coordinated with specialized investigation and juvenile units, and crime laboratory personnel.

Administrative and support services of the department are being upgraded through expansion of criminal laboratory facilities and establishment of a satellite laboratory in Aguadilla. Legal advisors also have been assigned to the department to give lectures and seminars on evidence-handling and constitutional law. Criminal records are being converted to microfilm.

The first phase of a projected 5-year study to design a law enforcement management information system

has been completed. It will permit interagency communication and transmission of computerized criminal histories.

**Courts.** Funds were awarded to upgrade prosecution and defense, and to improve court management. A narcotics prosecution task force was expanded to improve investigation and prosecution of criminal narcotics cases. It will train law enforcement officers in narcotics matters, propose legislation and educate the public.

**Court management programs** focused on automation of records and management of a new judicial center under construction in San Juan. The summons unit also was expanded to help reduce adjudication delays by centralizing summoning procedures.

Under LEAA discretionary grants, the Legal Aid Society staff is scheduled to be expanded to help indigents and the legal internship program will be continued. Law reform will be supported by block grant funds.

**Corrections.** The crime commission is seeking to improve parole practices and identify available corrections alternatives among community resources.

A new approach to **parole practice**, in its second year of operation, is taken by a program which selects parolees manifesting severe behavioral problems for specialized **mental health treatment**. Of 188 parolees who were placed in the program after failing to respond to traditional corrections methods, only 4 have had their paroles revoked.

A somewhat similar technique is being demonstrated with **hard-core probationers** who require more attention than workloads permit. They are being assigned to group treatment. Of 214 probationers treated in 1 year, none had their probations revoked.

Transitional services are offered to recently released adult males by a **halfway house in San Juan**. Of the 115 men in the program during the year, 86 percent responded positively.

**Drug abuse and rehabilitation.** Estimates indicate there are approximately 20,000 addicts among the Commonwealth's population of 2.8 million. Arrests on narcotics charges are on the upswing.

The new **Narcotics and Alcoholism Administration** is evaluating the effectiveness of public and private rehabilitation programs. It also is establishing treatment centers in five public school districts. The project provides training for teachers in elementary, intermediate, and high schools in drug addiction, personality development, and identification and treatment of behavioral problems. The program was expected to reach 19,000 students and 700 teachers during the year. It is

the first effort to devise formal prevention programs for school-age youngsters.

The police department continued expansion of its **drug and narcotics division** with four new investigation and control stations in four police districts. The division also established a community education and orientation unit and a mobile unit for schools.

Rates of convictions increased from 78 to 82 percent during the year.

**Juvenile delinquency.** The crime commission has recommended community treatment as an alternative to institutionalization. It has funded a new planning unit in the Department of Social Services to establish an integrated program development and construction-renovation plan for juvenile facilities. Other funds have helped establish small group homes for delinquents, and community service centers for both delinquents and predelinquents.

A **youth orientation center**, administered by a board of 3 adults and 15 youngsters, planned and conducted training and employment referral, tutoring in college preparation, typing and conversational English, and sports and recreational activities for 677 youths.

The **Ponce Youth Service Bureau** conducted counseling, educational and legal assistance, health care and recreational programming in a project which was enthusiastically supported by the community.

**Organized crime.** Prevention and control of organized crime was listed as one of the crime commission's top priorities. An interdepartmental task force was continued during the year. It enables various agencies with organized crime jurisdiction to coordinate and intensify their investigative and prosecution efforts. It also develops new systems of intelligence-gathering, proposes new legislation and trains law enforcement personnel.

The **police department's criminal investigation corps** is being given advanced training in organized crime investigation, utilizing FBI and organized crime task force personnel as instructors.

**Riots and civil disorders.** The special reserve program of the police department has provided 4 weeks of basic riot control and sensitivity training for more than 360 officers in the five police areas. The corrections department provided training for its personnel in adult correctional facilities; 10 of the trainees will become instructors.

The office of technical assistance on civil disorders was established to enhance detection, prevention, and control of riots. In its third year of operation, it continued to provide specialized training courses for members of various line agencies. In 1972, the office provided 14 courses for some 375 officers.

## Virgin Islands

Primary needs have been identified as the upgrading of police and corrections operations, improvement in handling of juveniles and a reduction of narcotics sales and drug abuse.

The police and corrections divisions approached these objectives by improving administrative operations and providing more intensive training for non-supervisory personnel. In the juvenile area, training was given to institutional personnel, and alternatives to detention were sought. The narcotics problem was addressed by a special enforcement unit which has been operational for 3 years.

A new adult correctional facility on St. Croix was nearing completion, and a court facility study on St. Thomas had been completed.

**Police.** Fiscal year 1973 funds financed the hiring of three captains from the Los Angeles Police Department for 1 year to upgrade administrative and operational capabilities of the police division of the Department of Public Safety. They are providing the division with top-level management expertise and assisting in professional development of subordinate command personnel.

Selected officers also have been given on-the-job training in well-managed police departments. Further training of line personnel is accomplished through assignment of a legal advisor to the division, to conduct training in preparation of warrants, interrogation and rights of suspects, and proper handling of evidence.

**Courts.** A major courts facility study was undertaken, and a court administrator was authorized for municipal courts. The position is expected to form a nucleus for future program development.

**Corrections.** Construction of the adult corrections facility in St. Croix was the major development. It replaces the antiquated 17th century Richmond penitentiary.

A retired bureau of prisons official has been retained to serve as acting captain in the new facility, to train supervisory personnel and identify prospects for supervisory positions.

Corrections officers have been sent to the bureau of prisons staff training center in Atlanta, Ga., and to the Federal Reformatory in Petersburg, Va., for on-the-job training.

Counselors were trained in juvenile corrections at the Insular Training School. Grants also permitted continuation of psychiatric services to institutionalized juveniles, and operation of a group home for boys for another year. This latter project is a halfway house for youngsters released from the Insular Training School.

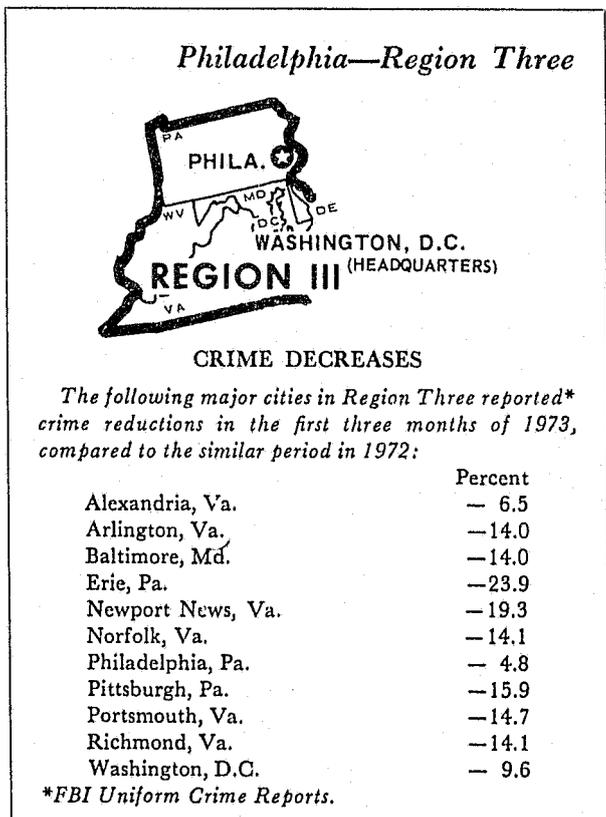
**Drug abuse and rehabilitation.** The strike force of the narcotics and investigation division of the Department of Law achieved a high number of arrests and an equally high conviction rate during the year.

**Juvenile delinquency.** A unit was established in the Department of Social Welfare to accept delinquency referrals from police, schools, and the court. The unit is attempting to divert juveniles from the adjudicatory process and provide them with treatment, counseling, and other social services.

One diversion project is a day center program operated by the recently created youth affairs unit in the office of the Governor.

## REGION THREE PHILADELPHIA

A general decrease in crime in major cities was topped by a sharp reduction in the Nation's capital where serious crime dropped 27 percent during 1972. The downward trend continued early in 1973 with a 9.6-percent decrease (*see box*).



Three factors were credited: an increase in law enforcement personnel, improved street lighting, and effective narcotics treatment.

The High Impact Program in Baltimore, where the first quarter 1973 crime reduction was 14 percent, consisted of 24 projects directed at Impact target crimes—stranger-to-stranger street crimes. One of the most noteworthy was establishment of new criminal courts devoted exclusively to dealing with such crimes.

The Tidewater, Virginia, Pilot City Program serving Norfolk, Chesapeake, Portsmouth, and Virginia Beach also achieved positive results: establishment of uniform juvenile statistics, and improvements in crime prevention, corrections, and the courts.

The LEEP program awarded funds to 95 colleges and universities in the region to finance study by 23,000 students.

## Delaware

It was a year of change for the Delaware Agency to Reduce Crime. It was reorganized to reduce red tape, to expand the planning activity and to improve the monitoring and evaluation process.

The entire spectrum of communications was revamped and an overhaul of operating procedures was scheduled for next year. Opening of a branch office is scheduled to provide additional assistance in downstate areas.

There was a 9.8-percent drop in statewide crime during 1972 and a dramatic drop of 27.6 percent in Wilmington crime. The most populous county, New Castle also experienced a 10.7-percent decline.

Major innovations in statewide criminal justice plans included consolidation of training for criminal justice personnel and addition of youth service assistance to combat delinquency in Wilmington.

**Police.** Major emphasis was placed upon better data collection, not only for police but for courts and corrections as well. CLUES, the Criminal Law Uniform Enforcement System which stores and retrieves law enforcement data, was automated and integrated with the NCIC in Washington. It was also coordinated with other information systems in the State.

A crime-specific approach was directed at robbery, assault, mugging, and narcotics in high-crime areas. Multi-jurisdictional and regional cooperation were encouraged.

A community relations program was designed to ease tensions and develop new techniques for police-community interchange. Forums are being developed and police departments are maintaining close liaison with neighborhood, community, business, school, and civic groups.

**Courts.** Filling manpower gaps and more effective utilization of personnel were chief targets of attention.

Paraprofessionals are being placed in courts and prosecutorial and public defender offices.

A full-time coordinator for volunteer legal services and full-time public defender services were inaugurated in densely populated areas.

Development proceeds on a computerized information system, and additional training opportunities were offered to all court personnel.

The attorney general began circulation of a bulletin to all police personnel dealing with the new criminal code and recent court decisions affecting police activities.

**Corrections.** An information collection, storage, and retrieval system is under development as an aid to program management.

Another area of emphasis was expansion of education and work-release programs. For young offenders, efforts were begun to identify candidates for diversionary treatment and provide guidance for pretrial probation supervision. In the first 6 months of the pretrial release program, only 1 of 45 referrals failed to appear.

**Juvenile delinquency.** Most projects have dealt with expansion of community-based alternatives. Additional training was available for juvenile staffs, and local police departments developed programs promoting a greater understanding of juveniles and the handling of their problems.

The Appoquinimink Service Team was one school and community-based counseling project designed to work with potential delinquents who were having difficulty adjusting to school. A year's experience with a target group of 75 students brought about a 40-percent reduction in misconduct.

A collaborative training program was devised to avoid duplication of training services. The Delaware Family Court and Division of Juvenile Corrections developed a joint training program in communication skills and correctional philosophy. The course reduces training costs and also improves interagency communication.

**Organized crime.** The problem was combated through improvement of existing organized crime units, enhancing ability of local units to deal with local problems. An effort also was made to stimulate agencies to examine the need for organized crime projects in their communities.

## District of Columbia

While crime has continued to drop, a number of priorities in the criminal justice system have emerged. They include: Improved conditional release programs prior to and following convictions; improved institu-

tional and community programs for female offenders; improved collection, processing, storing, and retrieval of information.

A recently funded comprehensive data systems grant provides a base for meeting information needs.

Other noteworthy projects included continuation of the police command and control project, provision of family counseling for prison inmates and their wives, and diagnostic services for youths at Lorton Reformatory.

The correctional system received special emphasis, with efforts planned to expand correctional alternatives, and educational, vocational, and legal services for inmates. Increased emphasis was placed on a variety of rehabilitation efforts, including third-party custody.

A community attitude survey was planned to provide guidance to criminal justice agencies in incorporating citizen attitudes into feasible planning objectives.

**Police.** In the area of deterrence, particular attention was given to reduction of burglaries, shoplifting, and civil disorders. One technique was to have easily identifiable adults on the streets during the evening hours, trained to disperse groups of youths involved in questionable activities, and reporting suspicious acts to the police department.

The individuals receive preservice and inservice training from the police department, fire department, and other agencies. They wear highly visible apparel and educate residents and businessmen on measures they should take to thwart crime.

Other projects sought to reduce out-of-service time for police officers, reduce response time and emphasize dealing with in-progress offenses.

**Courts.** Projects provided preadjudicatory services and release alternatives through provision of minimum standards of performance for prosecutors and defenders. Inservice training needs of both prosecutorial and defense agencies was reviewed and ongoing training is now being introduced.

A management information system for the social services division of the superior court will, when completed, improve its management and service to clients.

**Corrections.** The women's correctional center, in the process of development, will provide education, vocational training, drug treatment, and individual counseling, all designed to motivate the offender to disengage gradually from the center and return to a responsible community role.

Twenty-five paraprofessionals are being hired by the superior court to assist in supervising probationers. Their addition is expected to reduce the average case-load per professional from 125 to less than 100.

**Drug abuse and rehabilitation.** A project was started in superior court to divert addicts from conviction and into a treatment program. If they remain without offense for 6 months, their guilty pleas are withdrawn.

Volunteer efforts were expanded; one volunteer organization maintains contact with the client while another addresses specific needs on a short-term basis.

Another volunteer group contacts inmates before their release to assist them in dealing with personal problems and to support them after they have been released.

**Juvenile delinquency.** Primary projects sought improvement of conditions for youngsters who are confined.

Detention home treatment was improved with a behavioral modification program, counseling groups and 24-hour emergency telephone service for ex-residents.

The size of staffs were increased at institutions, and paraprofessionals and volunteers were recruited to supervise juveniles on a postrelease basis.

A youth diagnostic center at Lorton performs presentence psychological evaluations in an effort to relieve the treatment staff of the burden and to reduce timelag in waiting for diagnosis. The schedule and capacity of the project is being expanded in an effort to reduce overcrowding at the facility.

Support continued for a residential center of 16- to 18-year-old females who could not return home. Pre-trial detention in homelike settings also was provided for young offenders.

**Organized crime.** The causal relationship between drugs and crime in the District has been well established. One of the primary efforts directed at organized crime, therefore, is making undercover buys of large quantities of narcotics.

Comprehensive records are being kept on the program to measure its efficacy in arrests compared with its costs.

Another organized crime program deals with unfair business practices employed against unsuspecting and poorly educated inner city residents. The problem of consumer fraud is a serious one for the District.

Prime objective of efforts to reduce it is effective prosecution of merchants who systematically employ unscrupulous and deceptive practices in violation of the law. The program also endeavors to provide the consumer with information by which he may detect fraud.

**Riots and civil disorders.** In order to relieve the stress upon the police agencies of the city in dealing with various demonstrations, a study of closed-circuit television was made. It was discovered that hand-held cameras realistically conveyed the character of demonstra-

tions, thus permitting improved command control from remote locations.

Based on this study a microwave television system is being installed. It will provide decisionmakers with current information on impending crises and enable them to deploy resources efficiently and rapidly.

It will be possible to monitor several demonstration locations simultaneously, both closeup and in panorama, providing a comprehensive picture of the situation. Monitors also will be in mobile positions.

## Maryland

Crime-oriented planning was the keynote as the State's four major urban counties—Anne Arundel, Baltimore, Montgomery, and Prince Georges—concentrated on crime-specific programs in their own areas. The four counties are each eligible to receive up to \$300,000 in LEAA funds for the program.

Anne Arundel County identified residential burglary as its impact target, and a process of target selection was underway in the other three counties.

The Baltimore City Impact Program featured innovative foot patrol and crime control teams in high-crime areas.

Staffing and equipping continued at the Maryland Police Training Commission's Resource Center and the Governor's Commission on Law Enforcement and Administration of Justice adopted minimum standards for police services. The resource center provides training aids and technical assistance to all departments in the State.

In the corrections and juvenile areas, community-based programs received primary attention, and the courts emphasized training. An additional priority in the courts area was a computerized information system.

**Police.** Upgrading of local police services was approached through a program of permitting small local governments to contract for police services with State and local agencies who meet the Commission's communications and training guidelines. In this way all communities may receive effective 7-day, 24-hour service.

Local departments were assisted in developing manpower allocation systems to improve their management of existing resources. Consulting services and computer rental were utilized in the program.

A police-community relations program was designed for all agencies with strength of 25 officers or more. It provides 30 hours of basic recruit training in human relations and 10 hours of annual inservice training for all officers.

A statewide crime laboratory system was being developed to serve State police and local agencies in gen-

eral lab work plus testing of narcotics. The system will be supported by mobile evidence collection units.

A statewide communications network also was underway. Funds will be made available to local agencies for fixed, mobile, and portable equipment consistent with final network plans. Priority will be given to agencies which must change their system to conform with State plans.

**Courts.** A 5-year training program was devised to provide preservice and inservice training for State's attorneys, judges, clerks, commissioners, and other court personnel. After 80 hours of preservice training, all personnel receive 40 hours of inservice instruction annually.

A pretrial release program in Baltimore provided five interviewers and an equal number of interns to screen offenders for the possibility of release without bail. Indications are the program will reduce Baltimore's jail population by 18 percent.

Prosecutorial services will be expanded with the addition of 15 full-time State's attorneys, primarily to work in new district courts with high caseloads; 15 additional attorneys also are being funded for the public defender system. This expansion and an analysis of various court functions were expected to reduce timelag between arrests and disposition of cases.

**Corrections.** Emphasis was on preservice and inservice training, development of community-based rehabilitation and treatment, and improved treatment capabilities in State institutions.

A study currently underway will provide guidelines for training correctional personnel.

The Division of Corrections and the University of Maryland are developing a "return plan" for inmates which is basically a continuation of service to inmates, from diagnosis and classification, through education and job training, to the appropriate community-based program.

A correctional training commission, established by the General Assembly, is developing standards for curricula, attendance requirements, equipment and facilities, and operations for all correctional training schools.

A welding course was operated in State institutions, providing 300 hours of training for 75-100 inmates annually. A female home management project also was funded to develop skills in child care, sewing and purchasing.

A medical service project trained medical technicians to assist professional personnel in treating inmates.

**Drug abuse and rehabilitation.** Treatment and education for juveniles will be provided at two drug treatment centers in Baltimore. These two centers will provide services to approximately 500 youths a year,

Similar centers in other metropolitan areas are expected to work with another 600 youngsters.

**Juvenile delinquency.** Preservice and inservice training was provided for some 200 juvenile services staff members and another 100 members of community-based public and private agencies. It included orientation, supervisory and management training, counseling, screening, and other specialized skills.

A shelter care project was established for children requiring detention but not in a high-security facility. The project is expected to reduce the number of juveniles in existing detention facilities by 20 percent.

**High Impact Anticrime Program.** The High Impact Program in Baltimore continued to make progress in helping to reduce crime in the city. During the first quarter of 1973, Baltimore reported a 14-percent reduction in crimes.

Baltimore has received a total of \$6 million to date for the anticrime program. In operation are 24 separate projects within the following program areas:

- Prevention of youth crime.
- Drug abuse prevention.
- Intensive community patrol by police.
- Target hardening (improved street lighting and building security).
- Classification, treatment and counseling in city jail.
- Courts.
- Citizen involvement.

Progress in the courts area is especially noteworthy. Two new criminal courts have been created to handle impact target crime cases exclusively. To streamline scheduling and administrative functions, automatic data processing equipment has been installed.

From its inception, the Baltimore High Impact Program has been characterized by a high degree of cooperation among the city, the Maryland State Planning Agency, Maryland elected officials, and LEAA. Community involvement has been encouraged, and public, quasi-public, and private agencies have been invited to suggest possible anticrime projects.

## Pennsylvania

Three priorities dominated Pennsylvania's crime control planning during the past fiscal year:

- *Training and upgrading of criminal justice personnel.*
- *Adult and juvenile corrections.*
- *Evaluation.*

Of the three, corrections overshadowed the others in terms of time and funds expanded.

Juvenile crime and gang violence in Philadelphia were continuing concerns. Accordingly, the Governor's Justice Commission sought alternatives to the customary juvenile cycle of offense-incarceration-offense. Solutions included an increase in group homes, day treatment centers, and youth service bureaus. Use of community workers was expanded in Philadelphia.

Adult corrections projects emphasized probation rather than detention for appropriate offenders.

Evaluation was expanded sharply over fiscal year 1972. More than 65 percent of all Federal funds utilized in State and local programs in Pennsylvania now are subject to evaluation.

In fiscal year 1973, Pennsylvania also created the Safe Streets Cities Program. The State will allocate approximately 5 percent of its block action grant—or \$1,375,205—to nine medium-size high-crime cities.

The cities chosen for the program are: Scranton, Chester, Norristown, Bristol Township, Lancaster, York, Harrisburg, Altoona, and Erie.

Projects funded in the nine cities will combat serious crimes—particularly rape, robbery, assault, and burglary.

**Police.** Coordination and consolidation of police staffs, field, and auxiliary services was encouraged. It was being achieved in procurement of equipment, personnel recruitment and training, task force operations, record-keeping, and criminal laboratory responsibilities.

The quality of local police services varies greatly throughout the State. Metropolitan areas tend to be well prepared to handle their duties while rural departments need more extensive planning.

The statewide communications and information system developed by the State police was expanded to include 180 on-line terminals, providing access for local and State agencies to criminal and automative records throughout the State and a tie-in with the NCIC.

Completion of the State police crime laboratory was expected soon. This project establishes and equips regional laboratories which will be available to all law enforcement agencies throughout the State. An estimated 13,000 tests were expected to be handled this year.

Pennsylvania will establish or expand 30 specialized strike forces made up of more than 350 law enforcement officers and paraprofessionals in 18 metropolitan and rural areas. These units will work in juvenile delinquency, criminal investigation, narcotics enforcement, community relations, riot prevention and control, research, and planning.

**Courts.** Expanded facilities, improved management and more effective rehabilitation were emphasized.

Pretrial procedures and sentencing practices were scrutinized with the objective of reducing pretrial incarceration and expanding rehabilitation processes.

The criminal code was examined for consistency with current judicial philosophy, and several professional groups worked on adoption of judicial standards for the State.

The University of Pennsylvania Law School sponsored a program whereby law students were available to represent State prisoners who file habeas corpus and civil action while in prison.

**Corrections.** The long-range corrections plan provides for consolidation of adult correctional programs to reduce duplication and improve effectiveness of services.

Emphasis will be placed upon alternatives such as community-based treatment centers and residential drug and alcohol facilities.

A series of **Community Parole Centers in Philadelphia** provide more intensive and diverse treatment to probationers and parolees than the traditional State services. The centers give the clients access to the parole agent and other community resources.

Five centers now are supervising 510 cases, approximately one-fourth of the Philadelphia caseload. The recidivism rate is 5.1 percent, slightly lower than the statewide average of 6.6 percent.

The **Crossroads Rehabilitation Project in Erie** receives inebriates who would otherwise be incarcerated in county correctional facilities. Since the program was started, the number of arrests for intoxication has dropped from approximately 2,000 annually to 261.

**Juvenile delinquency.** Funding was devoted to expanding and upgrading treatment detention facilities, and expanding probation services. The latter included improvements in prehearing supervision, psychological counseling, and a "big sister" program for girls.

**Teen-aid**, a private, nonprofit organization in Philadelphia, carried on a "big sister" personal relationship program for 200 girls. Personal and family counseling provides guidance and support and helps the girls formulate plans for the future.

**CORA**, a counseling and referral service of the Philadelphia Common Pleas Court, serviced children aged 10-18 and their families in problems related to maladjusted behavior.

## Virginia

Virginia reported progress in crime-specific programs and grant evaluation during the past fiscal year.

The State's priorities for fiscal year 1973 were in juvenile delinquency prevention and treatment, upgrading criminal justice personnel, strengthened detection and apprehension of criminals, corrections

and rehabilitation, and courts and prosecution improvements.

The **High Incidence Target (HIT) program**—Virginia's chief crime-specific program—awarded \$1 million to three urban areas. Eight smaller urban jurisdictions will soon be included in the anticrime effort.

Among the significant new efforts undertaken in the State were:

- A public defender commission was established and two pilot projects launched.
- The Nation's first statewide airport security plan was implemented.

The **Tidewater pilot city program**—in Norfolk, Chesapeake, Portsmouth, and Virginia Beach—moved into high gear in its second 20-month phase.

**Police.** Evaluation of operations and organization was underway in three of the State's six largest police departments. Its object was to improve utilization of personnel and equipment.

Training in management was available to police personnel as well as those of the courts and corrections agencies.

A professional standards program sought establishment of a standards commission. Attention was devoted to improving personnel retirement programs and establishment of full-time recruiting officers in the largest police departments.

Equipping and staffing of a **State central forensic laboratory** and three regional labs continued. The complex will be responsible for furnishing comprehensive laboratory services to police agencies throughout the State.

The base laboratory is located in Richmond, with regional labs in Fairfax County, Roanoke, and Norfolk-Portsmouth.

Communications were improved in both State and local agencies; a statewide police emergency communication plan was under development.

**Courts.** The 1973 General Assembly reorganized the State's judicial system, prompting a series of management studies aimed at improving and coordinating management practices and upgrading personnel.

The State Bar is undertaking a study of bail practices with regard to bail reform legislation also passed this year. A random jury selection system also is being studied. Juror and witness handbooks were prepared and an information manual explaining the court reorganization was distributed to the media and the public.

Instate training programs for judges and prosecutors were expanded to include semiannual courses for all courts personnel.

A manual was under development for justices of the peace, and a statewide court information system is scheduled to become operational next year.

**Corrections.** Regional correctional centers, designed to emphasize treatment and rehabilitation, are being constructed. Approximately 10 institutions now have work release programs and recreational facilities. Some of the facilities have volunteer programs and a few have medical programs supported by paramedics.

Through increased utilization of local facilities, training and educational opportunities for the offender have been increased at the community level.

More effective classification has enabled officials to identify certain behavior problems and structure rehabilitation programs accordingly.

In some cases, probation staffs were increased, providing more individualized services for clients. Halfway house programs were underway in Richmond and Charlottesville.

**Juvenile delinquency.** The incidence of delinquency has increased at an alarming rate—more than 105 percent during the sixties while the State's population was increasing only 17.5 percent.

To combat the problem, emphasis is placed upon diversion programs. A variety of State and local group home facilities offering comprehensive testing, counseling, and guidance services.

An effort is made to prohibit detention of juveniles in adult jails under any circumstances.

A joint statewide study is underway to make a comprehensive review of existing services and requirements, to recommend improvements and to propose remedial legislation.

**Organized crime.** The State police continued to expand activities of its investigatory group specializing in tax accounting, surveillance, electronics, and undercover operations. The unit investigates significant organized crime activities which cannot be handled by local agencies.

Development of comprehensive intelligence files was underway for use by all agencies.

Some larger local departments have detailed investigators to organized crime intelligence, and the organization of regional metropolitan enforcement groups is being encouraged, especially in dealing with gambling and narcotics.

**Riots and civil disorders.** Multijurisdictional and regional contingency plans were encouraged. They specify channels by which community tensions may be discovered and corrective procedures devised before trouble arises.

Police-community communications is an important aspect of the plans, which also deal with mobilization of forces, command and control, logistics and tactics, arrests, courts, and detention procedures.

**Pilot Cities.** Four cities in the Tidewater area of Virginia participate in LEAA's Pilot Cities Program:

Chesapeake, Norfolk, Portsmouth, and Virginia Beach.

During the program's first phase, the research team—from the college of William and Mary's Metropolitan Criminal Justice Center—selected juvenile justice as its focus and compiled a comprehensive data base. In 1973, police administration and operations were included in the program's area of concentration. Almost \$750,000 in LEAA research funds has been awarded to finance the planning and management of the Tidewater pilot cities program.

Now in its second 20-month phase, the four Virginia cities are using \$1.1 million in LEAA funds to implement 12 projects including: Uniform juvenile-based statistics information systems in each city; a behavior modification and volunteer assistance program in Portsmouth juvenile courts; a noninstitutional preadjudication probation effort in Norfolk; a status offenders diversion project in Virginia Beach, and a youth services unit in Chesapeake.

Police planning and analysis units have been funded in Norfolk and Portsmouth. So successful was the design and performance concept that the State Planning Agency has requested assistance from the Pilot Cities team in establishing similar units in other large Virginia police departments.

Chesapeake is carrying out a police minority recruitment/manpower development project. Its results will be closely watched by the other three cities for possible replication.

Other efforts by the Pilot Cities team include publication of a juvenile handbook for police officers now in use in all four cities.

In Norfolk, the team analyzed police crime data and assisted in the planning effort which identified specific high-crime areas for Virginia's HIT program.

Future direction for the Pilot Cities Program will continue to focus on probation, rehabilitation, prevention services, and function in the juvenile area while at the same time providing substantial assistance to police hiring, training, and promotion activities—particularly in Portsmouth.

## West Virginia

The Governor's Committee on Crime, Delinquency, and Corrections and the SPA have taken steps to overcome its major problems in the State's assault upon crime: Fragmentation of the criminal justice system, inability to measure criminal activity, and lack of planning activities.

In the police area, statewide uniform records and data collecting was installed and steps were taken to provide 24-hour quality law enforcement services

throughout the State. State police and criminal investigation bureau laboratory and technical facilities also were upgraded. A statewide burglary prevention campaign was inaugurated.

Several steps were taken to supply training, a major need throughout the criminal justice system.

In the correctional field, rehabilitation programs were sponsored at the community level, and a statewide drug forum is underway in 42 of the State's 55 county school systems.

While juvenile delinquency is a lesser problem in West Virginia than most other States, attention was provided to community-based rehabilitation facilities.

**Police.** Law enforcement programs emphasized community crime prevention and upgrading of operations. Crime-specific projects were directed at the incidence of robbery, burglary, auto theft, and child molestation.

Police patrol operations in high-crime areas were upgraded through new response techniques, organization of crime-specific tactical squads, and testing of a fluid patrol concept in which available resources are reallocated on a continuing basis as circumstances warrant.

Educational institutions were urged to participate in developing and implementing crime prevention programs. County boards of education were encouraged to establish criminal justice curriculums in secondary schools.

**Courts.** The courts system was upgraded by providing judges with additional personnel, modern resources and equipment, and development of more effective procedures.

Fulltime assistant prosecutors have been retained in counties with heavy caseloads, and many prosecutors have received grants to update reference and technical resources.

The first public defender offices were funded.

A comprehensive revision of criminal and juvenile codes is now underway, and a modern legal research center was opened at the University of West Virginia College of Law. It provides toll-free telephone research capabilities.

Inservice and specialized training is now available to judges, prosecutors, and defenders.

**Corrections.** Since training was determined to be the greatest need, funds have been devoted to providing basic, inservice and specialized training at the State police training center. The program is expected to evolve into a criminal justice training academy with classroom training in all aspects of correctional work. The University of West Virginia also provides annual seminars and workshops.

Rehabilitation programs such as halfway houses, residential centers, and volunteer projects were imple-

mented at the community level with the assistance and encouragement of the Division of Correction.

The Moundsville Penitentiary is improving both physical and program facilities. Diagnostic and classification capabilities are being expanded. Completion of the two projects will benefit 95 percent of the State's incarcerated adults.

**Drug abuse and rehabilitation.** Drug programs have centered upon an educational approach. An effort is made to introduce drug abuse studies in the school system and funds are available for county school systems to provide films and literature, speakers, field trips, demonstration projects, teacher training and group counseling.

Programs have been implemented in 42 of the State's 55 counties. A statewide television drug forum also has been presented.

**Juvenile delinquency.** Regional detention facilities are provided for children needing immediate and secure overnight custody. Small group homes also have been established to serve as alternatives to confinement.

A computerized data collection and recording system has been installed by the department of welfare.

More community-based facilities are planned, as is construction of juvenile detention centers which will eliminate necessity of housing youngsters in county jails.

## REGION FOUR ATLANTA

The "master plan" concept, a statewide comprehensive development plan for a single segment of the criminal justice system, was applied in all eight Southeastern States.

Seven States began implementing criminal information systems and five were developing coordinated telecommunications plans. Both types of systems are aimed at improving police responsiveness and information exchange.

Regionwide priorities included training, judicial improvement, and correctional reform. Alternatives to incarceration, particularly for juveniles, were expanded.

Although some funds were still allocated for civil disorders, this program received decreased emphasis. Several States took more positive steps to combat the encroachment of organized crime within their boundaries.

Florida led the region in adopting crime-oriented planning. Florida's entire planning process was redi-

## Atlanta—Region Four



### CRIME DECREASES

The following major cities in Region Four reported\* crime reductions in the first three months of 1973, compared to the similar period in 1972:

	Percent
Columbia, S.C.	—27.2
Greensboro, N.C.	— 3.4
Hollywood, Fla.	— 3.1
Huntsville, Ala.	— 3.8
Jacksonville, Fla.	— 3.1
Jackson, Miss.	—18.2
Louisville, Ky.	—16.7
Macon, Ga.	— 5.7
Mobile, Ala.	—14.3
Montgomery, Ala.	— 2.2
Orlando, Fla.	— 8.5
Raleigh, N.C.	— 1.2
Savannah, Ga.	—19.7
Tampa, Fla.	— 7.0

\*FBI Uniform Crime Reports.

rected to concentrate directly on reducing or preventing crime. Previous efforts had focused on upgrading the system.

The incidence of robbery was down in Atlanta after implementation of the High Impact Anticrime Program began. One project—an antirobbery-burglary unit—was considered at least partially responsible.

While Atlanta reported an overall crime increase, some of it was accounted for by an estimated 100-percent increase in reporting efficiency.

Generally, the Southeast experienced a slowdown in the crime increase. Decreases were reported in Alabama, Florida, Kentucky, and North Carolina. Remaining States experienced an average increase of only 135 crimes per 100,000 people.

A total of 13 major cities in Region Four reduced crime in the first 3 months of 1973 (see box).

### Alabama

The Alabama Law Enforcement Planning Agency has committed itself to modular master plans for the next 5 to 10 years. Plans either have been completed or are underway for:

- ACIC computerized criminal information system.
- Statewide radio communications.
- Police training academy.
- Crime laboratories delivery system.
- Manpower development.

- Courts—including prosecution, defense, and law reform.

- Corrections, both adult and juvenile, probation and parole, and jails.

Research and data collection for these plans covered such areas as existing systems, facilities, manpower, equipment, crime rates, crime laboratories systems, recidivism rates, workloads, the courts systems, backlogs, trial time required, needs and problems of the States, expenditures in criminal justice, and anticipated budgets for State and local governments.

More than 90 percent of funded programs were controlled by the seven master plans in fiscal year 1973.

The first phase of the ACIC master plan was put into operation in 1972 as were the plans for radio communications, training academies, and the crime laboratory system.

**Police.** Alabama allocated more than \$4.25 million in fiscal year 1973 funds for police-related projects.

The initial phase of the statewide radio communications plan was inaugurated. It included reassignment of frequencies, design for eliminating interference and overcrowding of frequencies, and location of the most effective statewide base stations.

The second area of implementation was the training academies. Four States colleges-universities began work on the comprehensive police training program. They will provide inservice and preservice training for all command levels.

Eight regional crime laboratories were operating by the end of fiscal year 1972 and another lab was added

## Florida

in fiscal year 1973. One more will be established in the coming fiscal year. The planned 10 regional laboratories will provide statewide coverage allowing processing of evidence within 24 hours within a radius of 30 miles of the requesting agency. LEAA's National Institute will disseminate the crime lab master plan nationally.

The base system of the computerized criminal information system was established in the Department of Public Safety, and 82 terminals were established throughout the State.

**Courts.** A court administration system was established under supervision of the chief justice. The program has been helpful in presenting court-improvement legislation to State Legislature. A full-fledged courts master plan should be ready for implementation late next year. It will include recommendations for future implementation.

**Corrections.** Nearly \$1.7 million in parts C and E funds was awarded in the corrections area last year. The major thrust was a series of training programs for inservice and preservice corrections officers.

**Drug abuse and rehabilitation.** A drug program, UNDO (United Narcotics Detail Operation), was established, and a regional program operating from the city of Birmingham also was funded.

**Juvenile delinquency.** Emphasis in the juvenile justice area was high, with \$650,000 in block action funds earmarked for juvenile justice projects.

A regional juvenile detention center was established in Mobile. It was made possible by a county bond issue and LEAA funds. It serves eight counties.

A regional detention center was established in Selma to serve nine counties in detention, probation and parole, and child care. The child care portion of the program was carried out with the assistance of the Federal Department of Health, Education, and Welfare. Construction of a juvenile detention center was started in Calvin County.

**Organized crime.** A flexible intelligence unit was established in the Department of Public Safety. It has a network stretching throughout the State to monitor and evaluate potential and on-going organized crime operations.

**Riots and civil disorders.** Some \$212,000 was spent for prevention and control of riots and civil disorders, and improvement of community relations. Emphasis in the civil disorders area centered around manpower, equipment, and training. Community relations improvements were primarily addressed toward better communication between law enforcement agencies and the public.

The Governor's Council on Criminal Justice directed its planning at functional problems, in terms of treating the symptoms of crime and in preventive measures. The emphasis was upon systemwide criminal justice functions necessary to prevent or control crime.

A total of 290—or 88 percent—of the local law enforcement agencies now have joined **Help Stop Crime!** the comprehensive public education program started in 1972.

The first phase of the program was designed to teach the public to recognize and report felonies. The second phase, inaugurated this year, was a series of crime prevention programs outlining specific ways the citizen can reduce the likelihood of crimes against him and his property. Subsequent programs will be directed at burglary, armed robbery, auto theft and crimes against women.

**Police.** The uniform crime reporting program, established by the Legislature in 1967, has grown to where it now collects reports from 333 police and sheriff's departments. This represents a complete report on local criminal activity throughout the State. The annual published report, "Crime in Florida," now provides comparison and trend data for individual and county geographical jurisdictions.

The Sanford Crime Laboratory, which became functional on a limited basis in 1971, has been expanded into a multidistrict facility, accepting casework from police agencies without regard to geographical location.

The statewide telecommunications study, designed to enhance response capabilities and information exchange, is in the final phases.

**Courts.** The program to provide executive assistants, supporting personnel and equipment for the supreme court and the 20 judicial circuits continued. Executive assistants now are employed in 15 of the circuits.

Six law student intern programs were funded. Three were operated by law schools, one by the public defender's office of the second judicial circuit, one by the State's attorney and public defender offices of the fourth circuit, and one by the criminal appeals division of the attorney general's office. The interns are given training in duties of prosecutors, public defenders and criminal courts. A majority of them receive salaries as well as academic credit. Approximately 135 students were involved in the programs.

**Corrections.** During its first year of operation, participants in the Dade County pretrial intervention project increased faster than anticipated. A total of 525 cases were identified as eligible. Of these, 204 were ultimately found to be nonacceptable because of

## Georgia

lack of interest, lack of need or for other reasons. Services were offered to 256, and 34 others were assigned to a control group to help evaluate the project.

The intensive supervision project of the Parole and Probation Commission continued under LEAA assistance. General goals are reducing recidivism through counseling and assistance to parolees and probationers. Officials estimate the project has saved \$8.6 million in corrections costs.

The Commission's recruitment and new careers program increased the use of paraprofessionals in high-crime areas, expanded the concept of new careers for ex-offenders, and established communication with various colleges and universities. Of 194 applicants for correctional positions, 47 were hired.

**Drug abuse and rehabilitation.** The drug abuse media center collected, disseminated, and evaluated information on the statewide effort to control and prevent drug abuse and to educate the public on its dangers. Education was carried on through three channels: distribution of education materials, training, and utilization of mass media.

**Juvenile delinquency.** Phase II of the statewide intake-probation program sought to increase staff personnel to a ratio of one counselor for each 500 annual referrals. A goal of one probation counselor for 35 cases also was sought.

Operation Action continued to work with disadvantaged children on the fringe of high-crime areas. The program provides a graded series of alternatives for dealing with predelinquents, first-time offenders, probationers and parolees. A year-round program in which 250 volunteers provide one-to-one counseling, and a community-action service which organized 10 youth clubs with volunteer counseling have been added to the program. Summer camps and weekend vocational training programs are conducted at two Orlando military bases.

**Organized crime.** A special counsel and a special adviser to the Governor on organized crime were hired, completing organization of the organized crime and racketeering prosecutorial unit. The unit is establishing liaison with State, Federal, and local agencies to coordinate efforts and share resources.

**Riots and civil disorders.** Crash police training programs were conducted in anticipation of the 1972 Democratic and Republican conventions in Miami Beach. Their goals were to prevent major civil disorders while preserving constitutional rights of free speech and assembly, and to provide police with a broader range of responses to both peaceful and violent dissent.

Early 1973 reports showed a decline in urban crimes, indicating that criminal justice projects are beginning to have an impact.

The SPA planning process was reoriented to emphasize crime problems and needs. The annual plan previously had been based on selection of the best applications from State and local agencies.

Funding in the courts area resulted in some of the most significant changes in the court system in the past 100 years. A judicial council, administrative office, and a judicial qualifications commission were inaugurated.

A comprehensive evaluation process was adopted for the corrections system.

It was felt that crime-specific planning will probably have the greatest impact on crime, with community-based treatment for juveniles also playing an important role.

The State Legislature's mandatory reporting law expanded the operations and scope of the crime information center.

The organized crime council coordinated operations of the 17-member State intelligence network and pooled Federal, State, and local intelligence operations.

Although it was still too early to gauge the general effect of the Atlanta Impact Program, the antirobbery-burglary unit helped to reduce the rate of increase in those crimes from 112 percent in the first quarter of 1973 to 29.4 percent in the second quarter, compared to the same period in 1972.

**Police.** Three target cities—Atlanta, Savannah, and Macon—were selected for antiburglary and larceny programs. Projects included improved patrols in high-crime areas, better targeting, and public education. In addition, a number of smaller cities participated in crime-specific programs, and Atlanta and Savannah also received grants to reduce the incidence of rapes and robberies.

Feasibility studies which were instituted in management and administration, planning, operations and recordkeeping, will indicate where law enforcement services might be merged to provide more efficient service.

Many local agencies converted from low- to high-band frequencies in conformity with the State communication plans.

A new branch of the State crime laboratory was opened; the Savannah branch was expanded; and five more regional offices were opened to provide polygraph services.

**Courts.** The courts program was divided into five parts—administration, judicial services, prosecution, defense, and facilities.

The administrative program dealt primarily with research and evaluation, while the judicial services aspect was designed to benefit the judicial, clerk, and reporting functions more directly.

As a prelaw enforcement training and recruitment project, prosecutorial clinics were designed to bridge the gap between legal education and practical law enforcement training.

A plan was devised to furnish legal services to indigent defenders, and a statewide plan was developed for renovation and construction of court facilities.

**Corrections.** Under the regionalization concept of the Department of Offender Rehabilitation, 2 of the 45 county correctional institutions were closed during the year. Future plans call for State-regional facilities at Atlanta, Macon, Columbus, Savannah, and Augusta, with increased emphasis on rehabilitation programs in the institutions.

Opening of a central training academy at the University of Georgia was expected to increase interest in programs reducing recidivism. Consideration also was being given to operation of a mobile training unit to take the training program to local corrections personnel.

The Department of Offender Rehabilitation operates a diagnostic and classification service which determines inmates' academic achievement and skill level. Basic education programs are offered in all State institutions and vocational training is offered in 14 of them. Work assignments in correctional industries are a part of the program. Social sciences programs concentrate on improving inmates' family situations.

**Drug abuse and rehabilitation.** In the belief that drug abuse must be combatted at the local level, action programs were designed to place the necessary tools and manpower in the hands of local officials.

The Metropolitan Enforcement Group in Atlanta, a city-county effort, conducts enforcement, education and treatment. Other drug abuse programs included special studies on statistics and procurement of narcotics agents for medium-sized local agencies.

Ten drug programs and 19 for alcohol treatment were carried out in institutions. A Pre-Release Center was opened in Atlanta to house and treat drug offenders 6 months prior to their release.

**Juvenile Delinquency.** The juvenile program is divided into four areas: Prevention, diversion, administration of court services, and training of juvenile justice personnel.

Youth service bureaus, group homes, day centers, and intensive treatment units are among the programs diverting juveniles from the criminal justice system. Each program is designed as an alternative to incarce-

ration and allows the youth to remain at home or in an appropriate facility.

Efforts to upgrade the court system include extension of administrative services, legislative recommendations, research and evaluation, and uniform records-keeping. Provisions also are made for expansion of public defender services and additional clerical personnel.

Training is carried out on a statewide basis in treatment philosophy, development of skills and techniques, human relationships, interpersonal communication and handling of behavior problems.

**Organized crime.** The Georgia Council lists as its chief accomplishments to date: Creating a State intelligence network; funding for a full-time director; securing funding for additional personnel for the State Bureau of Investigation; initiating training sessions for intelligence agents; preparing the first confidential summary of organized crime in Georgia; publishing the first bimonthly confidential report for "need-to-know" officials.

To date, 30 intelligence conferences have been held to exchange information on organized crime among Federal, State, and local agents, and a confidential booklet about gambling, narcotics, auto theft, prostitution, and lotteries was prepared for use by law enforcement agencies.

**Riots and civil disorders.** The Civil Disorder Technical Assistance Unit of the Department of Public Safety was the primary vehicle for personal contact with minority group leaders during the year.

Community relations programs were continued in 21 municipalities, and nine new units were inaugurated in smaller communities. Law enforcement officials in two planning districts received police-community relations training.

**High Impact Anticrime Program.** By the end of fiscal year 1973, 12 Atlanta Impact grants had been awarded, totaling \$6,116,319 in Federal funds. Eight projects were underway.

One of the first projects funded—the Modified Field Reporting System—changed Atlanta Police Department field report forms to include more data and less narrative. At completion of the project, reporting increased 100 percent over previous years. The new data will enhance the ability to predict crime areas and trends and improve resource and manpower allocations.

A number of Atlanta Impact projects work directly with the target offenders—those who commit stranger-to-stranger crimes. Youths who are referred to the Fulton County Juvenile Court for burglary and street crimes will be receiving intensive services through Outreach Probation. The Atlanta Business League

members will provide employment of juvenile delinquents to help reduce recidivism. Additionally, an intensive educational program will acquaint target-area businessmen and residents with methods of preventing these crimes.

Other Impact projects include: Helicopter patrol, special prosecutor squad, therapeutic community rehabilitation program, and street lighting.

The most successful project to date has been the Antirobbery/Burglary (ARB) Unit, which received \$795,449 in LEAA funds. Using plainclothes stake-out squads, the Unit's goal is to reduce robbery 30 percent and burglary 10 percent.

In the project's first 3 months, the average number of robberies decreased 15.6 percent compared to the previous 3 months. A comparison of the same period in 1972 shows a 38.5 percent increase. It appears that this project contributed to the positive trend, as 55 percent of all onsite robbery apprehensions during the 3-month period were made by the ARB Unit.

In addition, ARB appears to be reducing the increase in robberies. Robberies were increasing in 1972 by 112 percent for the 3-month period before creation of the Antirobbery/Burglary Unit. For the 3-month period after the ARB began, robberies were increasing by only 29.4 percent over the same 3-month period in 1972. It is felt that the continuation of the project will eliminate the growth rate or cause a significant decrease in robbery.

## Kentucky

A marked decrease of 8 percent in serious crime was reported in 1972—the first decrease since World War II.

The State Crime Commission has based its crime reduction programs on an impact strategy; the impact could be either geographical in nature or implemented on a program-by-program basis.

The geographical impact involved three major urban areas, Louisville, Lexington, and Covington/Newport. These cities contain 34 percent of the State's population and 60-percent of its crime. Success of this strategy can be seen in the 10.8 percent reduction in crime in Louisville in 1972, 7.1 percent in Lexington and 9 percent in Covington/Newport.

Program-by-program impact has emphasized corrections, probation and parole, courts, legislation and judicial modernization, and police consolidation and standards. These programs have been augmented by statewide programs to provide modern police communications equipment, basic and inservice police training, foster and shelter care for delinquents, and new

sound and recording equipment for every county courtroom in Kentucky.

**Police.** Fragmented police responsibilities in urban areas have been traditional problems. In an effort to eliminate duplication, Louisville and Jefferson Counties consolidated seven major functions: Training, records, research, booking, photography, communications, and evidence collection.

In the State's second largest urban area, Lexington and Fayette County departments merged completely, and in the State's fourth largest city, Owensboro, the county contracted with the State police for areawide law enforcement services. In addition, four rural southeastern counties are developing plans for the first multi-county regional police agency in the Nation, outside of New York City.

Police communications improvement progressed in accordance with the 1972 master plan, which established a statewide network permitting rapid response, interdepartmental communication, and virtually instantaneous checks for crime information. It also provides identification service from the State police and a hookup with the National Crime Information Center.

In an effort to improve services to local departments, the State criminalistics laboratory has been upgraded, and local submissions have increased from 100 to 600 per year.

A 15-percent salary supplement is offered to local police officers in return for meeting statewide training and educational standards. Those standards include a high school education, 400 hours of recruit training, and 40 hours of annual inservice training for officers. More than 6,500 officers have attended inservice courses.

**Courts.** Efforts to improve the judicial process centered on badly needed legislation and statewide programs. The criminal laws had never been revised until 1972 when a 3-year study finally resulted in a new penal code.

Full-time prosecutors now have been hired in the largest urban areas, and public defenders have been provided in two cities. As a result of passage of a statewide public defender law, all 120 counties have submitted plans for defense of indigents.

The first comprehensive study of day-to-day operations of State courts was nearing completion. Five model judicial districts are testing modern courtroom equipment and management techniques. Program objectives include uniform reporting and a 60-day arrest-to-trial time limit.

**Corrections.** A new bipartisan parole board with increased criminal justice experience was appointed at improved salary levels, and the patronage system of appointment was abolished.

With a budget 50 percent higher, 50 new probation and parole officers were hired and salary levels were increased. A college degree standard was established.

Program emphasis in the Department of Corrections was upon halfway houses, community-based volunteer assistance, and jail consultants.

**Blackburn Correctional Complex** near Lexington, the first small, specialized correctional facility to be opened, concentrates on young first offenders. During the last 90 days of incarceration, inmates are given special guidance on practical problems they will face upon release. Another small, specialized facility has been opened at Franchburg.

The Crime Commission goal is reduction of the State reformatory population from 1,800 to 1,200 through operation of the specialized institutions. In 2 years, the population has dropped to 1,500.

**Drug abuse and rehabilitation.** The Narcotics Control Unit, which began with a five-officer staff in 1971, helped account for a nearly 500 percent increase in narcotics arrests. The unit's manpower, which has been increased by 80 percent, attempts to concentrate on dealers.

**Juvenile delinquency.** As a result of a successful alternatives program, the State's largest juvenile institution has been closed down and the average daily institutional population has been reduced by more than 60 percent.

Major juvenile projects include: Probationary supervision after school and on weekends for 330 delinquents; foster homes for 200 hard to place youths; Big Brother programs supplying guidance on a one-to-one basis for 400 boys; reentry schools which kept 170 juveniles in the community and out of institutions during the past year.

**Organized crime.** A State police unit employing both central office analysts and field agents specializes in identifying and interdicting organized crime activities. While progress cannot be measured accurately by simple arrests, 32 "quality" arrests were made on information supplied by the unit. At least 40 major criminal operations have been interrupted.

## Mississippi

A major focus of the law enforcement assistance program has been improvement of juvenile and adult correctional systems. As a result of this emphasis, commitments of juveniles to the two State training schools have been reduced.

Since 1967 the State has experienced an alarming increase in violent crime. While Mississippi's average

remains far below that of the Nation, the rate increased 215 percent in 4 years, although part of that may be attributed to improved reporting.

During 1972 and early 1973 several cities reported reductions, including Columbus which reported a 22.5-percent decrease in burglary, and Jackson which reported a 50-percent reduction in rapes, 39 percent in armed robbery, and 56 percent in aggravated assaults.

**Police.** The officer's training academy provides 10 weeks of basic training to approximately 250 local officers annually. In addition, it offers specialized training in homicide investigation, organized crime, police-community relations, pornography, and civil disorders.

Specialized training also is furnished to juvenile officers, in courses conducted by Louisiana State University and the University of Southern California.

A variety of police-community relations projects were carried on in at least 11 local departments. Other police-oriented programs included emphasis upon drug enforcement, police internships, and a pilot "law and criminal justice awareness program" established in the Leflore County school system.

A word-processing center enabling Jackson police officers to make telephone reports was estimated to have saved the department approximately 20,000 man-hours or approximately \$80,000.

**Courts.** Five projects to upgrade the judicial system are being merged at a University of Mississippi Criminal Justice Center. First, law student internships have been given to 111 seniors to participate in court activities. Second, seminars and conferences are sponsored for judges and court personnel. A third project supports a permanent conference of prosecuting attorneys and related training, and a fourth project provides a 24-hour free criminal law research service for all criminal trial judges, supreme court judges, prosecutors and public defenders. The service is equipped with WATS telephone lines and telerecorder equipment.

The center also is developing a comprehensive analysis of the State's court system, criminal laws and procedures.

Other court improvement projects include assigning criminal investigators to district attorneys, sound-communication equipment for courtrooms, and criminal law libraries in court facilities.

**Corrections.** Federal litigation and recent State legislation are drastically reshaping the correctional system. Federal support, originally directed at construction, in the past 2 years has turned more to broad corrections improvements.

One major change will be the replacement of armed "trusty" guards with civilians to be completed during the coming year.

Other innovations include employing a prison planner, expanding basic educational services to inmates, and organizing a prerelease family counseling unit, personnel training and a recreational center.

The State also has established its first work-release program, expanded its probation and parole counselor services, and begun microfilming prison records.

A \$2 million fiscal year 1973 discretionary grant will finance improvement in the State penitentiary.

A master plan is being developed to provide a total range of recommendations and a blueprint for future legislation and funding in the corrections area.

**Drug abuse and rehabilitation.** Problems inherent in treatment and rehabilitation of the drug abusers and meaningful drug education programs have been the targets of several State agencies.

The Drug Affairs Advisory Council has provided a forum for interchange and comprehensive planning. Its activities are augmented by the Governor's Youth Council, which is supported by LEAA funds.

Drug training is now provided to selected teachers throughout the State via a 2-week training course.

The Mississippi Gulf Coast Drug Abuse Center was opened to support 20 southern counties. A second center is being activated in Jackson, and two State hospitals have ongoing drug treatment programs.

**Juvenile delinquency.** Statewide probation and after-care services are coordinated by the Department of Youth Services. The program consists of 50 counselors operating out of 50 local offices. Their activities are coordinated by four regional supervisors.

Two centers provide complete diagnostic services for youth referrals. More than 1,000 young people have been referred and youth court judges indicate recommendations of the staff have been followed in 90 percent of the cases.

Other programs support residential treatment centers, juvenile detention centers, volunteer counselor projects, and specialized police juvenile bureaus.

Recent commitments to the State's two juvenile training schools comprise less than 8 percent of the total number of children under court supervision.

**Organized crime.** An intelligence-gathering unit established in the Attorney General's office has supplied a new dimension in investigative assistance—surveillance of the "traveling criminal." The unit coordinates efforts to keep track of the so-called Dixie Mafia, a loose but well-organized group of criminals who travel extensively through the South.

The Mississippi unit serves as an interim central depository for regional intelligence. It has been prominent in a 14-State effort to establish a regional organized crime information center.

**Riots and civil disorders.** There have been no significant civil disorders since 1970. Local units of gov-

ernment have been provided, however, with training and equipment for crowd control.

A police-community relations program has gradually been expanded. Conferences have been held in community relations, civil disorders and command-level riot control training.

## North Carolina

The State's greatest criminal justice needs appear to be in the area of law enforcement personnel resources. Consequently training programs received the highest funding priority; other projects expanded personnel ceilings.

Progress continued on the statewide communications system which is expected to be completed in approximately 2 more years.

The backlog in court cases was addressed by providing additional personnel in the solicitor's offices. Meanwhile work continued on the proposed revision of the criminal code.

The greatest need in corrections was providing adequate alternatives to institutionalization.

Increasing emphasis was placed upon evaluation in order to make the most effective use of Federal, State and local funds.

**Police.** Substantial progress was made during the year in acquiring new equipment and personnel, and expanding training and crime prevention programs.

The crime prevention program has become a statewide effort. The SPA is sponsoring attendance by local officers at the National Crime Prevention Institute in Louisville, Ky. Regional seminars also are scheduled.

A variety of basic, inservice and specialized training courses was offered at various academic institutions, the State Bureau of Investigation's academy, local police academies, and agencies outside the State.

Consolidation of law enforcement agencies received substantial attention as an important benefit to small counties.

**Courts.** Primary projects included the State's first pretrial evaluation release project, revision of the criminal code, additional personnel for solicitor's offices, and police legal advisors.

The pretrial evaluation release project in Charlotte, appeared to be achieving its goal of retaining in jail only those whose release would endanger the community. Operating 108 hours a week, it permits release of defendants who demonstrate their stability. It enables them to keep their jobs, maintain their families, obtain counsel and assist in their own defense. Savings to the county have surpassed an estimated \$600,000. Individuals released have demonstrated a high degree of reliability.

Additional personnel in solicitors' offices permits better investigative procedures, interviewing of witnesses, and case preparation. With assistants assuming out-of-court duties, solicitors are free for trial duties, and speedier trials result.

**Corrections.** The late parole assistance program was developed to deal with the problems of ex-offenders who have completed short sentences and would not ordinarily be placed upon parole upon release. Residence and employment plans are developed between the inmates and parole officers 30-90 days before release. When the parole board approves, the inmate is released. Contact is maintained until the individual's sentence would have been completed. The program developed approximately 1,200 paroles during the year, resulting in substantial savings of institutional costs.

Model probation teams have been established in each of the five regional probation divisions. The team concept calls for 5 to 8 regional officers to pool their probationers and share a common responsibility for them. The officer most capable of dealing with specific problems is assigned to that specific case. The probationer is consulted to the greatest extent possible.

**Drug abuse and rehabilitation.** Emphasis included expanding drug enforcement personnel, juvenile and community relations units and participation by the organized crime intelligence unit of the State bureau of investigation.

The State's most sophisticated program was the Charlotte-Mecklenburg County comprehensive drug abuse prevention program. Its goals are reduction of factors causing drug abuse and similar reduction in the supply. Preventive activities include dealing with youth problems, family and employment situations, and calling on the services of professionals and paraprofessionals in public and private agencies. To enhance enforcement, three additional officers were added to the Charlotte police vice control bureau.

**Juvenile delinquency.** Funds were allocated for youth service bureaus, community treatment programs, and improvement of institutional programs. Preparations were made for the expansion of juvenile probation services.

Youth service bureaus operate in a number of large cities and counties. They varied in size and complexity but all had counseling, psychological, educational and social services. The bureaus are providing a viable alternative to incarceration.

**Organized crime.** A substantial effort was made to publicize, prevent and reduce organized crime. Programs endeavored to establish a balance between educational and enforcement activities.

**Riots and civil disorders.** Training emphasized community relations. In five larger cities, specialized com-

munity relations units were organized in law enforcement agencies. Their activities ranged from basic police services to family crisis-intervention.

Substantial progress was made toward the ultimate goal of establishing such units in all law enforcement agencies with 25 or more personnel.

## South Carolina

While South Carolina along with the rest of the Nation has been experiencing a steady increase in major crimes for the past several years, its crime index—except for murder and assault—is below that of the Nation and its neighboring States. Murder, rape, and aggravated assault present special problems.

Major action programs during the year focused on expanding law enforcement facilities and personnel; expanding family courts and community-based rehabilitation programs; construction, renovation, or leasing of correctional facilities, including regional jails and halfway houses; correctional research; investigating organized-crime activities; continued expansion of the criminal justice information system, and criminal records as well as fingerprint identification systems.

**Police.** Construction was nearing completion on five city-county law enforcement centers, some of which involve courts and correction.

A total of 85 additional personnel were added to local and State law enforcement agencies.

Improved capabilities were sought through modern operating equipment, new technology, new systems, adequate support manpower, increased agency efficiency and improved agency public images.

Development began on a radio communications system which is expected to coordinate communications of 90 percent of the agencies within 5 years.

Research and information retrieval capabilities were also expanded. A total of 67 terminal sites have been established across the State to tie in with the State law enforcement division headquarters and the State highway patrol in Columbia. As more departments utilize the system, staff and services are expanded accordingly.

**Courts.** Improvements were sought through provision of additional support personnel for State and local courts and solicitors, and office equipment and improved facilities for judges, solicitors, public defenders and magistrates.

A fragmented judicial system led to emphasis upon judicial restructuring, law reform, and better communications among State judges.

**Corrections.** Inservice and orientation training to probation, parole, and custodial personnel received attention, as did advancement of educational opportunities

for inmates. Training for the corrections personnel deals with presentence investigation, counseling, case analysis and personality disorders.

Technical and financial assistance was provided to State, county and local agencies in renovating older structures and constructing new ones.

Research capabilities of the State Department of Corrections and Division of Youth Services were expanded to deal more effectively with alternatives to incarceration.

**Juvenile delinquency.** Court-sponsored community action programs included establishment and improvement of family courts to provide more effective justice. Additional personnel and equipment also permitted more counseling, better statistics, less time between intake and hearings, and increased interagency referrals.

Two family courts serving six counties were established. Court-sponsored programs included a volunteer program, as well as a drop-in center and a day-care center for adjudicated youth. Equipment was purchased for other courts.

**Organized crime.** A statewide organized crime survey was in its third phase. Equipment, personnel, and funding were provided for State and local agencies for operation of narcotics and other organized crime squads.

The number of arrests for narcotic violations increased substantially.

**Riots and civil disorders.** Criminal justice personnel at all levels were trained to respond effectively to civil disorders. The training program was designed to take place at local, regional, and State level. Emphasis is placed upon participation in such schools as the Hazardous Devices School at Redstone Arsenal.

Funds also were provided for equipment and facilities for use in disorders.

## Tennessee

While crime increased during 1972, it was at a slower pace than in previous years.

Emphasis was placed upon implementation of new statewide plans for police communications and criminal justice information systems. The State legislature also approved construction of a central crime laboratory in Nashville with three branch labs to be added throughout the State during the next 5 years.

Establishment of alcohol detoxification centers received top priority. Three centers have been established and more are planned.

Training of correctional personnel was a critical activity, and planning was begun for a series of regional correctional centers. Efforts were made to

meet the need for diagnostic and treatment services at both State and local levels.

**Police.** Major funding was directed at communications, recordkeeping and training.

Development of the statewide communications plan identified major problems, particularly frequency allocation and duplication of dispatching efforts. Ultimately each county whose size warrants it will have a dispatching location. Grants were made to Chattanooga and Memphis for new communication systems.

Standardized recordkeeping is being installed in police and sheriff's departments across the State. Thirty terminals are being installed, connected with a State computer containing motor vehicle information and with the NCIC in Washington. The system has already justified its expense in identification and capture of known criminals, and more terminals will be installed in police agencies, judicial offices, and corrections facilities.

The Memphis Police Department began installation of a new records and computer system in cooperation with the Shelby County Sheriff's Office.

The State law enforcement training academy and regional planning agencies offered basic in-service and specialized training. Specialized training included legislation, firearms, community relations, supervisory and management, and investigation.

**Courts.** Training of judges took the form of seminars for trial-level judges and out-of-State training for others. An example of the latter training was attendance of juvenile judges at a conference in North Carolina. Court clerks also were trained in records-keeping and court management.

Planning, research, and training for district attorneys General was centralized in a new executive secretary for their statewide organization.

Pretrial release projects were begun in Knoxville and Nashville after encouraging success in a Memphis project.

Contract law enforcement was established in one county and the general sessions judge for the county is assuming judicial responsibilities to avoid the necessity of establishing small municipal courts.

**Corrections.** The Division of Probation and Parole continued its expansion, and the State's judges increased their utilization of probation services by approximately 165 percent during the year. Admissions to State prisons decreased by 5 percent.

In the past, probation and parole services have been available only to felons by the Department of Corrections but a 1972 pilot project in Memphis determined the feasibility of using volunteers for both selected felons and misdemeanants. The Memphis program has been expanded to Knoxville and Chattanooga and

soon will be installed in Nashville. The Memphis program now concentrates on drug users.

**Drug abuse and rehabilitation.** The Shelby County Penal Farm reoriented its program to emphasize behavior modification therapy. Its drug treatment program is the State's largest and is one of the most successful treatment programs the farm has conducted.

A narcotics task force in the Department of Safety aided local law enforcement officials in detection and apprehension of drug traffickers. An individual force was established in Knoxville, and in one region encompassing both Tennessee and Virginia counties.

**Juvenile delinquency.** Most juvenile delinquency projects are funded indirectly through other grants. However one Nashville project is supported by block and discretionary funds. Richland Village is a home for dependent and neglected children referred from juvenile court.

Group homes also are being developed as alternatives to incarceration. Three homes were established in the first Tennessee-Virginia region. They are operated by local citizens and local governments for use by the courts of that area.

The legal juvenile advocacy project in Nashville combined juvenile public defender service with the capability of developing alternatives to incarceration.

**Organized crime.** The Knoxville Police Department expanded its intelligence-gathering capabilities. It distributes criminal intelligence bulletins throughout its region, and hosted several crime intelligence conferences and seminars during the year.

In addition, more specialized training has been offered to local personnel.

**Riots and civil disorders.** While civil disorders have not been an area of primary concern, multijurisdictional riot control units have been established and trained. Law enforcement officers also attended SEADOC civil disorders training courses sponsored by LEAA.

## REGION FIVE

### CHICAGO

The planning process received renewed attention among the States of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. Increased emphasis was placed on local input.

The Indiana comprehensive plan was particularly noteworthy, establishing both goals and milestones. All States made a concerted effort to provide assistance to high-crime jurisdictions and several States implemented crime-specific programs.



### Chicago—Region Five

#### CRIME DECREASES

*The following major cities in Region Five reported\* crime reductions in the first three months of 1973, compared to the similar period in 1972:*

	Percent
Akron, Ohio	— 9.0
Canton, Ohio	— 9.6
Cincinnati, Ohio	—13.3
Cleveland, Ohio	—19.4
Columbus, Ohio	— 3.9
Dearborn, Mich	—12.2
Detroit, Mich.	—12.8
Duluth, Minn.	— 7.0
Gary, Ind.	— 9.7
Grand Rapids, Mich.	— 4.8
Fort Wayne, Ind.	— 2.6
Hammond, Ind.	— 7.8
Indianapolis, Ind.	— 7.9
Lansing, Mich.	—29.7
Livonia, Mich.	— 8.1
Madison, Wisc.	— 8.5
Parma, Ohio	— 2.5
Toledo, Ohio	— 7.6
Warren, Mich.	— 8.5
Youngstown, Ohio	— .6

\*FBI Uniform Crime Reports.

The Regional Office concentrated on fiscal controls, monitoring, evaluation, and training of State planning personnel.

Michigan decentralized its criminal justice system into regions for both planning and administrative purposes. Some form of regional administration is now practiced in most States in the region.

While the incidence of crime rose slightly in Illinois and Wisconsin, it dropped significantly in Michigan and Ohio. Slight decreases were recorded in Indiana and Minnesota.

Nineteen major cities in Region Five reported crime reductions in the first 3 months of 1973. (See box.)

In its first 6 months, the Cleveland Impact Program helped to achieve a 12.9-percent reduction in Impact target crimes. Statistics for the first half of 1973 show that rape decreased 21.9 percent; burglary was down 15.7 percent; and robbery declined 13.6 percent. Homicides and assaults rose slightly during the same period.

The Cleveland Impact Program concentrates on five areas of activity: Addiction treatment; employment; diversion and rehabilitation; deterrance, detection, and apprehension; and adjudication.

The Dayton Pilot Cities Program consisted of five projects during the year: police reorientation study, personal crisis intervention, crime analysis, target hardening via closed circuit TV, and diagnosis and referral of delinquents.

## Illinois

Training programs for corrections and courts officials progressed, and police training was expanded. However, a deficiency still exists in training for criminal justice administrators.

Eight new youth service bureaus helped to alleviate the problem of financial need among locally based corrections programs.

While crime rose slightly in Illinois in 1972, the crime rate dropped 4.1 percent in the Chicago metropolitan area.

**Police.** The Police Training Institute is in the midst of a five year expansion program which will be supported by Illinois block grant funds. The institute also operates a traveling team to provide onsite community relations training. The Traffic Institute's police administration training program will provide management training for 25 police officers.

Police administrative and operations studies, heavily supported in previous years, received less attention in fiscal year 1973. One of the management studies launched during the year will review police management support in East St. Louis under a \$200,000 grant.

Urban high-crime reduction grants were made available for 5 cities in the 25,000 to 1 million population range. A \$18.6 million high-crime reduction project was planned for Chicago.

Illinois State police agencies joined those of Iowa, Minnesota, and Wisconsin in producing a management training course for 400 command-level personnel.

**Courts.** Although the State has operated under a single, unified trial court system since 1964, priority efforts were directed at eliminating delays and backlogs. Attention also was given to decentralization of the appellate process.

The Supreme Court Committee on Criminal Justice Programs focused on court management, data processing, information systems, training, and probation.

The Cook County project to reduce continuances and delays was refunded, as was the Picturephone closed-circuit television system which permits bail hearings without the physical presence of the defendant.

Public defender projects were carried on, and one project provided legal services to inmates to help resolve civil or family problems.

A total of 530 courts personnel, including 280 judges, participated in LEAA-funded training programs.

**Corrections.** The State corrections system has been deficient in probation services, and an effort was made to direct funds toward community-based programs.

Training was provided for both institutional and noninstitutional staffs, and adult entry-level diversion programs attempted to remove alcohol or drug abusers to community treatment programs.

Locally administered facilities improvement programs were directed toward upgrading city and county jails. Electronic surveillance equipment was being added.

Community projects supported prerelease, work release, residential centers, and ex-offender employment efforts.

**Drug abuse and rehabilitation.** Multijurisdictional narcotics control units were organized in metropolitan areas.

The Illinois Bureau of Investigation has been the first line of defense against illegal narcotics traffic. Its work is now augmented by multijurisdictional narcotics control units which are being organized in metropolitan areas.

A research and demonstration programs has led to operation of four gateway houses in Chicago and Springfield. The houses provide courses of instruction in drug abuse prevention.

**Juvenile delinquency.** The focus is on diversionary efforts. Nineteen youth service bureaus provide diver-

sionary services and alternatives to incarceration whenever possible.

A regional field model in Chicago served as a multi-service center for young offenders released under supervision. The State programs were augmented by locally administered facilities.

**Organized crime.** The principal targets are large-scale gambling, narcotics, and theft rings operated by syndicates. Instances where organized crime has infiltrated labor, business, and Government also are of concern.

Programs included training courses such as financial investigation conducted by Cook County and development of strategic intelligence.

Specialized control activities of the Chicago Police Department and the Illinois Bureau of Investigation received support, as did a prosecutorial unit in the Office of the Attorney General which is specializing in combating organized crime.

**Riots and civil disorders.** Disturbance control training was provided for local governmental units at 12 training sites throughout the State. More than 1,000 officers from 88 departments participated in the training. Emergency procedures handbooks were provided to all law enforcement personnel by the University of Illinois and Southern Illinois University. The handbooks also were made available to the public.

Special attention was given to riot control programs for prison and campus personnel.

## Indiana

The State has concentrated its funds effectively in high-crime areas. Its plan for the year presented detailed profiles of the 10 largest cities and devised a formula to allocate funds equitably by regions with the highest proportion going to the high-crime areas.

Three counties—small, medium and large prototypes—were selected to be models in county-wide criminal justice improvements. They received extra funds for improvement programs which hopefully would subsequently be transferred to other counties with similar characteristics.

The State has also been a leader in establishing youth service bureaus. Twenty have been established during the past 3 years.—

One of the most serious deficiencies is the inability to obtain vital crime data rapidly. More data are needed with which to attack organized criminal activity. The department of corrections also needs a unified offender record system.

Prevention of juvenile delinquency is another area needing additional attention, and there is a lack of public knowledge concerning the entire criminal justice system.

Eight regional planning units, conforming generally to the State's administrative districts, attempt to meet these and other criminal justice problems. Expanded staff support is helping to improve State control over the various programs.

**Police.** Expansion of the statewide communications system was continued. Systems were improved in Gary, South Bend, and Fort Wayne and the Vigo County Sheriff's office acquired the ability to provide dispatch services to four surrounding counties.

A variety of training was provided: basic, advanced, specialized, inservice, narcotics training and training via closed circuit television. A replacement program replaced officers of small departments who were absent for training at the central academy.

**Courts.** Emphasis was on speed and quality of court decisions and appropriate corrections measures.

The Center for Judicial Education at the Indiana University School of Law sponsored a consortium consisting of law schools, judges and a representative of the State bar. It enlisted services of training resources, coordinated the resources of State legal associations, designed training courses for judicial personnel, supervised research and disseminated information on modern judicial methods.

Another program added personnel support to judges, prosecutors and public defenders by offering internships to third-year law students.

**Corrections.** The trend was toward smaller institutions and noninstitutional rehabilitation, particularly at the community level.

Three foster home programs were joined by five additional ones during the year. Six shelter care centers were scheduled to open.

The continuing problem of insufficient probation manpower was addressed by providing 125 interns to both State and local correctional agencies, reducing case loads by 8-15 percent. The interns are college juniors or seniors, and it is anticipated that 8 to 10 will be hired upon graduation.

Intensive probation programs were continued in 10 probation departments. Some 1,352 probation officers have received training ranging from probation to juveniles and drugs.

**Drug abuse and rehabilitation.** The Organized Crime and Narcotics Composite Intelligence Unit conducted a comprehensive attack on illicit and dangerous drug distribution. It also provided coordination for all drug enforcement efforts throughout the State and insured the best possible exchange of crime intelligence.

Four drug-related programs were supported: School social workers, drug abuse crisis centers, alcohol rehabilitation, and educational programs on drug abuse.

One Crisis Center, in Lafayette, served 600 individuals during its first 4 months of operation. It furnished another 4,000 persons with education and consultation on drug abuse and its prevention.

The Indianapolis TASC (Treatment Alternatives to Street Crime) project was designed to decrease the incidence of drug-related crimes and to decrease problems in detention facilities resulting from addiction. The process is initiated at the time of arrest. If the crime is one which qualifies the offender for a treatment alternative, the judge determines the feasibility of his entrance into the program. The offender then may be assigned to one of several treatment facilities.

**Juvenile delinquency.** These programs, which received 22 percent of the State's block action funds, dealt with prevention, adjudication and noninstitutional rehabilitation.

Programs consisted of sponsoring youth service bureaus, police athletic leagues, police school liaison, school delinquency programs, and support for school social workers.

Defenders were provided for indigents in juvenile court.

**Organized crime.** In addition to the regional organized crime and narcotics composite intelligence units which concentrated on the relation between organized crime and narcotics traffic, organized crime also was addressed by an Indiana State Police program. All intelligence functions were incorporated into a single unit for dissemination to appropriate State and local officials.

## Michigan

A new commission on criminal justice was appointed to study all proposals for criminal justice standards, including nationally proposed standards, for possible application in the State. The commission is made up of every planning region and every major county and city in the State. Representation was determined on the basis of population.

Five task forces—crime prevention, investigation and apprehension, adjudication, rehabilitation, and criminal justice management—are developing new standards for operations, procedures, manpower and resources for the entire criminal justice system. The public is being invited to participate by attending meetings throughout the State. State and local agencies also are involved in determination of goals.

The State police through Hillsdale College is conducting research seminars designed to help build a team concept and to develop methods by which commanding officers can recognize abnormally high tension levels among officers. College credit is given for personnel taking the course.

Another major program was the **Detroit-Wayne County 30-Month Action Plan**, designed to improve coordination and cooperation between various city and county criminal justice agencies. An estimated \$30 million will be allocated for the program, from various Federal agencies including LEAA and from other State and private sources.

**Police.** Communications systems occupied a prominent role in planning. Work continued on **Detroit's city-wide network** which is expected to give it a response mechanism as sophisticated as any in the world. The State police law enforcement information network also received attention. It is designed to provide rapid electronic access to a central source of investigative information.

A project in **Grand Rapids** was designed to relieve police of paper work. A system is being designed to provide information enabling administrators to analyze crime effectively, dispatch manpower and streamline reports. The project should develop new reporting forms, filing systems and better communication.

Training was provided to new police officers, prosecutors, court administrators, judges and correctional and juvenile service personnel.

A criminal justice training center in Detroit was designed to consolidate all training facilities in Wayne County. When fully developed, it is expected to train about 6,000 persons annually.

**Courts.** Training in this area was directed at administrative personnel and prosecutors. Interns from the State's four law schools and the University of Notre Dame helped with indigent defense and gained other experience in court work and prosecution.

Progress was made toward a **statewide public defender office** as a unit of county government.

**Bail bond projects** were directed at releasing selected offenders on recognizance. Screening techniques were designed to insure public safety and their availability for trial. Where bail money was thought to be necessary, the defendant was allowed to post 10 percent of the amount with the court rather than a private bondsman. Ninety percent of the deposit is returned when the defendant appears.

**Corrections.** Since studies indicated that 40-70 percent of all offenders are involved in further criminal activity after release from prison, rehabilitation programs received special emphasis.

In order to meet the shortage of trained manpower, **correctional degree programs** were instituted at a number of educational institutions. Specialized curricula were offered at undergraduate and graduate levels in social work, counseling and use of community resources. Students also receive on-the-job experience.

## Minnesota

**Residential treatment centers** were established in several areas, providing residence and rehabilitation for nearly 300 offenders at less than one-half the cost of traditional institutions. Improvements at correctional facilities were designed to reduce overcrowding and permit development or expansion of diagnostic and rehabilitative programs.

**Drug abuse and rehabilitation.** A program was developed to increase the ability of criminal justice personnel to respond to and understand drug addicts. Ultimately this specialized curriculum will be included in all basic training courses.

A number of agencies were supported in providing addicts with group therapy, medical examination and care, and psychological and psychiatric counseling.

**Juvenile delinquency.** Forty projects totaling more than \$5 million were designed not only to fight delinquency but to bring greater coordination to the effort. This systematic approach will permit careful analysis of project results.

The basic goal was divided into five modules which trace the juvenile's progress through the system: from predelinquency through arrest, court action, institutionalization, and return to the community.

The philosophy of the program is that basic changes in juvenile attitudes and behavior can be accomplished only in conjunction with basic changes in the attitudes of parents, local communities, agencies and others with whom juveniles come into contact.

**Organized crime.** Efforts in this area were aimed at correcting law enforcement deficiencies which have impeded the investigation, arrest, and prosecution of organized crime figures.

Training was provided in special surveillance and intelligence techniques. Interagency cooperation and coordination was emphasized. The Michigan Intelligence Network Team System conducts investigation and surveillance, establishes strategy against organized criminal activity and provides a central repository for intelligence.

A 54-minute documentary on organized crime activities in southeastern Michigan is being shown by educational institutions and at law enforcement training programs.

**Riots and civil disorders.** This program has contributed to development of mutual aid pacts in the Detroit area. Five pacts now exist in Wayne, Oakland, and Macomb, the three counties adjacent to Detroit.

The State police are training officers to handle stress situations, particularly in times of civil disorder. A series of five seminars provided training for 126 officers in techniques of intervention and experimenting with team-building as a way to handle stress.

Crime decreased 4.1 percent in the State in 1972, primarily due to a sharp drop of 10.3 percent in larcenies and a 5-percent decline in crimes against property.

Major police needs in the State were described as communications, better coordination of crime prevention programs, and greater emphasis on antiburglary measures.

Coordination in judicial training and development of alternatives to incarceration were also cited as areas needing attention.

Police communications were upgraded under a \$2 million grant which provided a new statewide radio communications project. More technical assistance was provided for burglary prevention.

Development of a training center for all State courts personnel was inaugurated, and seven projects were directed at pretrial diversion measures.

A community correction training center was established to provide training for correctional counselors. Thirteen residential community-based treatment centers and 10 group homes for juveniles were operated.

**Police.** Since studies show that police officers spend the vast majority of their time in dealing with problems outside the law enforcement area, educational requirements for personnel are being upgraded. The minimum basic training course was increased during the year from 210 to 280 hours.

Specialized training was provided for personnel who will be dealing with minority group members and juveniles.

Prearrest diversion programs encouraged personnel to formalize and expand their traditional roles. They were given training in appropriate referral techniques.

**Courts.** Priority attention was provided to major needs of better coordination of training and improved correctional alternatives.

A training center for all courts personnel was established to provide programs for judges, clerks, administrators, city and county attorneys and their assistants, and defense counsel in all of the State's courts.

Seven projects in both metropolitan and small rural courts sought mechanisms for diverting selected individuals from the criminal justice system. The projects screened offenders, selected appropriate diversionary candidates, assessed their needs and made referrals.

**Corrections.** The new community corrections training center will serve both State and local institutions in organization and delivery of personnel training. Completion of an inservice training program by correctional officers henceforth enables them to change their job classification to correctional counselors.

Parole and probation projects emphasized use of volunteers, development of storefront offices and group probation.

A therapeutic community was established in Stillwater Prison to deal with problems of inmates with chemical dependency problems. A similar program was inaugurated at the Correctional Institute for Women.

**Drug abuse and rehabilitation.** A broad program in drug abuse education was begun in public schools. It provides inservice training of teachers in psychological, sociological, educational and pharmacological aspects of drug abuse.

Funds were provided for construction, remodeling, operation and maintenance of detoxification centers and aftercare facilities.

Other aspects of the project involve referral systems for youths with drug problems, adult education for parents, and cooperation with other agencies in drug abuse education.

Emphasis was placed upon collection of more data. While it is apparent that use of drugs—especially alcohol—has been increasing, firm data was insufficient to make accurate judgments about the nature and dimensions of the problem.

**Juvenile delinquency.** The focus was on more community-based alternatives for truants, runaways and incorrigibles.

Schools were encouraged to develop programs to motivate and elevate the self-esteem of problem youngsters.

**The Bridge for Runaway Youth in Minneapolis** offered temporary shelter until the youths could be returned home or placed in alternative residences.

A variety of crisis intervention and individual and family counseling was developed to cope with incorrigible youngsters.

Nine youth service bureaus, designed to accept referrals and bring community services to bear upon their cases, also were operated, mostly in urban areas.

**Organized crime.** The Organized Crime Control Unit of the Attorney General's office was expanded to enable investigators to look into possible control of legitimate businesses. The unit works closely with local police departments, and also directs prosecutorial efforts if necessary.

When current studies reveal the extent and nature of organized crime activities, the Governor's organized crime prevention council will seek corrective legislation and direct a public education program. A realistic assessment of the scope of the problem is expected in the coming year.

**Riots and civil disorder.** A set of policy guidelines and contingency plans was developed by the Governor's office to take effect immediately upon development of

disruptions. It delineates each agency's and each official's responsibility in such an emergency.

## Ohio

The State's six large metropolitan areas—Akron, Cleveland, Toledo, Columbus, Dayton, and Cincinnati—contain 48 percent of the population and 66 percent of the crime.

While crime continued to increase, the rate of increase has slowed—from 14.3 percent in 1970 to 5.5 percent in 1971.

**Cleveland—a High Impact city**—launched anti-crime projects directed at the three elements in stranger-to-stranger crimes—offender, victim, and the setting.

The State's progress has been most pronounced in the areas of recruiting and training law enforcement personnel, mounting effective education programs on crime prevention and dangerous drugs, upgrading juvenile and corrections personnel and facilities, improving performance of the courts, and development of a statewide criminal justice information system.

The Ohio program is divided into six subprograms: Law enforcement, prevention and diversion, prevention and control of juvenile delinquency, development of the information system, courts, prosecution and defense, and adult corrections and rehabilitation.

**Police.** Special emphasis was given to recruitment of minority groups in four of the State's largest cities. Two embarked on direct recruiting through use of teams, mass media and recruiting information techniques similar to those used in private industry. One of the cities added a recruiting van to canvass minority areas.

The other two cities concentrated on testing and personnel evaluation. In **Cleveland**, where only 9 percent of the total force is black, compared with 34 percent of the population, the Civil Service Commission has been asked to assess the validity of testing devices.

In **Toledo**, personnel characteristics, career choices and skills are analyzed to identify qualified applications and establish training and education requirements.

Development was underway on a statewide communications plan based on mobile radio districts. Twenty-nine counties are in the system and eight others have established some means of common police communications in event of areawide trouble.

**Courts.** The Ohio Prosecuting Attorneys Association has launched a program to train all 88 county prosecutors and 125 municipal prosecutors in the new rules of criminal procedure and criminal code. Screening

processes also have been established in two large cities to screen family quarrels and minor disputes out of the prosecutorial process.

In its third year of operation, the Cuyahoga (Cleveland) County court management project provided training in scheduling and management techniques to local courts in northeast counties. An effort also was made to improve court records systems through microfilming.

The Ohio Judicial Conference conducted statewide seminars for court personnel and judges, and pretrial bail and presentence investigation programs were instituted in common pleas and municipal courts.

The Ohio Public Defender Corp. was providing indigent defense where none existed before and also was furnishing training, investigative and appellant assistance to those programs which were in operation.

**Corrections.** Preservice and inservice training was provided at local levels for corrections personnel. Extensive staff training at all levels was conducted by the expanding Ohio Corrections Academy.

Reorganization of the Department of Rehabilitation and Correction brought about a redirection of efforts to community-based programs. The new department worked intensively in 45 counties to improve both presentencing investigations and supervision.

Two projects trained ex-offenders as aides to probation and parole officers.

Three additional halfway houses and two community reintegration centers were established. The **Ohio new gate project** was designed to permit approximately 150 selected inmates to begin technical and college training in 10 correctional institutions prior to release so that upon return to the community they can continue in an affiliated State college.

**Drug abuse and rehabilitation.** By the end of 1972 drug arrests had increased 324 percent over 1969, due largely to efforts of metropolitan enforcement group (MEG) units. The multijurisdictional units have grown in number from 2 in 1969 to 11 this year.

Operation of the units also has had a valuable effect on conviction rates. While convictions for narcotic offenses decreased from 83 to 60 percent between 1969 and 1972, the MEG units' conviction rate for narcotics indictments were 85 percent. At least three units had conviction rates of 90 percent or better.

The MEG program was expanded by close cooperation with Federal agents and development of a statewide organization—Narcotics Association of Regional Coordinating Officers—which furnished a medium of intelligence exchange, training, and discussion of mutual problems among existing MEG units.

At the same time, State agencies began exerting tighter control over a variety of drug treatment, rehabilitation and education projects in an effort to develop from them the most effective statewide strategy for combating drug use.

**Juvenile delinquency.** Ohio allocated approximately \$11.8 million in block grant funds to combat delinquency. Approximately one-third of all efforts in this area were channeled into educational and counseling services to high-risk or predelinquent youngsters, and potential school dropouts. Projects directed at these targets were operated from neighborhood centers, local high schools and community service agencies, utilizing volunteers from the business and professional community whenever possible.

A number of projects centered around juvenile officers within police agencies, especially trained to work with youths in investigation, coordinating community programs and conducting classes on drug abuse and shoplifting. Six youth service bureaus were funded during the year, three of them in model cities neighborhoods. Halfway houses and other residential training centers were also emphasized.

**Organized crime.** An organized crime seminar was planned for 150–200 senior police officials in the State. It will be followed by a series of smaller training sessions dealing with surveillance, informants, searches and seizures, undercover activity, interrogation and evaluation of information.

A statewide intelligence coordinating agency was under development to achieve central storage, processing, analysis and dissemination of information and to offer technical assistance to local units.

The bureau of criminal identification and investigation expanded its crime prevention unit to identify higher echelon members of the syndicates and to facilitate better data collection and prosecution.

An investigative agency was established to deal with illegal entry of cigarettes and motor fuels into the State.

**Riots and civil disorders.** While the threat of disorders and activity to cope with them have decreased since 1970, Dayton has established a conflict management program designed to redirect dissent from potentially explosive to peaceful and constructive action. Officials are working with other elements of the community to identify potential trouble areas.

To build better police-community relations, **Hamilton established police storefront offices.** Police officers assigned to the units gain firsthand knowledge of community problems and offer on-the-spot assistance and referral services for neighborhood residents.

**High Impact Anticrime Program.** Cleveland has received a total of \$14 million in LEAA funds to carry out 31 projects under its High Impact Program.

Cleveland's High Impact plan is directed at five areas:

*The addiction treatment program* will treat and rehabilitate approximately 1,000 drug-addicted arrestees annually. A total of \$1.6 million has been allocated to date for this program.

*The employment program* will provide vocational and educational training and employment for approximately 1,800 high-risk recidivists. Funding to date is \$1.4 million.

*The diversion and rehabilitation program* consists of 11 projects supported by \$2.1 million in LEAA funds, which provide counseling and other rehabilitative services to potential and known offenders.

*The deterrence, detection and apprehension program* includes 12 projects, financed by \$5.7 million, which prevent and deter crime through target hardening and improved police response time.

*The adjudication program* involves six projects totaling \$1.1 million to reduce court delays and process offenders quickly into appropriate corrections programs.

Cleveland began the implementation phase of its program in January 1973 with the deterrence, detection and apprehension program. By the end of the fiscal year, Impact target crimes were down 13 percent compared to the similar period in 1972.

Rape decreased 22 percent during the first half of 1973, while burglaries were down 15.7 percent and robberies 13.6 percent. Cleveland reported an overall reduction of 19 percent in serious crime in the first 6 months of 1973.

## Wisconsin

The greatest needs of the criminal justice system appeared to be better training and education of personnel, expanded use of modern technology for detection, apprehension and records-keeping, and progress toward implementing national goals and standards.

Progress was made during the year in the training area, where the law enforcement standards board scheduled inservice training for cooperating agencies, and in communications where new high-band or ultra-high-band systems were installed in 40 of the 72 counties.

Legal defense programs were expanded in the State public defender's office and in Dane and Milwaukee Counties. There was also an increase in judicial and prosecutorial education.

Corrections emphasis continued to move toward community-based programs; more training and public education were needed.

Development of youth service bureaus was the highlight of the juvenile programs.

**Police.** Emphasis was placed upon improvement of radio communications, development of juvenile delinquency preventive measures, and support for the law enforcement standards board and the crime information bureau. More than two-thirds of all police funding has been directed to these areas since 1969.

Results have justified the expenditure. State legislation now requires participation by local police agencies in the board's recruit training program. Inservice training is being provided for cooperating departments.

The crime information bureau, absorbed by the State government at the end of the year, provides increasingly sophisticated analysis, identification and data retrieval services to 150 State and local agencies.

Renovation of the radio network is expected to be completed next year and future efforts in this area will be directed to upgrading equipment in local departments.

**Courts.** Judges were provided for the first time with law student interns, and the supreme court's judicial education program was continued. Work progressed on development of an automated court information system, and an education program was undertaken to inform the public about court improvements.

In addition to expansion of public defender functions at the State level and in key counties, funds were devoted to all counties to start county-based legal service programs.

A good blueprint is needed in the field of prosecution and a study of the State's system is underway, headed by the District Attorney's Association.

An offender-evaluation program offers promise in diversion efforts. It provides personnel to evaluate offenders prior to bail and sentencing. The information provides guidance for judges in establishing bail and for the sheriffs' departments to plan for those who are confined. The same reports are used later to determine feasibility of probation.

**Corrections.** Programs of particular significance included: Creation of a special unit within the State employment service to serve parolees and probationers, provision of counseling and financial assistance for those wishing to pursue post-high school education, and halfway houses offering residential care as an alternative to incarceration.

Intensive training was offered to corrections officers in such areas of operation as communications and

counseling; minority group relations; riot control, and legal development.

New institutional grievance procedures were implemented.

A new community education program to involve and sensitize citizens in the correctional process was started through a touring multimedia presentation.

One county is planning to substitute civilian corrections officials for law enforcement officers in its county jail facility.

**Drug abuse and rehabilitation.** Alcohol has been identified as the major drug abuse. This problem as well as others has been attacked through two coordinated programs: Criminal justice and health care.

Metropolitan areas were encouraged to coordinate local narcotics units to focus attention on the hard drug trafficker. Training is one of the key requirements.

Training and education also was provided in development of alternatives to arrest and incarceration for individuals involved with drugs. Counseling and outreach services were provided. An effort is made to determine the "why" of drug addiction.

The health care system is called into action to detoxify drug dependent persons, provide emergency services and to replace punitive measures for public inebriation with treatment and rehabilitation services. Alcoholism is viewed as a health problem.

**Juvenile delinquency.** Since youth service systems appear to hold the greatest promise for improvement, total resources in this area were directed to this concept.

Planning grants were made to communities to permit assessment of youthful needs and services, to identify gaps and duplications in services and develop means of correcting deficiencies.

The youth service bureaus acted as coordinating agencies for referrals, worked with existing agencies to develop services not available in the community, and modified attitudes and practices of pertinent agencies which might have contributed to juvenile problems.

The bureaus were seen as the halfway point in development of an overall youth service system which would act as the primary agent in prevention of delinquency and in diversion efforts. The bureaus have been well accepted, particularly in high-crime urban areas.

**Organized crime.** The Wisconsin Justice Department's organized crime section was expanded and the resulting improvement in information gathering provided a more accurate picture of the scope and nature of the problem. More than \$500,000 has been awarded to the unit since 1970.

An anti-organized crime council is being developed to focus attention on the crime situation and ways to combat it. It will encourage local departments to establish their own units, and it will continue to train and equip the Justice Department effort.

**Riots and civil disorders.** Since campus demonstrations have ceased to be a major problem, funds in this area have been transferred elsewhere. Intensive attention to the problem between 1968-70 has left most departments with a trained, well-equipped reserve in civil disorders.

## REGION SIX

### DALLAS

Significant progress in reducing crime was reported in Region Six States. Following a slight regional decrease of 0.8 percent in 1972, early 1973 figures indicated that 13 of the 100 major cities reporting decreases were located in Region Six (*see box*).

Albuquerque, N. Mex., which reported the highest crime rate of any large city in the country last year, reported a 7.9-percent decrease in the first quarter of 1973.

Crime-specific planning was adopted in all States to identify problems and trends and to establish statistical profiles which lend themselves to more accurate analysis.

Included in the priorities identified by each State were burglary, robbery, drug abuse, recidivism, and organized crime. Corrective actions included improved selection, training and salary for criminal justice personnel, faster court processing, and improvements in management efficiency.

The region processed 192 requests for technical assistance and completed audits in every State except Texas.

Texas and New Mexico were the first States to plan statewide meetings to study recommendations of the National Advisory Commission on Criminal Justice Standards and Goals.

Multijurisdictional approaches in Louisiana were proving successful in narcotics units, crime labs, and correctional facilities.

### Arkansas

The State's comprehensive criminal justice plan selected five crime targets: Burglary, larceny, drug abuse, recidivism, and court delays.

Specific needs in the law enforcement area were described as additional personnel, special investigative

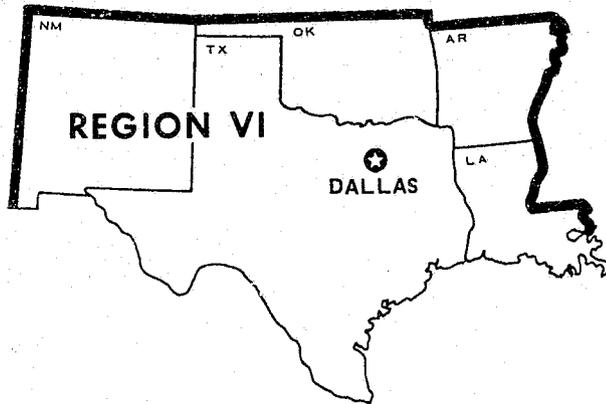
## Dallas—Region Six

### CRIME DECREASES

The following major cities in Region Six reported\* crime reductions in the first three months of 1973, compared to the similar period in 1972:

	Percent
Albuquerque, N.M.	— 7.9
Amarillo, Tex.	— 6.6
Austin, Tex.	—10.4
Corpus Christi, Tex.	— 2.7
Dallas, Tex.	— 7.0
El Paso, Tex.	—19.2
Fort Worth, Tex.	— 9.9
Little Rock, Ark.	— 5.6
Lubbock, Tex.	— 9.2
New Orleans, La.	—12.8
San Antonio, Tex.	— 3.8
Shreveport, La.	—13.9
Tulsa, Okla.	—14.3

\*FBI Uniform Crime Reports.



units, public education, organized crime control, and better community relations.

Courts priorities include legal reforms, additional personnel, training facilities, and establishment of an indigent defense system.

**Police.** Arkansas funded 14 programs dedicated to upgrading law enforcement, and several followed innovative approaches.

One was a community relations unit in the Little Rock Police Department. The unit works with varied segments of the community—from school children to retired persons. The objective is to provide a positive impression of the police function, and community response to the project has been high.

The Little Rock department also maintains a bomb disposal unit composed of officers who graduated from the LEAA-supported Hazardous Devices School at Redstone Arsenal in Alabama. Two bomb technicians are on duty or on call at all times. Since its formation, the unit has responded to some 60 ordnance calls. All have been handled without damage or injury.

Organization of a criminal investigative unit in the Russellville department is sharply increasing the rate of cases cleared by arrest. In 1971, before the unit was organized, only 41 cases were cleared among a total of 311 serious crimes reported. In 1972 the unit investigated 121 of 402 serious crimes on a priority basis and cleared 114 of them. Indications were the clearance rate would be up sharply again in 1973.

**Courts.** Efforts were made to upgrade the system across the board—prosecution, defense, courts, and law reform.

Additional personnel were provided for a number

of prosecuting attorneys and advanced training was given to one-fourth of the 19 office staffs. Study was begun on the efficient handling of appeals.

Five pilot public defender offices were established—four in judicial districts and one in a single county within a multicounty district.

The University of Arkansas established a program to furnish law student interns for court administrators and prosecutors. A master degree program in court administration is under development.

The study of the criminal code was nearing completion; proposed revisions are expected to be presented to the General Assembly in 1975.

**Corrections.** As the effort to upgrade corrections facilities showed results in the eyes of the Federal court, use of inmates in security or supervisory capacities was being eliminated.

The Pulaski County correctional facility at Little Rock is being remodeled into a regional facility for detention, medical treatment and rehabilitation of offenders.

A new women's reformatory is under construction.

A study of State, regional and local facilities recommends emphasis upon treatment and rehabilitation programs in both institutions and at the community level. Legal aid is now provided to inmates, and a prerelease guidance center has been established.

Inservice training for corrections personnel is furnished through a variety of training programs.

**Drug abuse and rehabilitation.** The task of combating the influx of illegal drugs has been vested with the State Drug Abuse Authority. It currently is attempting to identify the scope of the problem.

The Little Rock Police Department has established a five-man narcotics squad to combat a major enforcement problem—burglary of drugstores. Approximately 70 percent of the squad's arrests have involved LSD or marihuana, and 95 percent of the offenders have been in the 15- to 25-year-old age group.

Three other narcotics squads also operate in Pulaski County, and a State police special unit has been established to infiltrate drug cultures and obtain evidence and intelligence on drug traffic.

**Juvenile delinquency.** The main thrust in juvenile programs has been multicounty community-based programs. Three such programs encompass 14 counties, permitting broader services than any of the counties could afford alone.

Services include police, probation, and juvenile specialists, referees, youth shelters, and legal, medical, and psychological evaluations and counseling.

New projects include improved recreational facilities in one training school, more training for court and corrections officials, and additional emphasis upon multicounty programs.

**Organized crime.** The State police unit serves as a statewide clearinghouse for information and intelligence.

The Little Rock unit, recently enlarged, has been instrumental in exposing a large counterfeit ring, detecting a large interstate shipment of stolen jewelry, and exposing the misuse of Federal funds. It also assisted several other police departments in establishing similar intelligence units.

**Riots and civil disorders.** While civil disorders are not considered a serious problem for the State, in-service training is provided for State and local police officers.

The six largest local departments have developed civil disturbance plans and acquired special equipment. Other cities over 10,000 population have written or unwritten tactical development plans, and 5 cities have formal mutual aid compacts with other jurisdictions.

## Louisiana

This was the first year in which a crime-specific planning approach was employed by the State. Four of the eight State priorities were crime-oriented: Burglary, robbery, narcotics, and white collar crimes.

The other four statewide priorities were: Upgrading manpower, equipment and facilities; continued development of the criminal justice information system; reducing recidivism; and faster processing of court cases.

Crime-specific planning in New Orleans was directed at juvenile delinquency, rehabilitation and drug abuse. The program consists of 13 projects applying intervention techniques, reducing crime opportunities and increasing risk, and increasing the potential of the current system to deal with the problem.

Progress continued on development of the Louisiana comprehensive data systems program. Policy and advisory boards were named. The statistical analysis center completed publication of a statewide crime statistics report. The Washington, D.C., Correctional Records Information System will be adapted for use in Louisiana. Other components of the overall system expected to be incorporated soon include uniform crime reports, management and administrative statistics, and technical assistance for local government units.

**Police.** The objective of five antirobbery projects throughout the State was to halt the increase in the crime by 1976 and begin to realize an annual reduction by 1978.

Ten agencies carried out antiburglary projects consisting of specialized burglary units, increased training, and intensified patrolling in highrisk areas.

One of the most notable achievements in the statewide program has been establishment of four regional crime laboratories. When the first one was established in 1971, one new lab per year was scheduled over a 5-year period. Increased funding accelerated the schedule so that four now have been completed and two more are scheduled for completion by 1975. Case-loads are increasing sharply, and the technical staffs have been tripled in the past 2 years.

Coordination of the laboratory programs is maintained through the State Association of Forensic Scientists.

**Courts.** A release-on-recognizance program has permitted one judicial district to release up to 25 percent of the offenders interviewed without bail. Only 3 percent have failed to appear. More programs of this type are scheduled throughout the State.

Indigent defender programs were established in two districts, following the lead of the Orleans Parish public defender's office. One objective of the defender program is to accelerate processing of court cases so that by 1977 the arrest-to-disposition interval will not exceed 120 days.

Additional assistance also was furnished to district attorneys.

**Corrections.** A major share of funding was devoted to recruiting and retraining personnel at local institutions. The program is expected to continue through 1978.

An alcoholism detoxification center was established in Ouachita Parish where approximately 44 percent

of all arrests are alcohol-connected. Funds also were devoted to the New Orleans detoxification center which handles 300 patients per month. The processing time required by police officers has been reduced from 120 to 7.5 minutes per offender.

Ground was broken for a new Orleans Parish prison with completion scheduled for 1975. Other parish and multiparish institutions also are under construction.

**Drug abuse and rehabilitation.** Drug education programs are now installed in public school systems in most of the parishes. They involve speakers, literature, and other communication on the extent and danger of drug abuse.

Eleven drug control programs feature training and equipping of additional personnel. Some narcotics units serve multiparish regions.

The Southeast regional narcotics unit, for example, is directed by the Jefferson Parish Sheriff's office and serves a multiparish area in the southeastern part of the State. District offices exist in each parish, and the information gathered is coordinated by the central office which sets priorities and devises strategies.

During fiscal year 1973, the unit was instrumental in bringing a total of 3,603 charges against persons arrested for drug abuse or drug-related offenses. During one 48-hour period—Operation Blitz—216 persons were arrested on 324 warrants. Operation Dealer later resulted in 201 arrests.

LEAA block and discretionary funds are supporting expansion of the State Police narcotics section. The unit has averaged over 500 arrests per year for the past 3 years, and arrests have increased 400 percent during the past 5 years. Expansion of the unit will permit better service to smaller departments which have no narcotics specialists.

**Juvenile delinquency.** The youth services program—consisting of evaluation, and job counseling and placement for juveniles and young adult offenders—was continued in Rapides Parish.

Juvenile detention centers were provided in three other parishes for short-term detention. They feature counseling, evaluation and recreational facilities.

The Louisiana Training Institute for the Greater New Orleans area was opened. It will ultimately accommodate 150 youngsters aged 13–15, providing an accredited academic program, on-the-job training and recreational facilities.

**Organized crime.** The program is coordinated by a special crime and racketeering unit in the office of the attorney general. Targets are selected on the basis of their importance in the organized crime structure, their impact upon society, and the capability of the Attorney General's task force to be effective.

Work of the State agencies is supplemented by intelligence units at local and parish levels.

A consumer protection and commercial fraud prosecution unit was established in the office of the attorney general to collect information and conduct prosecution in criminal consumer and commercial fraud activities, unfair trade practices and restraint of trade.

**Riots and civil disorders.** The State police published a "Conflict Management Manual" for training and guidance in civil disorders.

The East Baton Rouge Parish Sheriff's office continued training an 80-man reserve component in crowd-control and other riot-oriented functions. The unit also will be used to augment regular forces in routine law enforcement activities.

## New Mexico

A crime-specific approach was selected for 10 areas of the State having the most serious crime problems.

Groundwork was laid for reorganizing parts of the criminal justice system for more effective operation. The Governor's Organized Crime Prevention Commission was established; the Office of State Public Defender was created; and the State's 13 district attorneys set up a central administrative office. New Mexico's three existing criminal justice planning regions were reorganized into seven multicounty regions and one metropolitan coordinating council.

During the 1973 Legislative Session, public drunkenness was decriminalized, and the recently enacted children's code was revised and improved. The state-wide radio communications network has continued expansion, enabling more local law enforcement units to join. The Governor's council developed necessary baseline data for local jail and detention facilities in its publication entitled, "New Mexico Jail System."

Drug abusers, drug-related crimes and narcotics trafficking from nearby Mexico are continuing criminal justice problems. With a relatively young population, the State also has an unusually high juvenile crime rate.

Because few New Mexico judges have participated in adequate judicial training programs, the need for improvements in this area remains high. Anticipated crowding of court dockets has led to growing concern for the existing court system's capabilities to deal with increased prosecutions.

Sensible and effective alternatives to incarceration are among the greatest correctional needs in New Mexico. A long-range program of corrections management improvement for the State is also necessary.

There is a widespread need for youth service programs among the State's 26 Indian tribes.

**Police.** The basic training course for recruits was expanded from 114 to 192 hours. The ultimate objective is to provide 336 hours to each new police recruit in the State. Inservice and specialized training also was expanded significantly.

With crimes against property on the upswing, special units to combat the problem have been organized in many departments. Both narcotics and burglary squads have been created in the largest departments in cooperation with county sheriff's offices. Their effectiveness is enhanced by reciprocal agreements which are avoiding boundary problems.

The State police crime laboratory neared completion, and establishment of a regional laboratory in Albuquerque was underway. A joint agreement between the two facilities avoids duplication of activities.

**Courts.** On the strength of a pilot project in one judicial district, the State legislature established public defender programs in three of the State's most populous judicial districts. The systems replace the court-appointed counsel.

Supreme Court committees were studying new Rules of Criminal Procedure, Rules of Evidence and Uniform Jury Instructions. Ultimate adoption by the Court will decrease costly trial delays.

A central administrative office was established to coordinate prosecutorial activities, develop a training program and establish a uniform record system for district attorneys.

**Corrections.** Under the direction of the newly created State Department of Corrections, the program continued to expand. Targets were expanded institutional services, improved central administrative and management services, additional training, and community-based preinstitutional and postinstitutional services.

**Project Newgate** at the State penitentiary provided academic and counseling services for inmates with demonstrated skills but incomplete education. It includes college courses in the institution and a study-release program at two State colleges. An inmate now can obtain a 4-year college degree.

Three **Indian rehabilitation/correctional facilities** have been developed and one county has its own similar facility.

In Albuquerque and Bernalillo County, which contains one-third of the State's population, a countywide corrections department has consolidated all corrections functions. Planning is underway on a new detention facility.

All State and local personnel now receive a minimum of 80 hours of basic training under the supervision of the New Mexico Correctional Association. Inservice training also is provided.

**Drug abuse and rehabilitation.** The Albuquerque Drug Abuse Education and Coordination Center provides the metropolitan area with technical assistance and inservice training on drug problems. It now is providing similar services to other areas of the State. Its scope also has been expanded to include nondrug users and prevention activities.

A family counseling and education project in Bernalillo County is offered for first offenders.

The Santa Fe public school system continued a program of providing guidance to both students and their parents. Originally conceived as a means of rehabilitating youthful offenders, the program has trained teachers to spot potential drug users and provide preventive services. The project is serving as a model for other school districts in the State.

**Juvenile delinquency.** The youth service concept was extended throughout the State by the State committee on children and youth. The committee assists localities in establishing employment services, counseling programs and educational activities.

A halfway house is expanding youth development programs in Bernalillo County, in conjunction with the county detention home and other local agencies. The unified program serves as a clearinghouse for youth referrals from all law enforcement agencies.

The Boy's Club of Taos Valley operates the only delinquency prevention agency in the northern border area of the State, focusing on counseling, tutoring, and eliminating motivation for drugs and alcohol.

Foster homes for both girls and boys were continued and expanded in several areas.

**Organized crime.** The organized crime prevention commission, supported by passage of the State's organized crime prevention act, was the focal point of State control efforts. It currently is preparing a comprehensive plan for attacking the problem throughout the State.

The commission also coordinates local activities, and develops an accurate description of the problem in the State and a general awareness on the part of the public.

An intelligence unit has been established to provide the nucleus of a statewide intelligence-gathering capability.

**Riots and civil disorders.** Planning has centered on the State's three largest cities, areas with large Indian or student populations, and some areas where labor problems are prevalent.

Seminars have assisted local agencies in developing prevention, detection and control programs; key personnel have been trained and riot control equipment has been purchased.

Mutual aid compacts have been activated between most areas throughout the State.

The State police sponsored two technical assistance units consisting of 25 men each to assist local agencies in upgrading their preparations for emergencies.

**Pilot City.** The Albuquerque/Bernalillo County Pilot City Program began its second 20-month phase under direction of the University of New Mexico. The community has up to \$500,000 to spend on demonstration projects recommended by project directors.

Two projects completed this year included establishment of a metropolitan narcotics enforcement squad which increased drug arrests 200 percent in the area, and a team policing project. The latter concept assigns teams of 8-13 officers to specific low-income neighborhoods to reduce crime and improve community relations and cooperation.

**Indian criminal justice.** Upgrading of the Indian criminal justice system occurred primarily in the police function. Improvements are planned later in the courts, corrections and prevention.

Technical assistance has been provided in easing the impact of the transition from traditional customs to an Indian judicial system capable of dealing with today's problems.

Correction centers now are replacing off-reservation jails which have previously housed Indian offenders with no consideration of rehabilitation. The new correction centers, both adult and juvenile, will serve as a base of operations in an intensive program to rehabilitate offenders.

## Oklahoma

Priority criminal justice needs were law enforcement manpower development and a more reliable data base for future planning. Emphasis was continued on supplying 120 hours of training for all peace officers; the Law Enforcement Training Academy provided advanced training, avoiding the necessity of sending personnel out of the State. Regional training schools also provide training on a close-to-home basis for small departments.

Nearly \$250,000 was allocated to research and compilation of a data base for the law enforcement central data system. Implementation of the uniform crime reporting system and expansion of the Statewide teletype network also supported the crime commission's efforts to provide accurate planning information.

**Police.** Two countywide law enforcement systems were instituted to promote a coordinated approach to police problems. The systems identify the sheriff as the chief law enforcement officer with police chiefs and town marshals acting as his deputies. Each township in the

counties contribute to the system and trusts are formed to establish ownership of physical equipment.

Centralized recordkeeping and communications, and more effective use of manpower all provide a greatly expanded law enforcement capability in the counties.

Consideration is being given to including centralized detention facilities as part of the programs, with proper medical facilities and segregation for juveniles and females. A current study of Oklahoma jails indicates few meet the State's minimum qualifications.

An **Indian Law Enforcement** program was instituted, providing trained personnel to deal with problems arising in communities predominately populated by Indians. These enforcement efforts are supported by an Indian specialist on the staff of the Crime Commission who provides technical guidance and assistance.

**Courts.** Manpower development and improvement of adjudicatory processes were the principal objectives. Nearly half of the programs involved education and training.

For the fourth consecutive year, inservice training was provided for district level judges. Some 80 of a total of 178 attended a month-long course at the National College of the State Judiciary in Reno, Nev.

A **New Day** project in Tulsa investigated the pretrial release possibilities for 1,016 indigent defendants. A total of 573 were released on their own recognizance. The recidivism rate was 3 percent and the program realized savings of nearly \$56,000 in court and detention costs.

The **Oklahoma City Misdemeanor Treatment** project utilizes 71 volunteer counselors who have worked with 1,200 young offenders during the past 3 years. The number of repeat offenders is estimated at less than 10 percent.

**Corrections.** In July of 1973, Oklahoma experienced one of the most disastrous events in the history of its corrections system. A McAlester prison uprising cost three inmate lives and virtual destruction of the prison at an estimated cost of \$40 million.

This catastrophe will give impetus to a corrections philosophy which already was gaining momentum—that of establishing community-based correctional facilities to carry the brunt of the correctional program and to emphasize meaningful education and vocational training.

Early in 1973, the Crime Commission conducted a crime and corrections workshop involving police, inmates, judges, newsmen, legislators, behavioral scientists, minority group representatives, general citizens, and corrections and court officials. Because it was reported extensively by the media, it focused public and legislative attention on corrections problems.

Three community-based projects were established in Lexington, Lawton and Tulsa, and the community-based work-release center in Oklahoma City was improved. Three more community-based programs are planned for Enid, Muskogee, and Ardmore.

A post-prison counseling project, **Volunteers in Corrections**, trains counselors who are paired one-on-one with inmates 6 months prior to release. Counseling continues after release when the inmate is assisted in finding a job. Eighteen months after the project was inaugurated, there had been no recidivism among the 256 offenders included in the project.

**Drug abuse and rehabilitation.** Work in this area primarily concerned crisis intervention, public education and teacher education. Rehabilitation programs were carried on by the Department of Mental Health.

**Juvenile Delinquency.** This program received a high priority. The crime commission adopted a "seed money" philosophy, allocating funds for inauguration of new programs rather than continuation of existing ones, and for programs which evoked community response.

Programs were funded on a decelerating schedule which provided crime commission funding of 75 percent the first year, 50 percent the second, and 25 percent the third. Subgrantees are urged to begin early to develop local sources of support.

Priority projects included community-based prevention programs, youth service projects focusing on special problem areas, minority programs, and school and dropout programs.

All juvenile justice personnel received 120 hours of basic training.

In Oklahoma County, which had the highest juvenile population in the State, as many as 10 separate projects were operated at one time or another during the year. The county's rating in caseloads dropped from 5th in cases filed and 9th in numbers institutionalized in 1971, to 16th in cases filed and 13th in youths institutionalized in 1972.

**Organized crime.** Since the State has not been plagued by excessive manifestations of this problem, planning has been minimal. Formation of the Organized Crime Prevention Council furnished a focal point for corrective and preventive efforts.

The State Bureau of Investigation and police departments of Oklahoma City, Tulsa, and Lawton form a base from which the problem will be attacked if need arises. The three cities organized strike forces and intelligence capabilities during the year.

**Riots and civil disorders.** The Crime Commission did not specifically address this problem during the year. Both training and equipment needs were judged to have been met during previous years.

Training and equipment were in evidence in the 8-day siege which finally leveled McAlester prison. Professional leadership and well-trained personnel with rapid response time and considerable restraint kept loss of life to a minimum. The three inmate casualties were murdered by fellow inmates.

## Texas

For the first time in nearly 20 years, major crime decreased in Texas during 1972. While burglary increased slightly, all other serious crimes dipped. Auto thefts declined 19.8 percent.

**Police.** Police projects totalling \$3.3 million covered a wide range of crime prevention, detection and apprehension measures, with the emphasis upon operations and equipment.

Eight crime prevention and education units were established in various localities to harden crime targets and reduce crime opportunities. The unit at Tyler was instrumental in achieving a 29.7 percent reduction in burglaries of business houses. The Midland unit reported a 24 percent decrease in burglaries. Both reductions exceeded goals established for the units.

Management analysis, consolidation of police agencies, improvements in case preparation, and purchase of investigative and laboratory equipment were other areas which received emphasis throughout the State.

Still other projects established and expanded tactical squads, foot patrols, records and identification units, research and planning units, and helicopter patrols.

Since LEAA began, the **Dallas Police Department** has received a total of \$6 million from LEAA, including \$4.3 million in **High Impact Anticrime funds**.

Dallas has begun a 5-year program to decentralize police operations, emphasizing **team policing**. **Minority recruitment** is also receiving priority attention.

**Courts.** The Texas Center for the Judiciary expanded its program of educating and training judges and their supporting staffs. Financial assistance was provided for attendance at national colleges and conferences, and handbooks were distributed.

Temporary district courts were established in three counties to reduce case backlogs, and pretrial release programs have now been inaugurated in four counties.

Large district attorneys' offices were reorganized to provide better management, and the District and County Attorneys Association expanded coordination of a training and education program for prosecutors.

Four law schools have instituted intern projects; a recent report indicated 72 percent of the participating graduates from one school are now working at least part time in the criminal law area and more than 50

percent devote more than half their time to criminal work.

**Corrections.** The emphasis here has been upon rehabilitation, from the State level through community facilities.

State institutions sponsored training for electric linemen, heavy equipment operators, and water and sewage operators. Legal libraries also were expanded.

Management training for corrections personnel and development of an inmate tracking system also were emphasized at the State level. The tracking system will provide an automated data base for better evaluation of rehabilitation programs.

Study continued on the feasibility of a system of regional correctional facilities with increased emphasis upon rehabilitation.

At the local level, training of personnel and upgrading of jail facilities received attention. Rehabilitation also was the keynote here. The El Paso County Jail conducted a cook and bakers school for school inmates.

A half-way house in Houston assisted 400 men in adjusting to community life, with a very low recidivism rate.

**Drug abuse and rehabilitation.** While the criminal justice plan did not include 1973 funding for programs in this area, one continuing public education program was worthy of note. It addressed itself to negative and apathetic attitudes toward the juvenile justice system, endeavoring to educate and arouse the public with regard to the corrections system, delinquency, and drug abuse.

The program calls for establishment of 10 information gathering and disseminating agencies called drug centrals. They are expected to reach 5 to 7 million Texans.

**Juvenile delinquency.** Six communities operated juvenile service centers for youngsters inclined toward trouble. Other community-based day care projects provided alternatives to institutionalization. Counseling, supervision, and vocational training were offered.

Youth service bureaus were funded for a final year pending evaluation of the program and a reorientation of long-range goals.

Nine county detention facilities have established achievement programs with the cooperation of local teachers. The programs enable youngsters to continue their education while they are detained.

**Organized crime.** The statewide plan calls for establishment of local multiagency control units coordinated by a central unit in the department of public safety which is responsible for analysis, evaluation, and dissemination of all information.

The 9 local units formed thus far participated in 804 felony arrests in 1972. They also furnished intelligence to other agencies resulting in an additional 140 felony arrests.

**Riots and civil disorders.** The program relied heavily upon improving community relations and providing a police capability of dealing promptly and effectively with trouble at its inception. Regional mutual aid planning was established in cooperation with the department of public safety and the National Guard.

Guidelines were prepared to assist local police agencies in planning, training, operations, and procurement of equipment.

Police community relations programs were funded in 10 cities.

**High Impact Anticrime Program.** The Dallas Impact Program is focusing on improved rehabilitation of offenders to reduce recidivism, one of the city's major crime problems.

With more than \$800,000 in LEAA funds, the adult probation department has:

- *Financed hiring of more than 100 additional probation officers, thus reducing the average caseload per officer by 62 percent.*
- *Created a job training and placement program which found jobs for 223 probationers in 4 months, at an average cost of only \$31 per placement.*
- *Made an additional 520 referrals to prospective employers and another 163 referrals of probationers to other community services.*
- *Inaugurated psychological testing of impact target crime offenders when they apply for probation. Judges may then use the psychological data to help determine whether or not the offender is a good probation risk.*
- *Trained probation officers to improve their counseling and supervisory skills.*
- *Created a volunteer probation aide program.*

The probation improvements have helped reduce probation failures to 3.6 percent in the last 6 months. Last year, the rate of failures was 8.4 percent. Among participants in Impact-funded probation projects, only one was returned to prison.

Another promising impact program helped police decrease burglary and robbery during month-long test operations in high-crime areas.

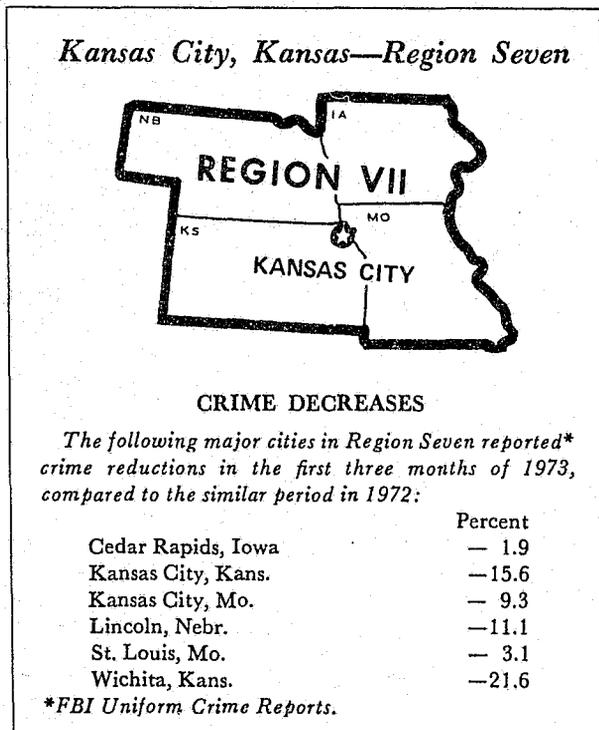
The project, financed by almost \$2 million in impact funds, includes five mobile tactical police teams which patrol high-crime areas.

According to the Dallas Police Department, burglary was down by 28 percent after the teams had been in operation for 10 days and by 24 percent for the entire 30-day period.

The nine-man teams develop specific tactics to meet varying situations. They handle the target crimes from

the initial investigation through prosecution and work closely with the department's operations analysis unit.

All members of the team received 2 weeks of specialized training.



## REGION SEVEN

### KANSAS CITY

During fiscal 1973, Region Seven staff conducted training sessions in each State on the elements of crime-oriented planning. Followup training included a program development seminar and an evaluation seminar.

Regional Office personnel spent a total of 776 man-days in the field, monitoring projects, and providing planning and technical assistance. A total of 26 requests for technical assistance contract services were processed.

The second-phase High Impact plan for St. Louis was approved at the end of fiscal year 1973, and submission of second-phase applications for Pilot City efforts in Des Moines, Iowa, and Omaha, Nebr., were received.

#### Iowa

Iowa's generally sparse population and rural character present unique obstacles in delivering adequate

law enforcement services to farm dwellers and smaller communities.

For example, it is not uncommon for one officer to be responsible for protection on a 24-hour, 7-day basis, which places increased burdens upon inadequately staffed county sheriff's offices.

More populous areas of the State have greater access to law enforcement services—particularly crime laboratory and evidence-processing capabilities, inservice training and criminal records systems.

Iowa's population increased only 1.2 percent in the past 10 years while the crime rate rose 222 percent. Since LEAA funds became available, however, the rate of increase has been reduced. The first six months of 1973 logged an overall increase of only 3 percent.

Economic factors also have contributed to the crime picture. The dramatic rise in thefts of animals, for example, is directly related to high meat prices and widespread shortages.

Technological needs continued to be emphasized at both State and local law enforcement levels, with criminal information systems and communications equipment receiving highest priority. Crime laboratory facilities and equipment need improvement, and trained personnel are needed to back up State and local criminal investigators.

Major courts problems are delays in case disposition, inefficient use of scarce judicial time, inadequate staffs and salaries, inadequate training and lack of meaningful data for real problem analysis.

Iowa has given steadily increasing attention to adult and juvenile corrections. Planning for corrections addresses both the protection of society and rehabilitation of offenders.

To combat drug abuse, Iowa has launched a three-way effort involving education, enforcement and rehabilitation, coordinated by the Iowa State Drug Abuse Authority. The authority functions through 16 districts coordinated by a small staff and an advisory council which includes representatives of State health, education, welfare, public safety, and social services.

Police. Perhaps the State's greatest single technological improvement in criminal justice is the Traffic Records and Criminal Information system (TRACIS). The project, involving a commitment of \$600,000 in LEAA funds devoted to collection, dissemination, and management of data, is scheduled for completion in December 1973. When completed, it will constitute a master plan for criminal justice information subsystems.

Availability of a sophisticated criminalistics laboratory has been helpful in upgrading investigative effectiveness. Since its inauguration in 1970, the labo-

ratory has handled 3,155 cases from police departments, sheriff's offices, State agencies and county attorneys. A total of 140,921 separate examinations have been made, and the demand for service continues to grow. More equipment and more specialists have been approved for the future.

Small grants to many county governments financed establishment of 24-hour police radio dispatch service, which will ultimately blanket the entire State.

Another program designed to upgrade rural protective services urges communities with less than three fulltime officers to participate in combined contract law enforcement organizations. In this program, a county sheriff's department is subsidized to furnish 24-hour service to small communities in his county. Some \$250,000 was allocated to this program during fiscal year 1973.

**Courts.** Approximately 15 percent of the State's block grant—\$1.2 million—was allocated to courts. Much of the emphasis was placed upon improvement of prosecution resources.

An example is the area prosecutors division project carried out by the State department of justice. It furnished information and assistance to part-time and often inexperienced local prosecutors in 99 counties. In addition to field services, the project publishes monthly criminal law bulletins, monographs on key legal points, and prosecution procedures.

Additional services include a brief bank providing case citations, statute interpretations and other legal commentary and advice. A telephone-answering service provides information on legal issues arising during criminal trials. It is available to county attorneys, area prosecutors, and judges.

**Corrections.** Approximately 29 percent of the Iowa's part C action funds—\$1.9 million—was allocated to corrections projects, with emphasis on improved rehabilitation.

Among corrections programs funded were those upgrading numbers, salaries, and quality of personnel, increasing information, providing counseling, and establishing multicounty or community-based corrections.

A Des Moines project conducts pretrial release screening of arrested persons to allow qualified individuals to be released without bond.

Release is followed by pretrial community supervision for those deemed to need some supervision while awaiting disposition of their cases.

Another facet of the program is the county-administered probation system which replaces State bureau of probation and parole supervision.

Evidence of the Des Moines project's success can be seen in the reduced population at the Polk County jail. The average daily population of 135 in 1970 has steadily decreased to a 1973 average of 65.

Studies demonstrated that 50 percent of those who remained in jail until the trial were sentenced to prison while only 22 percent of the pretrial releasees received prison terms. Thus positive community action programs prior to the trial appear to have made a marked impact upon sentencing.

Plans call for expansion of the Des Moines project to each of the State's eight judicial districts. Projects are already underway in Council Bluffs, Cedar Rapids, and Ottumwa. Legislation adopted midway through the year provides a legal framework for statewide adoption of the project and State funds of nearly \$1 million to match LEAA funds.

**Drug abuse and rehabilitation.** Efforts in this area centered upon providing comprehensive corrective treatment of addicted offenders in the three adult correctional institutions. The program, still in its early stages, will utilize all psychological and medical approaches to treatment with followup aspects.

Drug enforcement gathered momentum after the general assembly transferred primary responsibility from the board of pharmacy examiners to the department of public safety.

A trained drug enforcement unit of 15 professionals has been organized to conduct undercover work, and to offer special drug training seminars at 19 locations for 1,000 local enforcement officers.

Drugs valued at more than \$2 million, cash and vehicles have been seized, and agents have provided tax information resulting in State and Federal liens of some \$400,000 against suppliers. A total of 284 charges have been filed against 181 defendants in 3 years, with a conviction rate of 99 percent.

Other evidence of the program's success is the rise in heroin costs from \$8 per cap in 1969 to \$10-\$12 in 1973. During the same period, purity of the caps dropped from 5-7 percent to a current 1-2 percent.

**Pilot cities.** The Des Moines Pilot City team, located at Drake University, prepared five-comprehensive reports on various functional systems of criminal justice in Des Moines and Polk County. The reports offered numerous recommendations for systems improvement.

Demonstration projects were approved to evaluate effectiveness of the public defender system, to assess treatment and mobility of youths committed to Iowa's two juvenile delinquency treatment centers, and to establish a runaway service to divert such youths from the criminal justice system.

## Kansas

Kansas reported a drop in crime in 1972.

As the Governor's Committee on Criminal Administration (GCCA) worked to continue and accelerate this reduction, the need for highly trained police officers remained a priority. Because the complexities of modern law enforcement require knowledge of human relations, police practices, law, investigation, and scientific crime detection, LEAA funds financed college-level training courses to improve police professionalism.

Funds also were awarded for a prosecutors' and public defenders' program to accentuate work performed in recent years on court-related improvement programs.

Finally, Kansas followed the most progressive corrections thinking by supporting community-based treatment centers, especially in juvenile corrections.

**Police.** An intensive police training program was divided into three categories: Inservice training, specialized training, and college degree work.

The inservice function is the responsibility of the **Kansas Law Enforcement Training Academy** located in **Hutchinson**. It certifies schools for recruit training in addition to conducting training of its own. Among the academy's 1973 activities was study and implementation of new methods of police administration.

The project also sponsors participation in police improvement programs which may be offered by certified schools, city, county, State or Federal law enforcement agencies. Programs in this category were a **criminal investigation school** and a **narcotics and dangerous drugs school**.

Seminars and workshops throughout the State have been helpful in providing technical training and indoctrination in new procedures.

Wichita State University, supported by LEAA funds, has developed a B.A. program in administration of justice.

The **Wichita Police Department** has developed specialized training in dealing with family disturbances. **Family crisis intervention units** are equipped to provide counseling as an alternative to making arrests. The system is reducing callbacks to a particular family and also enhancing the safety of officers who respond to domestic disturbance calls.

Other grants in the law enforcement area provided funds for communications equipment and establishment of uniform standards in frequency and power transmission. Such standards are a necessary prerequisite to an integrated State communication system.

**Courts.** To help provide actual experience for new prosecutors, the State embarked upon a summer internship for senior law students. Each intern is

given an opportunity to observe and participate in the handling of cases, including filing of complaints, trials, legal research, and office management.

The program serves to interest law students in future careers in prosecution.

The supreme court enhanced this program by ruling that qualified interns could prosecute criminal cases. Student prosecutors have actively participated in misdemeanor trials, in juvenile court, and in some felony cases. County attorneys have been so favorably impressed with the program that they are advocating use of interns on a year-round basis.

GCCA also funded two **public defender offices** to assure adequate legal defense for indigent defendants. The program resulted from a supreme court ruling that indigents must have highly competent counsel. The public defenders accepted a total of 543 cases, and disposed of 418.

A survey of all courts from municipal to the supreme court is examining court structures, jurisdiction, administration, personnel, procedures, workload, and facilities. Its finding will be presented to the State legislature with proposals to streamline the court system.

**Corrections.** During fiscal year 1973, Kansas stressed local supervision and rehabilitation programs as alternatives to institutionalization for both juveniles and adults.

Among the more successful projects has been **storefront probation services**. Located in a minority area of **Wichita**, this program provides intensive 24-hour probation counseling to youths.

In addition to counseling, the program coordinates the assistance available from the court and social service agencies. Volunteers help the probationer become an active participant in community life.

In the project's first 6 months, the overall recidivism rate among 251 cases was 26 percent. Excluding probation violations, it was only 18 percent. Prior to the project, juvenile court statistics revealed a 62-percent recidivism rate.

Halfway house projects have helped adult offenders become accepted members of the community and the work force. One such project is **Brice House in Topeka** where the emphasis is on a variety of therapies. "Reality therapy" helps group members detect personal obstacles to facing reality and challenges them to function in a realistic manner.

Brice houses an average of 18 residents, ages 20-38, for a stay of 30-90 days. In its third year of funding, the project was 50 percent self-sufficient, with full self-sufficiency anticipated during the coming year.

Under an LEAA grant, Washburn University began a 4-year correctional degree program. Internships as well as academic courses are offered.

**Juvenile delinquency.** Kansas' programs in this area seek to reach potential criminals before they embark on a crime career. The **I. J. Kinyon guidance and counseling program**, sponsored by the GCCA and the Topeka Boys Club, marshals community resources to provide both formal and informal counseling for young men ages 7-19 who have disadvantaged economic or family backgrounds.

Courses on law, civil rights and governmental operations also have been introduced into high school curricula under the guidance of Washburn University.

**Organized crime.** Two noteworthy projects were undertaken in this area. The first involves examination of the State's existing organized crime laws and recommendation of reforms to the State legislature.

Specialized units also have been funded to investigate all aspects of organized crime within specific geographical areas. Overland Park, for example, was granted \$33,992 to organize a vice operations intelligence unit to apprehend criminals and expand public awareness of organized crime.

A sheriff's conference on organized crime was held in Wichita to provide law enforcement officials with procedural information in gathering and evaluating crime intelligence, and methods for recognizing actual or potential organized crime elements in their jurisdictions.

## Missouri

Missouri met its criminal justice problems through emphasis upon regional planning, regional distribution of funds, crime-oriented solutions and encouragement of projects to upgrade various aspects of the system.

The Missouri Law Enforcement Assistance Council's strong commitment to crime reduction was demonstrated by its obligation of resources to the St. Louis and Kansas City areas which account for more than 60 percent of the State's crime. A total of 55 percent of the State's block grant funds—\$18.8 million—was allocated to the two metropolitan areas.

Missouri redefined its goals during 1973 and recommended that the State assume the responsibility for financing and setting standards for the criminal justice system—except local police salaries. Crime-specific planning concepts were recommended to attack specific problems. By midyear, at least 1 full-time professional had been placed in each of the State's 19 regional planning councils.

The councils involve the services of nearly 400 private citizens and criminal justice professionals who meet monthly to devise methods of closer cooperation in attacking crime and delinquency.

Emphasis was placed first upon increasing regional planning capabilities and secondly upon regional and statewide reforms. The SPA also supported State and regional projects encouraging cooperation at the regional level among various components of the criminal justice system.

**Police.** Approximately \$2 million was provided for the **Missouri Uniform Law Enforcement System**, the statewide computer information project which provides access throughout the State to computerized information within the system as well as the National Crime Information Center in Washington.

A statewide training program has given 1,500 officers the minimum 280 hours of training recommended by the SPA. Increased police salaries in Kansas City, St. Louis, and the State highway patrol have also helped to improve the quality of police manpower.

The regional center for criminal justice in Independence, Mo., believed to be the most innovative regional metropolitan training academy in the country, trained law enforcement officers from two Missouri regional planning units and some from adjacent Kansas counties as well.

To develop active community support and citizen involvement, approximately 200,000 persons were exposed to an educational campaign explaining the public's rights and responsibilities in crime prevention. The program also encouraged components of the criminal justice system to develop their own action plan for citizen education.

Other campaigns encouraged citizens to support enactment of local property security codes, and encouraged property owners to strengthen security through advanced architectural concepts that discourage crime.

**Courts.** Reduction of processing time and general improvement of operating efficiency through expansion of public defender and court staffs were principal courts objectives.

The State legislature adopted a statewide public defender system and allocated substantial State funds to the program to supplement \$1.3 million in LEAA funds.

Public defender systems were established in four counties. A similar system was established in St. Louis. Public defender assistance was provided to eight county attorneys and special investigators were provided for seven others.

Training programs were offered to prosecutors and judges at all levels and a handbook was designed for nonlawyer municipal courts.

An SPA task force completed a study recommending establishment of a uniform court system, and the State supreme court adopted plans for implementation of a

systemwide automated administration and reporting system.

The Attorney General's office completed work on a computerized docketing system for all civil and criminal appeals to the supreme court.

**Corrections.** A task force completed recommendations for a reorganization of the Missouri Juvenile Corrections System with emphasis upon community-based treatment.

Drug education programs were included in the curriculum of the State department of education along with an innovative project reestablishing citizenship education in elementary and secondary schools.

Juvenile officers' salaries were raised, and additional juvenile probationer officers and paraprofessionals were added to reduce the ratio of clients per counselor.

**Adult halfway houses** were started in many communities, and vocational training and college work were offered in the State penitentiary. Kansas City and St. Louis entered into regional cooperation agreements, and Kansas City prepared to construct a new regional facility.

**High-Impact Program.** The **St. Louis Impact Program** received \$4.5 million during the year. The largest grant was for a \$300,000 foot patrol program in a high-crime area. Its success in reducing stranger-to-stranger crimes and burglary in the target area resulted in expansion of the program to \$1 million for implementing a variation of the project throughout the city.

**St. Louis High Impact Funding**

<i>Programs</i>	<i>Number</i>	<i>Amount</i>
<b>Police</b> .....	12	\$1, 800, 000
<b>Courts</b> .....	9	541, 190
<b>Juvenile delinquency</b> .....	12	1, 400, 000
<b>Corrections</b> .....	7	766, 217

Evaluation of the program was accelerated in the last 6 months of 1973 as qualitative measures of effectiveness began to emerge.

Statistics for the first 6 months of 1973 became available, which reflected a 3.2-percent reduction in major crimes throughout the city compared with the similar period in 1972. Burglary was down 6.8 percent and robbery 2.6.

**Nebraska**

Nebraska crime statistics, considerably more complete than other States in the region due to a refined statewide reporting system, reported a statewide crime increase of 2.1 percent during the first 6 months of the year.

Principal goals of the Nebraska Commission on Law Enforcement and Criminal Justice were: Reduction of crime through specific emphasis on high crime areas, improvement of the effectiveness of the criminal justice system, and activation of citizen interest.

SPA projects included a complete personnel and staffing review followed by classification of all jobs, and an increase in professional pay scales.

Through crime-oriented planning **antiburglary** and **antirobbery** action programs were launched in the Omaha metropolitan area. Under a \$500,000 grant, a program was designed to provide Omaha with a specialized investigative unit to deal with high-frequency crimes.

Omaha, with 47 percent of the population, accounted for 89 percent of the robberies and 49 percent of the State's burglaries during 1972. These statistics stimulated a 3-year program which ultimately will cost \$1.5 million.

The initial phase included recruitment of 15 additional officers who were trained to establish a compact, specialized unit with expertise in surveillance and undercover activities against burglary and robbery. Other specialized personnel deployment techniques are being studied.

Another significant development in the State was reorganization of the **Nebraska Law Enforcement Training Academy** at Grand Island. Now under SPA direction, its classes are operating at maximum capacity. Training will be expanded to include advance policing techniques and criminalistics examination.

**Police.** Consolidation of law enforcement services, paralleling recommendations of the National Advisory Commission on Standards and Goals, was undertaken to improve law enforcement effectiveness by eliminating duplication and fragmentation of efforts.

Since the plan involves additional communications, uniform and vehicle equipment, its costs exceed the capability of a single year's budget to finance. Nevertheless, two counties—**Frontier** and **Buffalo**—began operating consolidated 24-hour programs. The programs eliminate the necessity for small communities to provide their own law enforcement services.

Law enforcement internships for high school seniors and college students provided these youths with an exposure to the profession at a time when they were beginning their vocational planning but not yet eligible for police employment. The system also provides a source of manpower to hard-pressed departments. Interns perform administrative duties, freeing officers for enforcement activity.

Another important project in the manpower development area involves grants to the **Omaha** and **Lincoln Police Department** to provide salary supplements for

officers who have earned college credits toward a degree. Eligible personnel receive a 5-percent increase in their base salary for an associate of arts degree, a 10-percent supplement for a full degree, and 15 percent for an advanced degree.

Approximately 70 percent of the commissioned officers on the Lincoln force have completed their degrees or are working on them.

Another program seeks to identify psychological traits most commonly found in good or superior police officers. These criteria then are placed in the matrix profile and used in evaluating law enforcement applicants. Ten Nebraska police departments currently are using the screening service, and some 350 persons have been evaluated.

**Juvenile delinquency.** Youth services, formerly available only in Omaha and Lincoln, were expanded during the year to include Sarpy and Jefferson Counties and the city of Scottsbluff. The services, designed to help prevent delinquency, include diagnosis, referral, family counseling, special education, recreational programming, group interaction, job placement, group residence, foster home and health services, leadership training, and financial aid.

Five youth centers now work with an estimated average of 2,000 youths per year.

A facilities improvement program was undertaken to assure high quality, treatment-oriented environments for youths who must be supervised. Projects include a new Lancaster County (Lincoln) Juvenile Attention Facility, an additional cottage at the Nebraska Boys' Ranch, and an additional dormitory on the Cranmore Youth Ranch near Broadwater.

Continued support was provided for campus house, a group home located on the campus of Kearney State

College for girls who need intensive treatment but not detention in the State training school.

The youth programs have helped to reduce by 15 percent the number of Nebraska youths sentenced to correctional institutions.

**Pilot City Program.** Seven comprehensive reports on the Omaha and Douglas County criminal justice system were completed by the Omaha Pilot City team at the University of Nebraska.

A demonstration project was inaugurated to develop a profile of offenders assigned to the county public defender's office, in order to evaluate their readjustment. The project received the cooperation of organized labor which will participate in recruitment, employment, and adjustment programs.

## REGION EIGHT

### DENVER

Expansion of the Regional Office staff permitted launching of a major project-monitoring effort during the year. Priority subjects were law enforcement education programs and State block and discretionary grants. A byproduct of the monitoring effort was heightened interest in regional technical assistance which increased approximately 300 percent over the previous year.

Training and consultation to SPA's was expanded. SPA personnel attended Civil Service Commission training sessions; SPA financial officers attended LEAA-sponsored financial management courses; and

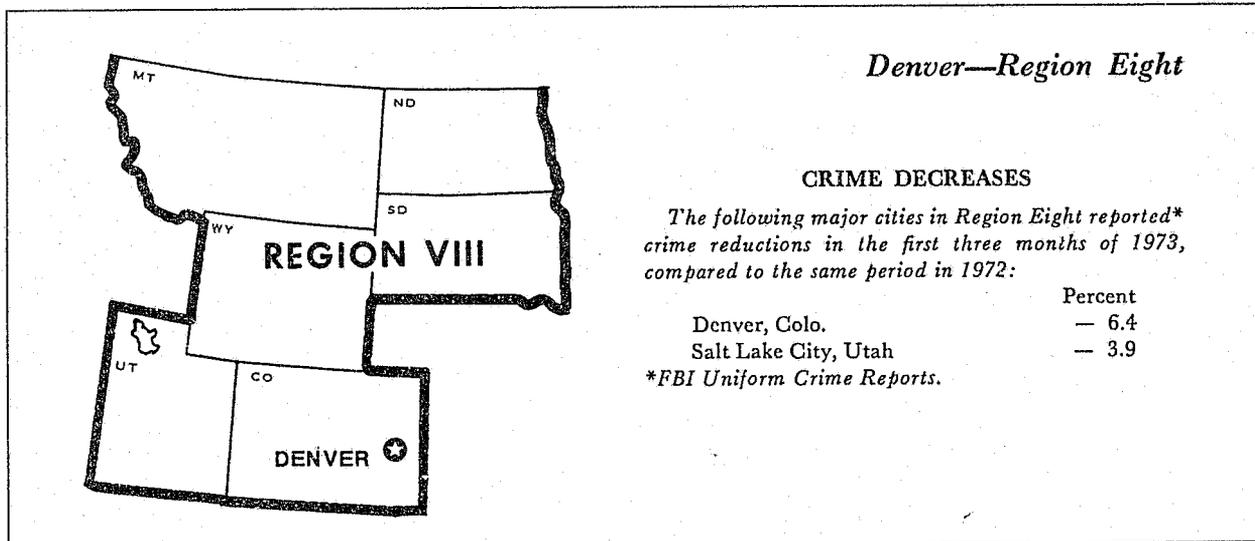
### Denver—Region Eight

#### CRIME DECREASES

The following major cities in Region Eight reported\* crime reductions in the first three months of 1973, compared to the same period in 1972:

	Percent
Denver, Colo.	— 6.4
Salt Lake City, Utah	— 3.9

\*FBI Uniform Crime Reports.



the fourth annual LEAA workshop for State supervisory board members was held.

**Indian programs.** Another important development was the sharp increase in funds available to Indian reservations. Full-time Indian justice planners were assigned in the three States with the largest Indian populations, assuring better articulation of Indian criminal justice needs and priorities.

**High Impact.** The Denver High Impact Program achieved promising results. Burglaries in target neighborhoods were reported to be down by 22 to 38 percent. The overall burglary rate in Denver decreased 12.2 percent during the first 6 months of 1973 compared with the previous year. Community involvement in the high impact program is high, and more than 20 anticrime projects are underway.

## Colorado

In fiscal year 1973, the Colorado Division of Criminal Justice began to adopt the crime-specific planning approach to increase the effectiveness of crime control projects. Proposals for grants now must indicate how the project will reduce crime and the anticipated reduction as well as a clearly defined evaluation component.

The search for the data necessary to crime-specific planning revealed the lack of information about crime and the operations of the criminal justice system, and the need for a uniform crime reporting system. Communication among criminal justice agencies often is poor. Rarely do courts report case dispositions to the police department, for example.

To remedy the situation, an information system master plan was completed in 1973, and implementation on a 5-year schedule will begin during the next fiscal year. Several large agencies have begun automating their information systems.

### Significant Projects

**Police.** Inadequate training standards, investigative resources, manpower, and salary levels and facilities are key problems for Colorado law enforcement agencies.

As a step toward alleviating the lack of training, the State legislature established minimum training standards for police officers.

The Commerce City Police Department established two crisis-intervention teams which work with the Adams County Mental Health Center in coping with family disturbance cases. A survey of such cases revealed alcohol was involved in more than half of them, and third party or divorce proceedings in 20 percent.

A sample of assault cases showed that 92 percent of them were related to family incidents.

**SCAR.** One of the projects which is helping to lower the Denver area's burglary rate is the Special Crime Aerial Reconnaissance team designed to combat the flow of crime from Denver to suburban areas. The team, composed of officers from Denver, Lakewood, Aurora, and Wheatridge, uses a helicopter and strobe lights mounted atop strategically located buildings to guide ground units to crime-hit areas. SCAR works in cooperation with the Denver High Impact Special Crime Attack Team.

**Courts.** Information collection and analysis has the highest priority among the requirements of the State's judicial system. The criminal caseload in county and district courts increased 82 percent between 1969 and 1972, and the need for information has become crucial.

Colorado now has an automated management information system which can collect sufficient information to permit effective application of resources. Under development is a terminalized information system which can perform clerical and recordkeeping functions. More than \$730,000 in LEAA funds—block, discretionary, and impact—has been awarded for the information system.

Goals of the project are fourfold:

1. To provide a management information and docketing system in high-crime areas.
2. To enable the judicial system to exchange offender-based criminal history information with law enforcement and correctional agencies.
3. To provide the data base supporting judicial and corrections portions of the division of criminal justice's statistical system.
4. To provide an effective data processing center for the Colorado judicial system.

The project's management information segment is now operational, and the docketing system is being applied in Denver County. Computerized information systems for Denver courts, probation and detention, were expected to be operational early next year.

**Corrections.** The El Paso County Adult Forensic Services operates a halfway house for offenders from the State Penitentiary and Reformatory. It now provides mental health services, but eventually many social agencies will deliver their services at the facility.

The project, in its second year of funding, accommodated 15-20 male residents in living conditions as close to normal home living as possible. Some residents are hired by the adult forensic services as custodial and maintenance workers. LEAA has awarded a total of \$178,980 to the project.

**Drug abuse and rehabilitation.** One of Denver's promising impact projects is the **treatment alternatives to street crime (TASC)** which anticipates diverting 600-900 drug users from the courts and jails to treatment programs. Savings to police, courts, and corrections agencies could amount to nearly \$1 million.

Offenders will undergo chemotherapy treatment and group or family counseling. Education and training also are offered. Evaluation of the project will be based upon the ratio of program dropouts to admissions.

**Juvenile delinquency.** El Paso County is responding to the delinquency problem with a youth diagnostic and halfway house serving El Paso, Teller, and Park Counties. Prior to this project, no mental health services for troubled youths were available in the Colorado Springs area.

The facility houses 15 residents and also provides outpatient services. By tapping the services of a variety of community agencies, the project has strengthened coordination of social services in the area.

Another type of youth facility is the Department of Institutions' **Closed Adolescent Treatment Center** for hard-to-treat juveniles 12-18 years old who have not responded to other treatment programs. In addition to recreational activity, psychological treatment includes behavior modification, family therapy, and group therapy. The treatment program usually lasts 9 to 12 months.

Colorado currently has some 12 youth service bureaus in operation, and its goal is to double this number by 1977.

**Organized crime.** A seven-member organized crime advisory council composed of the State's top law enforcement officials now leads the State's assault on organized crime. It has proposed establishing a cooperative strike force headed by the Colorado attorney general with participation from the Bureau of Investigation and local district attorneys and police.

**High impact anticrime program.** One year after inauguration of the high impact program in Denver results were encouraging.

Early in 1973 the rate of homicide, rape, robbery, and assault was still rising at an alarming 26.6 percent. By summer, however, Denver's crime-specific projects were having a measurable impact. During May and June, aggravated assault decreased 8.5 percent. By late summer, aggravated robbery was down an average of 32 percent monthly.

The overall rate of burglary in Denver decreased 12.2 percent in the first 6 months of 1973 compared to the comparable 1972 period.

**Operation identification,** a project in which police mark and register citizens' property, is now operational. Analysis of first quarter 1973 crime statistics shows the

project is meeting its goal. In the project's target area, residential burglaries decreased 25.4 percent and commercial burglaries were down 15 percent, for an overall burglary reduction of 23.1 percent.

The **Special Crime Attack Team (SCAT)** has concentrated its efforts against armed robbery. Since April, the robbery rate dropped 31 percent compared to last year.

Rape is a serious crime problem in Denver. Over the past 6 years, the city has experienced a 168 percent increase in forcible rape. The Denver Anticrime Council, planning agency for the high impact program, sponsored a **national rape workshop** in fiscal year 1973 to launch a concerted attack on the problem. Denver's antirape program will include research, assistance to the victim, and appropriate treatment for the offender.

## Montana

The Board of Crime Control has identified seven priorities for criminal justice improvement: Education and training, manpower, communications, equipment, facilities, special impact programs, and research, development and technology.

Criminal justice training is centered in the **Law Enforcement Academy** which graduated 600 students during the year. The curriculum has been expanded from 12 to 43 weeks of instruction in 18 courses.

Despite the Academy's progress, there is a critical need for field-based, inservice training and specialized courses for judges, prosecutors, and lower court personnel. With the exception of courses for justices of the peace and police magistrates, training of court personnel has been minimal.

Sufficient manpower and effective deployment also are prime concerns. In 1972, Montana's ratio of police officers to population was 1.3 per 1,000 compared to a national average of 2.1 per 1,000.

At the same time, however, LEEP graduates are finding a bleak employment situation. The Board of Crime Control plans to develop a subsidized employment program for them, and also will finance the hiring of additional parole and probation officers to cope with increasing caseloads.

Work continues at Montana State University's electronic research laboratory to improve law enforcement communications and teletype systems. Smaller departments generally have basic support equipment, and future equipment procurement will concentrate on needs of large departments.

A justice planning information system now under development will provide a model for recordkeeping in small departments and will supply essential data on criminal justice transactions throughout the State.

**Police.** Recommendations of a 3-year study of personnel standards resulted in legislation establishing an 11-member **Peace Officers Standards and Training Advisory Council** which has set standards for selection and training of peace officers. POST established a 200-hour basic training course and a 90-hour advanced training course for recruits. A procedural manual was distributed to all appropriate officials and forms to be used in the selection process were developed.

Northwestern University's traffic institute instructor's course was funded at the Montana Law Enforcement Academy to train instructors, and videotaped programs were used for field programs.

**Courts.** Court programs zeroed in on five problem areas: Education and training, interns, manuals, equipment, and juvenile programs.

Training sessions were held for county attorneys on trial tactics, and funds were made available for judges, county attorneys and defense attorneys to attend out-of-State schools.

The intern program placed 30 University of Montana law students in county attorneys' and public defenders' offices and in the defender project at the State prison.

A manual was under development for county attorneys, reflecting changes in the new criminal code. Uses of potential instructional videotapes are being studied.

A proposed new juvenile code is in preparation for presentation to the State legislature's 1974 assembly.

**Corrections.** With LEAA funds, Montana State Prison developed an onsite training program offering selected personnel 224 hours of intensive training in disturbance control, correctional tactics, emergency procedures, and handling of medical or psychiatric problems. Training is conducted for seven-man teams of officers who are on leave from regular duty while attending the professional development courses.

Employment turnover has been reduced by 40 percent since inception of the program, and corrections officials report increased staff efficiency.

**Way-let,** the State's first comprehensive community treatment program, offered shelter, food, and work or training opportunities to 103 exfelons in its first 18 months. Twenty-four social service agencies cooperate in the program which has reduced the recidivism rate among its clients from an average of 30 percent to 8 percent. Similar centers are planned for a number of communities.

**Juvenile delinquency.** The district youth guidance home program, which provides alternatives to institutionalization, was expanded as the State legislature matched the \$100,000 LEAA grant with \$170,000 in State funds.

The **Montana Organization for Volunteer Effort (MOVE)** helped corrections agencies implement a volunteer program, providing training materials and technical assistance to local agencies.

With the addition of 13 full-time probation officers to the juvenile courts, juvenile court manpower was increased 44 percent.

**Organized crime.** The State's Organized Crime Prevention Council was established to obtain information on the extent of organized crime activity in the State. It will work with criminal justice agencies and establish appropriate public information and law enforcement education programs.

**Special impact programs.** Antiburglary measures in Helena helped the city reduce burglary by 42 percent in the first 6 months of 1973. With almost \$50,000 in LEAA funds, the project incorporates a multimedia public information campaign, improved detection and apprehension techniques and equipment.

After installation of a 100-unit burglary alarm receiver board at police headquarters, businessmen were encouraged to install or convert alarm systems compatible with the board. A specially equipped vehicle functions as a mobile patrol, detection, and public information center.

The public information program included a newspaper supplement, pamphlets, and speeches to civic groups, schools, and other gatherings. A series of public service radio and television announcements is being aired. Second-year plans for the program will concentrate on increasing community involvement.

## North Dakota

While North Dakota had the lowest crime rate in the Nation in 1972, nearly 6,500 serious crimes in a State with such a small population are a continuing cause for concern. While crime increased slightly in 1972, the rate of increase has slowed considerably.

The North Dakota Law Enforcement Council allocated 17.4 percent of its 1973 funds to courts, 9.8 percent to juvenile delinquency, 21.8 percent for corrections, 18.7 percent for police services, 7 percent for communications and information, and 25.3 percent for facilities.

An exhaustive study of the criminal code led to legislative revision which will become effective in 1975. The fire marshal's office continued its program of jail inspections, and the law enforcement council adopted a comprehensive standards policy for peace officers.

**Police.** The State has 272 separate law enforcement agencies, an average of one agency for every 2,268

citizens. The agencies range in size from part-time constables to the 91-man Fargo Police Department.

Shrinking population and increasing crime have created special law enforcement problems for rural counties. To counteract the trend, they have adopted a **contract policing system** with the sheriff's office providing local police services. This permits county-wide patrolling, 24-hour coverage and greater deployment flexibility.

Procurement of modern equipment is upgrading the capabilities of departments. Included among the equipment are mobile radios, porta-mobile radios, radio base stations, remote control stations, vehicle warning lights, riot control equipment, specialized investigation equipment, records equipment, and public address systems.

**Courts.** The State has six distinct court systems ranging from municipal courts to the supreme court. Each differs in its duties and judicial sophistication. Because of small caseloads, few prosecuting or defense attorneys specialize in criminal law. The same is true for judges.

To make the system more responsive a number of court improvement projects were undertaken. A grant to the attorney general's office provided assistance and consultation to local State's attorneys in the handling of criminal cases and conducting legal research.

With LEAA funds, by the attorney general's office hired a consumer fraud investigator which reportedly saved thousands of dollars normally lost through frauds.

Eight counties in the **Bismarck-Mandan area** received funds for two **public defenders**. If the project is successful, other areas of the State may copy it.

Funds were provided to the State parole department to hire presentence investigators.

**Corrections.** A clinical staff, and recreational, educational, and volunteer programs were added to the State penitentiary services. Construction was started on an education and recreation building.

A **halfway house** was established for boys from the industrial school in **Bismarck**.

**Probation services** have been virtually nonexistent on the Indian reservations. Funds were provided to the **Turtle Mountain band of Chippewas** to establish such a program in conjunction with the tribal court. Indians are being trained to perform probationary duties.

**Drug abuse and rehabilitation.** While the full extent of drug abuse in the State has not been determined, there has been a marked increase in arrests for drug violations. Remedies include the hiring of undercover agents and establishment of youth drop-in centers in **Bismarck** and **Fargo** which have educational programs and counseling services for drug abusers.

**Langdon** conducts a **hot line** and **educational programs**. Approximately half of the crimes committed in **North Dakota** are alcohol-related. **Ward County**

received LEAA funds to establish a rehabilitation program for chronic alcoholics. The program also provides services for drug abusers.

**Juvenile delinquency.** Before law enforcement council funds can be made available for juvenile delinquency, the direct relationship between the anticipated impact of the project and the prevention of delinquency must be demonstrated. Consequently, most projects emphasize research and evaluation.

**Group homes** for both boys and girls were established, providing community-based treatment in a home-like atmosphere.

**Big brother/big sister programs** also were sponsored in **Bismarck** and **Fargo**.

In rural areas, youth services are virtually nonexistent. **Nelson County**, for example, is more than 50 miles from the juvenile court. In a unique experiment supported by LEAA funds, all offenses are referred directly to a counselor in the County who acts as a probation officer.

**Organized crime.** The law enforcement council conducted an organized crime conference attended by 50 leaders of the criminal justice system.

**Riots and civil disorders.** Funds were awarded to the State Radio Communications to purchase 20 portable radio units for dispatch to any area of the State. The State Highway Patrol developed a Riot Control Plan.

**Impact programs.** **Fargo** is **North Dakota's** high crime area. Funds have recently been awarded to **Fargo** to develop a crime prevention unit in the **Fargo Police Department**.

The jail has not been used since 1971 when **Fargo** contracted with **Cass County** to hold prisoners. A grant to **Fargo** will finance removal of the jail to provide more space for the police department.

**Cass County** received funds to remodel the county jail which is the only jail operating in the county.

## South Dakota

Progress was made in regionalization of criminal justice facilities. A correctional facility in **Codington County** will serve five counties. Other counties are exploring the feasibility of similar regional facilities and have requested technical assistance from the National Clearinghouse for Criminal Justice Plans and Architecture.

A new State training center accommodates all criminal justice disciplines and offers specialized training in juvenile delinquency, and drug abuse prevention and control and administration of justice.

Funding priorities for the year were: Communications, training (civil disorders control training on Indian reservations), combined law enforcement facilities, court renovation, corrections training, data base development, and public information.

**Police.** Six major program areas related to improving law enforcement were funded: Police training, allowances for attendance at Division of Criminal Investigation schools, juvenile delinquency and drug abuse training, construction of the State Training Center, local law enforcement equipment, and the police reserve improvement program.

Approximately 160 officers attended Division of Criminal Investigation schools; each received a \$100 subsidy.

The police reserve improvement program upgrades existing certified reserve units within cities and counties.

Much of the specialized training was conducted at out-of-State seminars and courses. While the State training center will be used by all criminal justice agencies, its primary user will be the Division of Criminal Investigation.

**Courts.** South Dakota allocated approximately 25 percent of its block action grant to courts. New programs included legal internships in prosecutors' offices for second-year law students and in-State seminars for judges and judicial personnel. A 5-State seminar for judiciary personnel in the Dakotas, Montana, Wyoming, and Idaho was one of the most important training programs, and included training from the national center for State courts.

A new Supreme Court facility was begun.

A pilot 4-year public defender project was inaugurated in Rapid City.

A joint effort by the Attorney General, the American Bar Association, and the State bar is undertaking a comparative analysis and redraft of criminal laws.

If legislation is approved, an area prosecutor system will be established throughout the State.

**Corrections.** Training, regional facilities, equipment, and special rehabilitation projects were the State's greatest needs in corrections. Development of corrections standards for all personnel in the State and training personnel to meet those standards also were priorities.

**Juvenile delinquency.** Major concerns were: Lack of local services for pre-delinquent and delinquent youths; questions about the effectiveness of community-based programs; lack of community interest in developing programs to address the needs of youth; and the number of youth repeatedly reentering the juvenile justice system.

South Dakota allocated \$234,000 in LEAA funds for 19 juvenile delinquency projects. Targets for many of the projects were youths considered to be delinquency prone. Various communities developed projects dealing with education, volunteer services, police-community relations, school-community programs, information and public relations, hotlines, court improvement programs, diversion programs, innovative probation and parole projects, residential facilities and detention centers, and aftercare service for youths and their parents.

**Drug abuse and rehabilitation.** Requirements were assistance to local governments in training local officers, dissemination of educational materials, and the need to establish community action groups. Major emphasis, however, was and will continue to be on drug abuse education.

**Operation "3R" in Tripp County** aims at the "realization, recovery and rehabilitation" of Indian youths involved in sniffing dangerous chemicals. The project helps youths to realize that sniffing is dangerous; assists them in shifting to more constructive activities; and attempts to persuade hard-core sniffers to break the habit.

The Sioux Falls Alcohol and Drug Center provides an alternative referral agency, counseling and guidance for probationers, and detection and prevention of incipient alcohol and drug addicts.

**Riots and civil disorders.** A special tactical team composed of members of local agencies under the direction of State criminal justice officials has been trained and equipped. Future training will be financed by the State.

**Organized crime.** Grants in this area attacked conspiracy to defraud in securities transactions, and provided funds to local governmental units to help them investigate and prosecute organized crime.

## Utah

Salt Lake City reduced crime by 10 percent in 1972, and the crime rate continued to fall in the first 3 months of 1973—by almost 4 percent. LEAA-funded projects were credited with helping to achieve the reduction.

Improvement efforts during the year were directed at all parts of the criminal justice system. In the judicial area, the Penal Code was revised, the first phase of a unified court system was implemented, and a prosecutors' organization was established.

Correctional needs such as training, salary levels, personnel shortages, and the need for community-based alternatives to incarceration were addressed.

Work in the police area was directed at upgrading equipment, investigative procedures, evaluation and

dissemination of intelligence, community relations, training, and coordination of multijurisdictional enforcement units in crime-specific efforts.

Progress continued on development of a comprehensive Criminal Justice Information System. The system is divided into four modules: Law enforcement, courts, corrections, and juveniles.

The Law Enforcement Information system provided uniform records systems and procedures for small and medium-sized agencies. Fifty of the 164 agencies in the State now have adopted the system.

PROFILE, part of the juvenile information system, became operational, with terminals in the State's five Juvenile Court districts and two major detention centers.

**Police.** The changeover from low-band to high-band communications was completed as part of development of the statewide voice communications system.

Training and educational pay incentive programs stimulated the inservice training program.

Crime-specific programs focused on narcotics traffic, burglary and larcenies.

**Salt Lake City** inaugurated a police cadet program in which 10 university-level candidates were trained in police work.

The Salt Lake County Sheriff's Office organized a specialized burglary force to reduce burglaries. Saturation patrols were the primary tactic of the eight-man force.

**Courts.** The Penal Code was revised by the State legislature and put into operation.

A related project worked toward unification of the court structure. Like the penal code, the court system dated back some 90 years. The first step in its modernization was creation of a unified administrative system for district, city, and justices' courts, subject to direction of a judicial council.

**SWAP, the Statewide Association of Prosecutors,** will provide better coordination of prosecutor activities from the city to the State level. It will also provide legal advice and carry out research.

Another project dealt with dissemination of information necessary for effective prosecution. Workshops in prosecution management, criminal procedure, and case intake and evaluation systems were held, and a prosecutor handbook was published.

**Corrections.** One of Utah's most pressing problems is the condition of the State's jails. Facilities are in need of repair and remodeling, and many have been condemned by the board of health or the Federal Bureau of Prisons. Construction and remodeling of county jail facilities began during fiscal year 1973 in five counties: Tooele, Sevier, Wasatch, Juah, and Beaver.

The most innovative corrections project was the women's correctional center, which will substitute intensive community involvement for the negative influences of incarceration. Scheduled to begin operations early in fiscal year 1974, it emphasized work release, school release, home visits, live-in agencies, and family residential placement. Some 25 social service agencies participate in comprehensive treatment program.

The Salt Lake Probation Halfway House provides intensive supervision for 20 to 30 convicted felons and misdemeanants who might otherwise have to be placed in jails or prison. Each subject is treated by a professional team.

**Juvenile delinquency.** Youth corrections efforts during fiscal year 1973 centered on:

- Neighborhood probation units, providing specialized treatment for probationers and their families.
- Youth service bureaus, focusing on community problems which are major factors in delinquency. A number of them reported reductions of up to 33 percent in noncriminal referrals to the juvenile court.
- Group homes, designed to provide community-based services in a homelike setting. Prerelease education and employment programs are included.

The Pine Canyon Ranch for Boys provides a residential treatment center for youths unable to function in their own home environments.

**Organized crime.** Efforts are underway to establish an intelligence collection unit at the State level to investigate and prosecute organized crime. The unit will also develop information on the nature and extent of such crime in the State.

## Wyoming

The five areas designated for improvement in fiscal year 1973 were: Organization and operation of the entire criminal justice system, upgrading personnel, prevention of crime and rehabilitation of offenders, facilities and equipment, and communications and information systems.

The Governor's Planning Committee on Criminal Administration is surveying and evaluating law enforcement communications systems, standards for certification of police training programs, district court and county prosecutors' systems, recordkeeping practices of law enforcement agencies, and police salaries.

Wyoming allocated 69 percent of its action grant for projects to improve police, corrections, courts, and prosecutors. The remaining 31 percent supported construction and renovation of police, jail, and court facilities.

**Police.** Wyoming has relatively few law enforcement officers distributed throughout its broad geographical area. As a result, training opportunities and investigative resources tend to be scarce. The **Law Enforcement Academy** was established under a \$75,000 LEAA grant to meet these needs. Program emphasis is being modified to provide more advanced training and special training for minor court judges and correctional personnel.

The division of criminal investigation was expanded by the State legislature to furnish services to local agencies in investigations, laboratory analysis, and systems design.

Other legislation more clearly defined the role of peace officers and arrest conditions for misdemeanors and allowed the attorney general or Governor to convene grand juries with statewide jurisdiction.

**Courts.** Programs in this area included improvement of physical facilities for lower courts and trial courts, training programs for lower court judges, trial judges, and prosecuting attorneys; and endorsement of legislative changes to improve the entire system.

More than 35 grants were awarded during the year to upgrade judicial facilities.

Judges were assisted in attending specialized training programs, and all district court judges toured major State correctional institutions. The annual joint training conference for law enforcement officials and prosecuting attorneys was attended by 80 persons.

Recent legislation created public defender offices in cities and counties, revised procedures for compiling juror lists, recodified duties of county and prosecuting attorneys, and provided for implementation of merit selection for judges.

**Corrections.** With the exception of local jails and two local probation projects, corrections is a State responsibility. Improvement has been sought in training, programming, and facilities.

LEAA funds have enabled the State penitentiary to diversify its program to include work release, an expanded training program, and an open type of visiting room allowing a more normal visiting atmosphere. First offenders will be separated from older inmates, and rehabilitative services will be increased.

Recidivism was reduced at the industrial institute for boys by a 3-year program of providing increased aftercare services to parolees.

Staff training was increased at the State girls school as emphasis shifted to a new treatment method of guided group interaction.

**Drug abuse and rehabilitation.** Alcohol and drug abuse have been identified as the State's most critical problems.

The new morning awareness house drug prevention program in Cheyenne emphasized reasonable and positive alternatives to drug abuse. It offers emergency counseling on a 24-hour, one-to-one basis, and family and group counseling. It also offers drug education, recreation, and sports.

A survey of Cheyenne residents last year showed that 60 percent of those interviewed believed the program to be successful in reducing drug abuse. Youthful drug arrests are down in the city, and there is a reduction in victims hospitalized for overdoses.

Also funded were an alcoholic recovery and day-care center, a behavioral conditioning program for problem drinkers, and alcoholism counselors.

**Juvenile delinquency.** With 47 percent of the State's population aged 24 or under, juvenile delinquency programs emphasized alternatives to incarceration. Cost studies showed it cost \$16 per day to incarcerate offenders in Wyoming, compared to 93 cents to keep him on probation.

The **St. Michael's youth residence program** on the **Wind River Indian Reservation** continued residential-type treatment for delinquent and disturbed youths. Educational counseling attempts to identify educational handicaps, alleviate them and improve the self-image of the youngsters. The program is the only alternative to prison on this 2-million-acre reservation of more than 4,100 people.

A volunteer probation project in Cheyenne, utilizing a variety of treatment programs, handled 249 cases from juvenile court and responded to 1,344 calls from parents and juveniles seeking help prior to any involvement with the courts.

Dropout prevention programs were funded in Laramie and Albany Counties; a residential treatment program was started in Torrington. Funds were made available to jails to separate adult and juvenile offenders.

**Riots and civil disorders.** While the State has had no civil disorders, possible trouble spots were identified as the University of Wyoming; tourist concentrations in Jackson Hole, Teton National Park, and Yellowstone National Park; and the State's two largest cities, Cheyenne and Casper.

The problem is considered to be lowest on the list of law enforcement priorities, but funding was provided for procurement of basic riot control equipment and some specialized training in riot control techniques and planning.

**Organized crime.** A study by Wyoming's LEAA-funded organized crime prevention council revealed no integrated organized crime operations. Evidence of

separate crime entities which interact when conditions warrant was uncovered.

A coordinated information-exchange program was recommended to meet the problem. Legislation also has been recommended to tighten up statutes relating to immunity, gambling, and infiltration of legitimate enterprises, and to authorize electronic surveillance under limited circumstances.

## REGION NINE SAN FRANCISCO

Regional activity during the year concentrated on four major objectives:

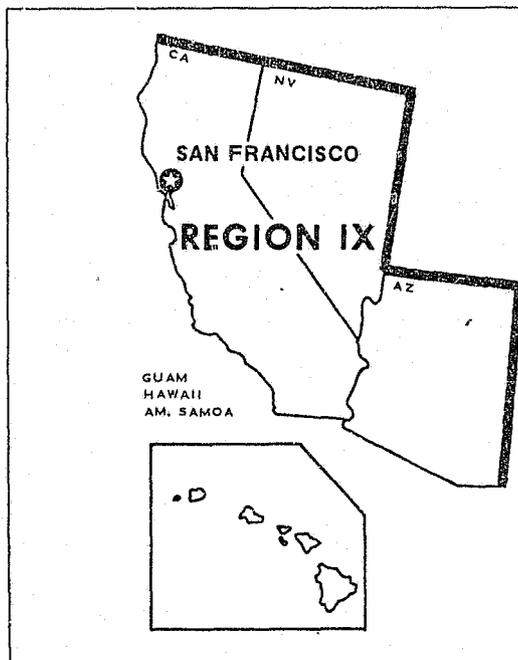
1. *Introduction and orientation of State planning agencies to the crime-oriented planning model.*
2. *Dissemination and interpretation of the recommendations of the National Conference on Criminal Justice Standards and Goals.*
3. *Organization and funding of a network of narcotic enforcement groups to achieve greater enforcement capability throughout much of the region.*
4. *Completion of a comprehensive corrections master plan which is expected to become a model for corrections professionals.*

Results of law enforcement efforts were reflected in a decrease in major crime in leading cities throughout the region. Compared to the similar period in 1972, the first 3 months of 1973 saw crime reduced substantially in several California cities. These reductions far surpass the national average decrease of 1 percent.

Using the crime-oriented planning approach, California concentrated on its most popular crime, burglary, for the second successive year. After reductions of as much as 50 percent were achieved in high crime areas of Los Angeles, San Francisco, Oakland, and San Diego in 1972, 12 new target areas were selected for 1973. Early results indicated reductions in the new areas could surpass those of the previous year.

Hawaii took the lead in expanding the concepts of the National Conference on Criminal Justice Standards and Goals. It was the first State to conduct its own standards and goals conference. Hawaii also concentrated as in the previous year on development of a comprehensive corrections master plan. Consisting of a broad range of in-community, community-based and institutional treatment facilities.

In the area of drug law enforcement, funding of a nine-unit network of Narcotics Enforcement Groups was completed. It will work with three groups funded by LEAA but working outside the network, and seven other groups funded by the California SPA, to provide greatly improved enforcement capability throughout California, Nevada, and Arizona.



### San Francisco—Region Nine

#### CRIME DECREASES

*The following major cities in Region Nine reported\* crime reductions in the first three months of 1973, compared to the similar period in 1972:*

	Percent
Anaheim, Calif.	-17.9
Fremont, Calif.	-13.8
Fresno, Calif.	-12.9
Garden Grove, Calif.	-10.2
Glendale, Calif.	-17.5
Honolulu, Hawaii	-4.0
Las Vegas, Nev.	-4.9
Long Beach, Calif.	-12.1
Los Angeles, Calif.	-12.5
Pasadena, Calif.	-18.1
Riverside, Calif.	-5.6
San Diego, Calif.	-3.5
San Francisco, Calif.	-4.6
San Jose, Calif.	-19.1
Stockton, Calif.	-10.5
Torrance, Calif.	-13.2

\*FBI Uniform Crime Reports.

## Arizona

The Arizona SPA's emphasis dealt with improvement of its corrections system, revision of the State's criminal code, and training.

A comprehensive proposal for improvement of the corrections system was prepared for submission to the State legislature. It deals with all aspects of corrections and is being coordinated with a departmental master plan being developed by the State department of corrections.

An inclusive law enforcement and criminal justice commission began a 2-year revision of the State's criminal code. The commission includes representation from the courts, prosecution, defense, law enforcement, the State legislature and the general public. Its proposal will be submitted to the legislature when completed.

Training for 165 local jail officers was sponsored in cooperation with local law enforcement agencies. Arrangements were underway to convert the series of courses to a permanent, continuing training program.

Approval of the State's comprehensive data system plan set in motion a series of grants to the department of public safety for statistical planning and technical assistance, and to the departments of safety and corrections for creation of offender-based transaction statistics components.

**Police.** Principal activities in this area focused on **Phoenix** and **Tucson**, both of which reflect high crime rates compounded by rapid population growth.

Most notable programs were based upon the crime-specific concept. In **Phoenix**, an **antirobbery project** consisted of deploying specially trained and equipped personnel to high-risk areas at times of highest risk. Results indicated an increase in arrests and a corresponding reduction in number of robberies.

**Courts.** Efforts to improve the adjudication process were directed into two channels: formation of special teams to concentrate on special problem areas, and development of expanded research and investigative capabilities.

Special teams studied such problem areas as 24-hour prosecutor coverage, special drug and narcotics prosecution groups, night courts, juvenile attorneys, and public defender attorneys. Several prosecuting and public defender agencies sponsored programs utilizing assistance by advanced law students.

Expanded research and investigative capabilities were sought for courts, prosecutors and defenders. Grants concentrated on procurement of technical investigative equipment, computerizing transcripts of criminal trial proceedings, psychiatric evaluation of adult offenders before sentencing, evaluation of the

State's court system, training of county prosecutor staffs, and projects dealing with instruction of criminal juries.

**Corrections.** Correctional services for both adult and juvenile offenders were improved during the year.

Major emphasis continued upon improvement of community-based corrections through: Development of diversionary programs and alternatives to incarceration; improvement of local probationary services; volunteer programs; specialized casework services; emergency funds; youth service bureaus; early detection and treatment programs, and halfway houses.

A total of \$271,395 was set aside by the State for rehabilitation programs which would serve as alternatives to incarceration. Federal funds of \$376,025 were earmarked for probation and parole services.

Construction of new correctional facilities and expansion of existing ones also received priority, as did improvements in institutional rehabilitation programs and establishment of new ones for confined adults and youths.

A discretionary grant of \$500,000 permitted creation of a statewide **Correctional Officer's Training Academy** designed to upgrade the quality of correctional personnel. The academy established university and college-level programs, developed correctional curriculum, and trained existing and new staffs of local correctional agencies throughout the State.

**Juvenile delinquency.** Emphasis in this area was diverted from police-community relations to implementation of diversionary programs. Federal funds of \$495,795 were allotted to the new approach which consists of tapping community resources for means of diverting both adult and juvenile offenders from the criminal justice system.

One of the most effective projects for reducing juvenile criminal involvement is the youth service bureau, which diverts potential or minor offenders referred from criminal justice agencies to sources of assistance outside the system. A number of programs in this area continue to be high priority items.

**Organized crime.** A statewide organized crime strike force enjoyed considerable success. In addition to its investigative and enforcement activities, it stimulated a search for legislative changes which would provide greater capability to deal with the problem.

The principal requirements of this program—personnel and training—are the subject of priority attention.

**Riots and civil disorders.** Activity in this area have been geared to development of capabilities to deal with large civil disorders which were becoming commonplace several years ago. With the threat of such

activity diminished now, attention is being diverted to the serious problems of terrorism and bombings. Programs to deal with these problems are still in the formative stage.

## California

The size of the State and diversity of its topography and socioeconomic groups complicate California's crime problems. An aggravating factor is the unequal distribution of wealth and population which finds 72 percent of the people packed into 10 percent of the land area.

To overcome these inequities, a regional systems concept of planning is utilized, enabling various geographic areas to determine their own problems, needs and solutions.

Priority programs for the year were: Establishment of regional criminal justice training resource centers; crime-specific planning; prevention of delinquency; police operational planning and research; reduction of court delays, community-based rehabilitation programs; development of a coordinated statewide criminal intelligence system; prevention of riots and civil disorders; and police community relations.

The California Council on Criminal Justice required all 21 regional planning units to concentrate funds and activities on achievement of quantifiable objectives which were identified for each program area.

Emphasis upon burglary as the State's dominant crime-specific problem has continued since 1971. Through interagency support, public education and involvement, personnel training, residential and commercial security inspections, and field operations, results in meeting this problem have been startling.

In addition to the approximately 50 percent decrease in burglaries in key target areas, there has been a decrease in losses, an increase in reporting of burglaries by nonvictims, a decrease in no-force entries, and a higher proportion of unsuccessful attempts.

While immediate results of the program have been gratifying, methods developed will have additional utilization throughout the country as they enable local officials to adapt proven programs to their own needs.

One of the more innovative programs of the year was development of an automated worthless document index by the Los Angeles Police Department. This is an automated file of forgery-related information which results in a more effective use of available data and manpower. Analysis of the system's results determined that 12 percent of the forgery cases which previously had been considered unconnected actually were correlated with a resultant \$500-per-day saving in manpower. The system is decentralized and simplified for use by untrained personnel and can be modified for a

variety of data collection, correlation and storage uses.

Establishment of eight regional criminal justice training resource centers is upgrading for capabilities of criminal justice personnel. The regional training center in Modesto, in its second year of operation, served as a model for the system which relies upon local facilities to train and educate local officials.

**Police.** Police programs continue to highlight a variety of action programs. In terms of dollars, the largest programs relate to technological aids to police agencies, such items as computer-based command and control systems, similar information systems, communications systems and airborne capabilities.

**Courts.** Results in this area demonstrate what can be accomplished when interest, knowledgeable efforts and resources are effectively combined. Development of a statewide courts plan based upon a systems planning approach furnished the foundation for revision and improvement of planning in the courts at both regional and State levels.

The plan was developed by a courts task force at a cost of \$11.3 million. Planning and introduction of the plan throughout the State required approximately 9 months. Upon completion of the process, \$2.6 million was allocated for specific projects designed to implement the plan.

The projects deal with improvements in calendar management and office management for courts, prosecutors and defenders. While training in all areas is planned, court executive training was given top priority.

Other priority areas included diversion projects; uniformity of rules; and forms and procedures; jury selection and utilization; time consumed by hung juries; and uniform plea bargaining sentencing practices.

**Corrections.** The State continued its innovative approach to formulation and implementation of new corrections concepts. While emphasis continued upon community corrections for both adults and juveniles, the current probation subsidy program is expected to be altered by the State legislature.

Nevertheless, the thrust of corrections programs will continue to be directed at treatment of the offender in the community. In the case of adults, there is a major effort to improve correctional facilities and rehabilitation administered by local units of government. Emphasis also is placed upon improvement of State correctional facilities and rehabilitation programs, and establishment of programs involving volunteers and paraprofessionals.

There is a corollary effort to upgrade the quality of local jail facilities with part E funds, and the level of corrections services through regional training programs.

**Drug abuse and rehabilitation.** The California Council on Criminal Justice gave reduction of drug abuse its highest priority during fiscal year 1973.

Two major programs—public education aimed at crime reduction, and prevention and control of juvenile delinquency—formed the basic thrust of drug abuse control and aid to drug victims.

A total of \$780,844 was awarded for 12 specific programs designed to make maximum use of existing resources and to establish education and counseling services for drug users.

Another \$785,176 financed 7 other programs in the areas of corrections and rehabilitation, including probation and parole.

**Juvenile delinquency.** Community-based corrections for juveniles continued to receive attention. Improvements have achieved through group homes, diversion, crisis intervention projects, probation subsidies, prevention programs, and assistance to nonprofit agencies such as the San Francisco Chinatown project which provides crisis intervention and youth services.

Another effective program is the Santa Clara 601 Diversion project in which 70 percent of the juvenile arrests are diverted from incarceration. Similar diversion programs were operated in Richmond, Sacramento, and Orange Counties.

**Organized crime.** The Organized Crime Intelligence Training program was expanded and extended to police officers throughout the Nation. The courses, conducted by the Attorney General's Office, have attracted national attention and have been well received.

An encouraging trend noted in some areas was reduction of the barriers between organized crime and narcotics intelligence operations. Encouraging indications of increased cooperation between local and Federal forces also were noted.

**Riots and civil disorders.** Problems associated with terrorism remained the new and uncharted area for many police agencies.

A requirement for heavy training and familiarization efforts also was noted. Airport security, X-ray devices and other aides to public building security are examples of initial steps attempting to deal with these problems.

## Hawaii

Focus of Hawaii's primary needs continued as it had in 1972 upon prevention and control of juvenile delinquency, upgrading criminal justice personnel, corrections, development of uniform court rules, and crime detection and apprehension.

Honolulu, the only major city, experienced a 15-percent reduction in major crimes and Hawaii became

the first State in the Nation to conduct a conference on criminal justice standards and goals.

The major purpose of the State's standards and goals conference was to inform criminal justice administrators of the recommendations of the National Advisory Commission. An effort also was made to provide future direction for implementation of selected standards and goals in Hawaii. The conference was similar in format to the national conference conducted in Washington in January 1973.

The completed correctional master plan is expected to become a model for the rest of the Nation. It involves community-based programs as well as construction of new facilities.

A study of the juvenile justice system was begun; other juvenile projects ranged from temporary shelter to school liaison programs.

Upgrading of criminal justice personnel centered around a \$150,000 grant to establish a correctional portion of a regional training center. The police portion of the center was to become operational as a result of 1973 funds.

In another criminal justice milestone, work started on the State's comprehensive data system with establishment of a State data center financed by an LEAA discretionary grant.

**Police.** Since Honolulu accounts for some 80 percent of the State's population, the major share of police activities are concentrated in the city and surrounding Honolulu County. The city and county have evolved a conceptual approach to crime reduction which incorporates the best features of crime-oriented planning. It involves integration of all local resources into coordinated crime-reduction efforts.

**Courts.** Work continued on a comprehensive 5-year program, uniform court rules, designed to encourage law reform and the functional unity of the courts through adoption of uniform rules.

The program, begun in 1970, scrutinizes all phases of the court's work at all jurisdictional levels and applies such uniform rules as the American Bar Association's model rules of procedure.

To date the project has resulted in promulgation by the State supreme court of new procedures for district courts. Other current projects include updating and revising district and circuit court manuals and statewide traffic case rules.

The family court system completed development of rules for juveniles and adults which have been submitted for adoption. Criminal Rules of Procedures also are under review and the appropriateness of standardized jury instructions in criminal cases is being examined.

**Corrections.** The major thrust during the past 2 years has been development of the comprehensive corrections master plan. Now completed and approved by the State legislature, it will be implemented in phases over the next several years at an anticipated cost of \$7,305,000. The first phase will be carried out under a \$600,000 discretionary grant.

As a demonstration project, the plan has attracted considerable national interest. The concept is now being utilized by a number of States. Its implementation is expected to place Hawaii among the top correctional systems in the world.

**Juvenile delinquency.** Emphasis was placed on improvement in community-based services and such projects as diversion, group homes, volunteer services and community relations. There are plans to develop a statewide master plan for the juvenile justice area, based upon work already completed in the corrections master plan.

**Riots and civil disorders.** While personnel have been trained and equipment acquired, this area of activity occupies a relatively low priority in the State. As elsewhere, however, attention has been focused on terrorism, and increased training is being conducted to meet such incidents.

## Nevada

The State's most pressing problem is drug abuse. This is followed closely by burglary, robbery and credit card fraud.

Major efforts to reduce drug abuse were undertaken through metropolitan enforcement groups in Las Vegas and Reno and crime-specific projects directed at the other crime problems.

An intensive supervision unit composed of especially trained parole and probation officers was organized to deal with the narcotics problem in the corrections area. It concentrated exclusively on control and rehabilitation of high risk cases (drug addicts, drug dealers and sophisticated criminals) on parole and probation status.

Significant improvement was made in the area of communication and data retrieval systems, but there is further need to upgrade existing systems and to automate information systems. Progress during the year provided an interface for the Reno Police Department, Sparks Police Department and the Washoe County Sheriff's Department with the Clark County computer system. This effectively linked northern and southern Nevada.

Work was begun on automating the Las Vegas command and control system. Completion of the statewide

information system with the Clark County computer system as the State's identification file is still to be completed.

Progress was seen in an area requiring major improvement, renovation or replacement of rural jail facilities. Continuing training needs also were met through the State's comprehensive plan.

**Police.** One of the principal developments was consolidation of the State's two largest law enforcement agencies, Clark County Sheriff's Office and Las Vegas Police Department. The State legislature merged the two into the Las Vegas Metropolitan Police Department effective July 1, 1973.

Despite some mechanical problems, merging the two departments progressed smoothly. Officials felt the action might furnish a model for other jurisdictions with similar overlapping problems and responsibilities.

A need which remains is the requirement for well-trained personnel who can cope with the technology of the combined command and control facilities, minimizing probability of costly errors.

**Courts.** Efforts were made to identify problems involving courts, prosecutors and public defenders, and to plan statewide solutions.

A prestigious statewide group of courts officials held a criminal justice procedures seminar which recommended a series of court improvements. In order to assure both short-range and long-range implementation, the Nevada Criminal Justice Advisory Commission was established. It will have the assistance of the state supreme court in an action-oriented program to implement the recommendations.

The commission will be concerned with three major areas: Procedures which can be implemented immediately, those requiring legislative action, and those needing further study.

A study is underway to compare Nevada procedures with recommendations of the American Bar Association and the National Commission on Standards and Goals.

Another significant project was funding of a prosecutor training coordinator program, designed to provide a resource to the 17 county prosecutors, to achieve a uniformity of procedures and operations, and to plan for continuing education and training of prosecuting attorneys.

A third significant group organized during the year was the Nevada Judges Association. It was formed by judges of limited jurisdiction to identify and deal with mutual problems.

**Corrections.** Emphasis was directed at the parole and probation level, both adult and juvenile, to improve services through greater utilization of existing com-

munity resources. The beginning of such services was seen for addicts, alcoholics, educationally retarded and emotionally handicapped parolees and probationers.

The State prison increased its counseling services, and its vocational and educational training. It improved its recordkeeping and staff training, and planned continuing upgrading of services to its incarcerated population.

On the local detention level, a need was felt to improve both the quality of available housing and programs for those incarcerated. A combination of discretionary and block funds was allocated to the various counties for such efforts.

**Drug abuse and rehabilitation.** Inmate rehabilitation and organization of two metropolitan enforcement groups constituted the primary efforts at coping with this leading crime problem.

**Juvenile delinquency.** Community-based programs received increased emphasis. Funds were allotted for improved counseling, drug abuse prevention, job placement, specialized foster homes, family counseling, community-based centers, vocational training, tutoring programs, and an effort to direct youngsters out of the criminal justice system.

A probation subsidy instituted through discretionary funding was formalized by legislative mandate, bringing about an improvement of local services to youth.

**Riots and civil disorders.** Efforts were made to upgrade police capabilities to deal with actual or threatening riot conditions. North Las Vegas, although gearing its program heavily to traditional equipment and methods, also organized teams of especially trained officers.

## Guam

Activities during the year dealt primarily with prevention and control of juvenile delinquency, upgrading of police and corrections personnel and training for the corrections staff.

Juvenile delinquency presents one of the most critical problems. It was met by community-based program directed toward better parent-child and police-community relationships. Youth centers where leisure hours could be spent constructively occupied and important part of the program, as did a halfway house which has been successful in reducing recidivism.

Training of the police department increased its efficiency in coping with youth and drug abuse problems. A cadet program was instrumental in some upgrading of the department's efficiency. There is still a need for better off-island training.

Guam also lacks an adequately trained corrections staff. Efforts were made to expand training and to

obtain reference materials which would inform the staff of new developments in treatment and rehabilitation of offenders.

**Police.** General policing problems are compounded by rapid expansion of a tourist economy as well as the influx of large amount of foreign capital. These developments have resulted in a marked increase in hotel and tourist-related industries, and concurrently a higher rate of thefts.

The principal future requirement is increased emphasis upon meaningful technical assistance, primarily basic training on patrol tactics, patrol deployment, narcotics recognition and enforcement, and investigative techniques.

**Courts.** More progress was realized in planning for improvements of the courts, prosecution and defense operations than at any time in the past 4 years. Early fiscal assistance in this area secured much-needed basic equipment, occasional training or professional conference opportunities, and development of a good legal reference library.

A grant for a courts management study set in motion significant steps to improve procedures and a comparative analysis of the criminal code.

**Juvenile delinquency.** As juvenile delinquency becomes a more pressing problem, every effort is made to provide youths with acceptable ways of diverting their energies. The **Guam Youth and Recreation Commission** sought to involve youths in clubs which sponsored committees on security, cinema, publicity and education, giving young people an opportunity to channel their ingenuity and energy into constructive activities.

A program was begun to provide father or mother surrogates, and another program, called **Sanctuary**, developed a group home which provides shelter and counseling.

**Riots and civil disorders.** While this is an area of low priority, there was a recognition for training in small unit tactics. There is a further need for training to combat terrorism.

## American Samoa

Emphasis was directed at three specific areas: Upgrading of systems, upgrading of building facilities and equipment, and the upgrading of personnel.

On a short-term basis, improved systems development was sought through development of a new manual on operations and recordkeeping. Improvement in records security was sought through use of a court filing system to provide more efficient records retrieval.

A long term goal of the department has been improvement of facilities and equipment. Police headquarters has now been remodeled and there are plans to construct a new facility which will increase the department's efficiency by providing space for records, staff and a crime laboratory. New equipment such as police cars and walkie-talkies for antiburglary patrols also will increase efficiency.

The corrections program is expected to be improved approximately 100 percent by construction of a new corrections facility which will provide a separate area for women and children and will help improve treatment of inmates.

Personnel improvement will be sought by sending officers to stateside specialists for training, and by bringing experts to Samoa to conduct courses and inservice training. Several high school graduates will be sent overseas for special training in corrections. Others will receive local inservice training.

**Police.** Improved equipment and training are the primary needs in this area. An intensive inservice training program was carried out during the year, and grants helped upgrade equipment.

A unique program was begun with the school system to involve Samoan youths in safety patrols.

**Courts.** Representatives were sent to Hawaii to study the Federal court management system. As a result, court rules and recordkeeping have been improved. A law library was built and equipped. A probation and presentence investigator was added to the courts staff and there are plans to strengthen the staff further.

The greatest undertaking continues to be renovation of the courts building to provide better facilities for courtrooms, justice chambers and clerks offices.

**Corrections.** Problems plaguing officials in this area involve facilities and equipment. Funds were allocated for a new structure which will be easily maintained and conform to local design requirements.

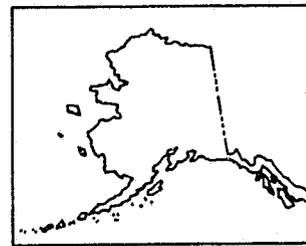
Nightly lessons in English and operation of a carpentry shop provide inmates with useful skills for local employment upon release.

Efforts were made to upgrade recordkeeping, assessment of inmate progress and inmate counseling. There is a need for more staff training.

**Juvenile delinquency.** More trained personnel are needed to deal with the young. Job creation, youth work, and spare-time activities are of paramount importance as underemployed and unmotivated youths, both high school graduates and dropouts, continue to be primary contributors to crime and burglary rates.

School Safety and Junior Police Programs have been helpful in educating youths and involving them in law enforcement and community service activities.

## Seattle—Region Ten



ALASKA



### CRIME DECREASES

The following major cities in Region Ten reported\* crime reductions in the first three months of 1973, compared to the similar period in 1972:

	Percent
Portland, Ore.	-11.7
Seattle, Wash.	- 1.5
Spokane, Wash.	- 5.3

\*FBI Uniform Crime Reports.

## REGION TEN SEATTLE

Development of information systems constituted the primary activity in this far-flung region encompassing three northwest States and Alaska. It was anticipated that funding would continue at a multimillion dollar level for several years to come.

The Portland High Impact Program was credited with helping to achieve encouraging early 1973 crime statistics which showed murders down 20 percent, rape 13 percent, burglary 8 percent, robbery 24 percent, and assault 3 percent.

Comprehensive data systems plans were approved in Idaho and Oregon, and Oregon established a State-level data analysis center. Washington developed an information systems master plan and put into operation a State identification section. Alaska initiated a recidivism prediction project which provided information heretofore unavailable to decisionmakers.

Submission of the region's Comprehensive Offender Program to the Central Office marked the first broad effort to study this problem. While disposition of the overall program awaits decision of officials, the States themselves found collected data to be of such significance that they were continuing the effort on their own.

Technical assistance was provided to all Region Ten States. A total of 63 requests for technical assistance were processed during fiscal year 1973. In addition, Regional Office staff provided major on-site assistance, logging some 357 trips during the year.

Audits were completed in Oregon, Washington, and Idaho, as well as the Portland High Impact Program.

The Regional Office conducted a grants management and planning seminar for criminal justice personnel from each of the four States which, coupled with technical assistance, helped each State to reassess and improve planning and management.

## Alaska

Training and education of criminal justice personnel and continued development of the Alaska Justice Information Systems were highlights of the program year.

Alaska allocated approximately 25 percent of its block action funds to training and education projects.

The Alaska Justice Information System (AJIS), a cooperative LEAA-State project since 1970, is designed to link all State agencies having criminal justice responsibilities with local police departments to exchange information of a criminal justice nature.

Funds have been provided for a full-time director, operational and maintenance personnel. Message volume had risen 100,000 messages per month early this year as terminals continue to be added. The court records portion of the programming was nearly completed, and corrections and court subsystems were expected to be completed early next fiscal year.

Police activities emphasized training and planning for a crime-specific approach to local problems. Education and utilization of interns and para-legal personnel drew attention in the courts area, and corrections approaches continued to explore community-based concepts.

**Police.** The largest police project was **village police training**, sponsored by the department of public safety for the second year. Training was provided to 63 village police trainees in separate courses held in Nome and Bethel. State Troopers then visited various villages to provide follow-up assistance, totaling some 200 man-hours.

The municipal police training program was a corollary effort. It consisted of two 5-week courses conducted by State troopers and visiting lecturers. To date, 47 police officers have been graduated, and the program will be continued indefinitely.

Apprentice patrolman training has enabled departments to absorb young people into the program. One 19-year-old Alaskan native is working alongside officers in the **Fairbanks Department** while he majors in police administration at the University of Alaska.

The **theft guard** program successfully induced **Fairbanks citizens** to help reduce burglaries. The Police Department loaned electric engravers so that citizens could inscribe their driver's license numbers on all valuable possessions. Residents then posted stickers in their homes notifying potential burglars that the police "had their numbers."

A **mobile crime lab** was initiated by the **Anchorage police department**. It will be the nucleus of investigation and collection of physical evidence at the scene of a crime.

**Courts.** Courts officials weighed their programs against the American Bar Association's standards on criminal justice and attempted to upgrade deficiencies.

Legal interns were placed in the district attorney's office and one para-legal bilingual intern was assigned to the public defender's office in Nome.

A children's court specialist, hired to provide the public defender with the manpower and expertise to represent children, has resulted in increased use of alternative dispositions by the family court.

Training courses were offered to judges, coroners, magistrates, and court administrators, allowing them to keep abreast of changes in the law, and in management and administrative matters. Training through conferences was provided for district attorneys and public defenders.

**Videotape monitors** were installed in **Fairbanks** and **Juneau** district courts to receive videotaped evidence, which is expected to reduce the number of jury trials in cases where no factual issues exist.

**Corrections.** Eight correctional projects were designed to develop better community-based operations. Most of the efforts were centered in high-crime areas of Anchorage and Fairbanks.

Personnel training was accelerated, and for the first time the division of corrections began providing onsite assistance and development of standards for small city and village jails. Planning was started on the new **south central regional correctional center** near Anchorage.

The **intensive probation supervision program** in **Anchorage** and **Fairbanks** involved highly-trained probation officers working with not more than 20

juvenile offenders in a home-like facility. Individual, group, and family counseling was employed.

Anchorage conducted an **Offender Rehabilitation** project, a pre-trial diversion program for adults in which two professional counselors worked with 300 referrals. Recidivism was reduced 56 percent among clients who received moderate to intensive attention. Continuation and expansion of the project is planned.

A **jail standards manual** was in preparation, and a facilities surveyor from the division of corrections provided technical assistance to small jails.

Two week training and live-in stints at the **Southeast Regional Correctional Institution** brought corrections officials, wives, inmates, and exoffenders together to live at the jail. Similar mixed groups of prosecutors, judges, public defenders, policemen, corrections officers, and offenders were brought together in "team training" experiments designed to stimulate local interaction.

**Drug abuse and rehabilitation.** Training received the most emphasis, as narcotics officers and one public defender were dispatched to Washington, D.C., and California training courses in all phases of drug detection, enforcement, and legal ramifications.

Anchorage operated an **open door clinic**, a drop-in treatment and referral center. Since most of the clients have had previous contacts with the criminal justice system, the nonofficial nature of the treatment was stressed. The program was supported by professional counselors, medical assistance, and employment and vocational counseling.

**Juvenile delinquency.** The city of Haines provided a youth center designed to deal with 12- to 18-year-olds through professional counseling, recreation and community involvement. Serious juvenile crimes decreased 70 percent for the year, and no new offenders were reported.

Bethel initiated a **peer counseling project** in which teenage counselors provided counseling and service at two locations. The program included visits to local government offices and attendance at specialized courses in alcohol and drug abuse.

An administration of justice course was started at the Juneau-Douglas high school for 32 students, selected from over 100 applicants. Guest lecturers from courts, corrections and police departments participated.

The police cadet program permitted youngsters aged 15 to 18 to earn \$2.10 per hour by assisting with patrols, traffic and crowd control, photography, search and rescue, dispatching, and similar police duties.

**Organized crime.** A statewide intelligence unit inaugurated in 1971 is now utilized extensively by State offices and municipal police departments. It conducts training, develops coordinated programs with other pertinent agencies and carries on a continuing program

of identifying and tracking major organized crime suspects. Organized crime has made no significant inroads in the State.

**Riots and civil disorders.** With this problem nonexistent in the State, most law enforcement agencies feel they are adequately prepared to handle routine disturbances. The Anchorage Police Department did inaugurate an emergency operations center to insure operational effectiveness in the event of any emergency. A personnel alert system provides for rapid contact with key personnel at any time of the day or night.

## Idaho

Each of the 44 counties signed resolutions supporting Idaho's fourfold anticrime program for fiscal year 1973: Improved training and better equipment for criminal justice personnel; crime-specific planning; better police apprehension of criminals and an upgrading of rehabilitation programs; and updating of police and courts buildings.

Nearly 70 percent of the police personnel in the State have been certified by the peace officer standards and training academy.

Eighteen new police-jail-court facilities have been built and 11 have been remodeled. The new State penitentiary was nearing completion.

A reorganized statewide narcotics unit was upgraded, and all sheriffs and police departments were linked with a teletype system.

A State criminal investigation division expanded its services to small law enforcement agencies.

**Police.** Because of vast distances and varied topography, sheriffs' departments have great difficulty in policing their areas. In order to alleviate these problems, nearly all local agencies have now switched to new 450 high-band radio system. The statewide teletype system, nearing completion, also will link all counties and major cities together.

In addition to training at the State's academy, law enforcement personnel are the subject of inservice training. An effort is being made to improve pay scales throughout the State. The Boise city department henceforth will hire only officers who have completed 2 years of college.

Equipment needs vary from recorders and sirens to microfilming and photographic equipment. Police cars and mobile radios had to be provided for some small departments.

**Courts.** The court system is now considerably more unified and effective as a result of a comprehensive revision in 1971. Training of judges, prosecutors, court administrators, and other personnel has been somewhat neglected, however. In-State training sessions and fi-

nancing to permit attendance at out-of-State educational and training functions are improving the situation.

Courtrooms, jury rooms, equipment, and research facilities have been upgraded.

Administrators and clerks have been provided for the courts to assist with budgets, statistical management, supervision, records, and other administrative tasks. Judges have been freed for more actual court time.

**Corrections.** There is a need for concise, practical basic training for new correctional officers. More advanced training in dealing with prison riots also is needed. These requirements are being addressed by in-service training, special seminars, and conferences.

The Department of Probation and Parole expanded its field staff, permitting better reports and more time for counseling. A coordinator for volunteer workers also was added to the staff.

Institutional education is provided through academic courses in high school, vocational training, and some college classes. Psychological and social services also are provided to inmates.

The first regional jail in Shoshone County was completed. It will handle prisoners from 5 counties and 12 cities. Several combination jail/court facilities are under construction.

**Drug abuse and rehabilitation.** The number of juveniles with drug-related problems who are committed to the youth training center has increased sharply. An interim residential facility in Boise offers short-term residential treatment and individual and group therapy on an outpatient basis.

Three alcoholic rehabilitation centers furnish services to probationers and parolees.

The Bureau of Narcotics and Organized Crime disseminates information gained from its intelligence operations to appropriate local agencies; selected personnel are available to assist in undercover operations.

The seven cities of Canyon County combined their resources into a common narcotics and crime intelligence agency featuring a criminal intelligence records system available to law enforcement agencies—on a 24-hour basis.

Regional drug laboratories provide drug-testing services.

More prosecutorial and investigative personnel probably will be sought in the future.

**Juvenile delinquency.** A wide spectrum of programs attack juvenile problems. One of the most promising recent developments was assignment of law enforcement officers to work with youths in schools. They counsel and advise the youngsters.

Lack of field staff to supervise parolees and probationers has handicapped corrections efforts for years.

Staffs have now been increased and new personnel have been trained.

As handling of juveniles turns increasingly to community-based resources, lack of resources becomes more apparent. Group homes and shelter care are provided in some areas, and neighborhood probation centers convenient for the delinquent and his family are operated afternoons and evenings.

Grants were made to several Indian tribes for handling adolescent problems.

**Organized crime.** Establishment of an organized crime intelligence and investigation unit has stepped up gathering and dissemination of crime intelligence and coordinated State efforts more closely with those of the rest of the country.

Statewide inquiries have developed from investigations of alleged corruption, organized gambling, and fencing operations. Regional seminars have been conducted to train local officials, and information has been furnished to the State legislature for possible enactment of new laws.

**Riots and civil disorders.** A statewide mutual aid plan is in development and seven riot control schools have been conducted since 1971.

Training bulletins are distributed periodically to all law enforcement agencies, instructing them on the use of chemical agents, crowd control techniques, and selection of riot control equipment.

Efforts are being made to expand the specialized riot-control equipment available in local agencies.

## Oregon

The year was marked by a crystallization of objectives and direction of the State's program. Staffs were expanded and the SPA was reorganized to emphasize grants management, project monitoring, and project evaluation. Field services also were expanded.

First steps were taken in establishment of a centralized criminal justice training center, but legislative approval still was needed.

Funds were allocated for local misdemeanor parole and probation projects, narcotics teams, the judicial system, information and communications systems, and consolidation of law enforcement agencies.

Crime continued to rise in the State but at a slower rate. Meanwhile crimes in Portland, an impact city, declined during the first 6 months of the year. The incidence was down in every reporting category with homicides dropping most sharply, 20 percent.

Remaining needs are many. They include upgrading personnel, consolidation of agencies which now encourage duplication of efforts, more sophisticated training, a statewide public defender system, modern

court reporting methods, expansion and sophistication of services to probationers, parolees and juveniles.

**Police.** The law enforcement data system was expanded. New additions included a criminal history file, uniform crime reporting system, police personnel inventory system, automatic notification on stolen autos and warrants.

The State's most populous area, Portland and Multnomah County, began an analysis of possible consolidation.

One law enforcement district developed a process by which sociometric and physical data are displayed by the computer in map and tabular form to determine the potential of the process as a management and planning tool.

Upgrading and modernization of the State police central crime-laboratory continued.

**Courts.** Work continued on proposed legislation to improve the judicial system. Training also was addressed by allocation of funds for judges and district attorneys to attend training programs throughout the country.

**Consolidation of city and county courts in Multnomah County** was begun. Electronic court reporting systems were inaugurated in district courts.

**Corrections.** Statewide study of local jail facilities, systems and programs was launched, and Coos County completed planning for a new jail facility.

Eight criminal justice districts adopted a misdemeanor parole and probation program, and improvement and expansion was reported in work-release, halfway houses, and diagnostic and counseling services for parolees and probationers.

**Juvenile delinquency.** Shelter care, drop-in centers, in-school diversion and counseling helped divert juveniles from the criminal justice system.

A number of programs organized teams of educators, enforcement officials and juveniles to work with youths in schools to provide drug information and to divert potential troublemakers.

Typical of the drop-in centers was **Sunflower House in Benton County** which provides crisis intervention, medical services, and short-term residential facilities.

One successful pilot program financed by more than \$118,000 in LEAA funds beginning in fiscal year 1970 will serve as a model delinquency prevention program for schools throughout Oregon.

The pilot effort was conducted in the school district of Bend in central Oregon, where skilled counselors were hired to train elementary school teachers to identify, counsel, and work with potentially troubled students. Counselors and teachers marshaled all social service agencies in the community to help children and their parents solve family problems.

The 1973 Oregon Legislature appropriated \$200,000 to the State Department of Education to finance similar programs in other Oregon schools.

**Organized crime.** Studies continued on the nature and extent of the problem in the State.

**High Impact Anticrime Program.** Twenty-two areas of concern were identified in Portland, and the city has requested \$18.3 million in Impact funding.

By the close of the fiscal year, seven projects were underway including **street lighting** in three high-crime areas, a **police strike force** to deal with stranger-to-stranger crimes and burglary, **police communications**, **juvenile diversion**, **prevention of school burglaries**, **crime prevention bureau**, and a **case management system** for county courts.

A task force was organized to educate public and private enterprises on means of foiling crimes against property.

Soon to be funded are projects to computerize criminal justice data to improve operations in the district attorney's office, a youth service bureau, and other efforts in juvenile delinquency and corrections.

## Washington

Substantial progress was made in planning and budgeting to develop a sound base for system improvements. Washington also initiated a process for establishing criminal justice standards and goals.

A number of studies analyzed aspects of the State's corrections system. A corrections effectiveness system studied all current corrections programs, and its recommendations will be integrated into the corrections portion of the State comprehensive plan.

The Governor's Task Force on Corrections Decision-making Models addressed several issues: Parole, work-training release, and sentencing.

Based on the findings of a survey of jail conditions financed by an earlier LEAA grant, legislation has been recommended requiring all jails to meet minimum standards for the health and safety of inmates and for rehabilitation.

Perhaps the major administrative accomplishment for the year was establishment of local and regional criminal justice planning units to serve virtually all of the State's local governmental units.

**Police.** Last year marked the beginning of the **Washington State Patrol's Bureau of Identification** which will aid local agencies in fingerprint identification and criminal arrest data.

Improvement of information and communications systems was stressed during the year, and virtually all police agencies are equipped with effective communica-

tions equipment, enabling even small departments to provide a level of service unenvisioned 5 years ago.

Seattle is well along in developing a computer-assisted police patrol manpower allocation project to expedite police response time to emergency calls.

Training for rural police department personnel was facilitated through the use of manpower pools staffed by county sheriffs. Officers from the pool are assigned to replace local policemen attending training courses under Washington's program to provide 400 hours of basic training to every police recruit. The SPA also subsidizes the training if an individual department lacks the resources to pay the fees.

**Courts.** Financed by LEAA, revised rules of criminal procedure were developed and distributed to all members of the Washington Bar Association and interested groups for review prior to final action by the supreme court.

The impact of the new rules on reducing delays is expected to be substantial. In King County, an LEAA grant supported additional judicial and prosecutorial staff to prepare for adoption of the new rules. They eliminated the existing case backlog and achieved the objective of reducing the time from felony arrest to trial to 60 days or less in most cases.

Computerized information systems and additional court administrators were funded to improve judicial and prosecutorial management.

**Public defender services** for indigent accused were expanded. Continuation funds were awarded to ongoing projects in King, Spokane, and Clark Counties. New projects were begun in Skagit, Pierce, Okanogan, and Ferry Counties (including the Colville Indian Reservation). In the latter two counties, a multi-jurisdictional program was established to serve Indian and non-Indian offenders in both State and tribal courts.

The criminal justice education and training center, in operation now for 3 years, substantially expanded its continuing education program for judicial, prosecutorial, and defense personnel.

**Corrections.** Work-release programs were expanded during the year. Projects were developed in Yakima and Snohomish Counties, and an increasing number of offenders were assigned to the Seattle work-release program.

Offender education and job training also was expanded. Approximately 60 offenders can now attend the University of Washington in Seattle while completing their sentences.

**The Bridge**, a program developed by and for inmates at Walla Walla Penitentiary, offers training in management and operation of business. A factory has been created in an unused penitentiary building, and orders are solicited from private firms and State agencies.

Project officials expect that it will become self-supporting or even profitable in another year or two. Community businessmen and professionals donate their time to advise inmates on management problems involved in operating a medium-sized business.

**Drug abuse and rehabilitation.** Significant efforts in this area include continuing support for a State drug abuse program coordinator responsible for developing a comprehensive drug control plan and the State's 4-year-old crime laboratory system.

Scheduled for completion in fiscal year 1974 is an evaluation of the drug abuse rehabilitation program at Cascadia Reception Center for Juveniles.

**Juvenile delinquency.** Preventing criminal careers through diversion of juveniles from the juvenile justice system is the thrust of Washington's juvenile delinquency program.

Major projects include:

The Seattle Police Department's social action referral project refers young people to social service agencies thus avoiding the stigma associated with juvenile court processing.

The Benton-Franklin County diagnostic program, now in its third year of LEAA funding, has helped to reduce the number of juveniles entering the criminal justice system.

Similar community diagnostic and referral projects are being developed in Clallam, Jefferson, Spokane, and Clark Counties.

In Metropolitan Seattle-King County, juvenile court committees identify youths with problems and refer them to appropriate community rehabilitation services.

Washington has devoted considerable attention to development of group homes for juveniles, and guidelines for management and operation of such homes will be distributed in fiscal year 1974.

**Organized crime.** An organized crime intelligence unit was created within the Washington State Patrol which grew out of a similar LEAA-funded unit in the State attorney general's office. LEAA funds will support staffing, training, and operation of the new unit.

**Riots and civil disorders.** LEAA fiscal year 1973 funds enabled Washington to stock equipment pools at strategic locations throughout the State.

**Special projects.** A series of documentary films on the criminal justice system were telecast during prime evening hours in the Puget Sound area, and are being retelecast throughout the State.

Snohomish County made progress in installation and operation of a consolidated police communications system for the county. All municipalities in the county are pooling their resources to improve communications capability.

## Law Enforcement Research

### NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

Building upon extensive planning efforts in 1972, the National Institute's 1973 program expanded its research to reduce crime in major problem areas. The Institute used its \$31 million fiscal year 1973 budget to focus on projects designed to contribute to knowledge of the effectiveness of existing and proposed crime prevention and control strategies. Recognizing that the systematic evaluation of existing programs is a crucial first step toward development of improved strategies, the Institute concentrated on major assessments of the state of practical knowledge in juvenile and adult correctional programs, effective target-hardening strategies, and police patrol activities, to name a few. Emphasis included the development of channels for communicating new knowledge to the user community. Stress was also placed upon projects most likely to produce practical results within a short period of time.

### RESPONSIBILITIES

The Institute's mission is threefold:

1. Responsibility for the agency's *research* program, which is designed to support the overall goal of reducing crime and delinquency and improving the quality of justice. Specific research objectives are also based upon an analysis of the needs of planning and operating agencies. Applied research and evaluation are emphasized. Programs proceed from a systematic survey of the state of the art and a review of current research in progress to development of comprehensive funding plans. In areas where the state of the art is sufficiently developed, the Institute funds demonstration projects to test promising approaches in other settings.

2. The Institute's mandate also includes *program development*—making recommendations for actions which can be taken by Federal, State, and local governments and private citizens and organizations to improve and strengthen law enforcement. Key concepts in this responsibility are translation of research findings into action recommendations, testing results in field demonstrations and promotion of their application to

real crime problems. The High Impact Anticrime Program is a prime example. The best available research results, thinking and technology are applied to action programs designed to reduce crimes of great public concern—stranger-to-stranger street crimes and burglary.

3. *Technology transfer*—the Institute's third major function—communicates ideas between researchers and the criminal justice community. Central to this function are programs facilitating actual adoption of new techniques. The Institute's technology transfer responsibilities were expanded significantly during fiscal year 1973 with the addition of the National Criminal Justice Reference Service and the LEAA library and reading room.

### STRUCTURE

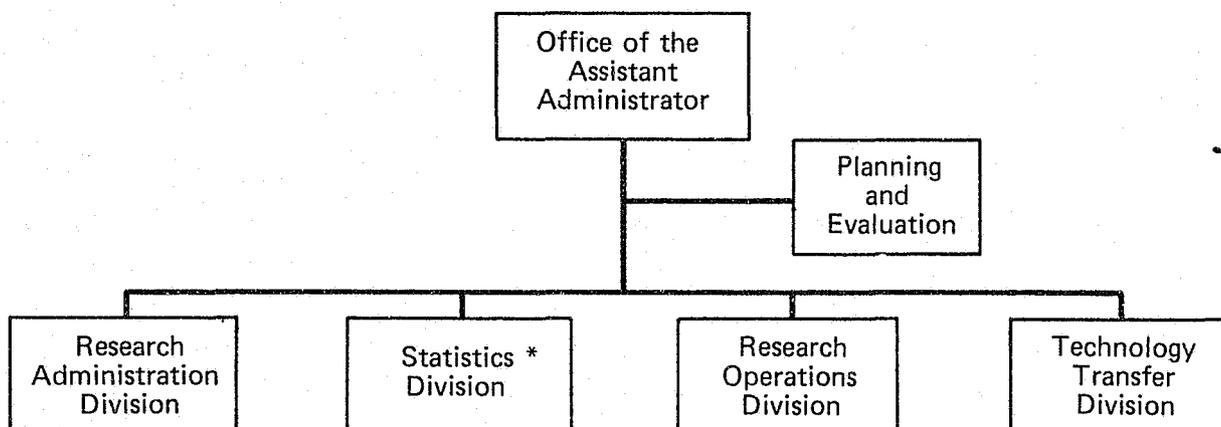
Headed by an Assistant Administrator, the Institute's formal organization was reduced from five divisions to four during the year. The Statistics Division, which administers funds for collection, analysis and publication of data on the extent and impact of crime and the operations of the criminal justice system, was separated from the Institute. It was joined with the Systems Development Division of the Office of Criminal Justice Assistance to form the National Criminal Justice Information and Statistics Service.

The Institute's functional divisions are:

- **Research Administration**, which administers outside grants and contracts.
- **Research Operations**, which conducts in-house research, participates in planning and program development, and develops program work statements and evaluation designs.
- **Technology Transfer**, which provides the link between the research community and operating criminal justice agencies.
- **Planning and Evaluation**, which coordinates long-range planning activities, establishes program priorities and directs task forces on planning and evaluation.

Research, development, test and evaluation programs are implemented through in-house research, grants and contracts, and agreements with other Fed-

## ORGANIZATIONAL CHART OF THE NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE



\*The Statistics Division became part of the National Criminal Justice Information and Statistics Service in December, 1972.

eral agencies. The trend in the past year was toward greater use of competitive contract procurements for major research and development efforts. As in 1972, a few large-scale projects were selected within each program area.

### FISCAL YEAR 1973 RESEARCH AND DEVELOPMENT ACTIVITIES

Research and development programs were organized around a model which ties all Institute efforts to the ultimate goals of reducing crime and delinquency and improving the quality of justice. Major problem areas addressed were control of the incidence of crime and reduction of the causes of crime. Basic goals of the model were:

1. *To alleviate social, economic, and behavioral conditions which cause crime.*
2. *To intervene in incipient and ongoing criminal careers to reduce recidivism.*
3. *To reduce opportunities for crime by identifying and developing preventive measures which will eliminate targets of opportunity and reduce the vulnerability of potential victims.*
4. *To increase the risk of crime by improving detection, identification and apprehension capabilities of law enforcement agencies, and by improving the adjudicative process.*

Research and development activities in 1973 fell into five major categories:

- **Community crime prevention**—increasing citizen action and “target-hardening” to reduce opportunities for crime.
- **Detection, identification and apprehension**—improving capabilities of law enforcement agencies.
- **Adjudication**—improving court capabilities.
- **Correctional intervention**—research into criminal behavior and intervention in criminal careers.
- **Equipment systems improvement**—testing and evaluating new and existing equipment to develop standards and guidelines encouraging appropriate use by criminal justice agencies.

### COMMUNITY CRIME PREVENTION

The goals of this program are to prevent crime and enhance personal security by promoting effective citizen action and reducing opportunities for crime to occur.

Experience has shown that meaningful and long-term reduction in crime requires, in addition to application of modern technology, consideration of the public’s influence on the operation of the criminal justice process as well as a focus on community factors (both social and environmental) which serve to prevent crime or impede its control.

The broad range of considerations includes: Roles and characteristics of victims; offenders and settings in which the crimes occur; security resources and strategies which influence criminal opportunity; and atti-

tudes and response of the community with regard to the protection of persons and property and participation in the criminal justice process.

The program addresses its goals by developing guidelines and model programs which are effective in preventing criminal activity and reducing fear of crime. Noteworthy 1973 projects included:

#### *Citizen Attitudes and Response*

In 1973, the Institute published a report, "Inventory of Surveys of the Public on Crime, Justice, and Related Topics." As an inventory and review of sample surveys of various problems concerning crime and criminal justice, the report can serve as a basis for programs to build public interest and support.

Research also explored the needs and problems of witnesses and the effects of present court procedures in dealing with witnesses. A current study in this area is designed to provide a basis for determining what kinds of changes in policies and procedures are most necessary and desirable to encourage citizens to serve as effective witnesses.

Another study evaluated the effectiveness of a community volunteer probation program for youthful misdemeanants. Finding that volunteer counseling can be very effective, researchers attempted to construct a profile of the successful volunteer counselor. The project report, "Evaluative Research of a Community-Based Program," can assist in recruiting and training volunteers.

#### *Reduction of Opportunities for Crime*

It is a generally held view that a significant number of all crimes occur as a matter of convenience. While professionals plan their crimes and pick their targets systematically, a large proportion of stranger-to-stranger street crimes and burglaries are committed with little planning. These crimes are labelled "crimes of opportunity." They are committed because the opportunity exists and someone decides to take advantage of it.

In the past 4 years, the Institute has devoted several million dollars to crime prevention through environmental planning and design, and identifying techniques to reduce burglary and stranger-to-stranger street crimes.

In recognition of the need for security standards, the Institute in 1971 developed *minimum building security guidelines*, which formed the basis for target-hardening in business and residential settings. Augmenting that effort this year, the Institute began development of performance standards for doors and windows for inclusion in an updated version of the 1971 publication. Work has also begun on a catalog of security equipment and a directory of security resources.

Several studies have dealt with the community's role in prevention and control of specific crimes such as burglary and robbery. The studies, "Patterns of Burglary" and "The Prevention and Control of Robbery," have been useful in defining actions and behavior which the public can employ to reduce vulnerability to crime and to define policies and practices which commercial and public service segments of the community can use to prevent and control these kinds of crimes.

Two other studies contributed to identification of effective target-hardening strategies and community-support measures. One was "The Deterrence of Crime in and Around Residences." Published as part of the proceedings of the Fourth National Symposium on Law Enforcement Science and Technology, the report addresses the control of residential crime. Topics discussed include preventive measures such as building codes, architectural design, police patrols and citizen education.

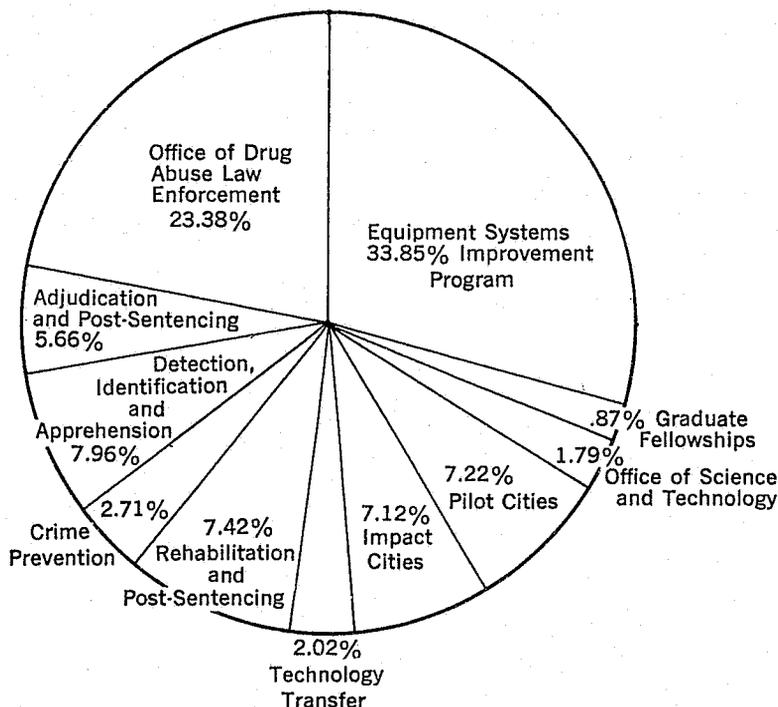
Also published was "Urban Design, Security and Crime," a report of a seminar on security measures for prevention of burglary and stranger-to-stranger crimes occurring in and around residences and businesses in urban communities.

The most widely publicized research in this area was published in a LEAA report entitled "Architectural Design for Crime Prevention." Its thesis: Architectural design and the way we organize space make it possible to create environments promoting security and a more cohesive community response to crime prevention and control. This study, later published in book form entitled, "Defensible Space," demonstrated in large housing projects four elements of defensible space which can substantially reduce crime: Designing zones of territorial influence; providing opportunities for natural surveillance; removing the stigma of institution-like appearance; and recognizing that adjacent activities affect residential safety.

While a growing body of significant findings indicate success in crime prevention through environmental design, application of the principle has been limited largely to public housing. Another element is now being added to the program: Combating crimes of opportunity in other settings such as private residences, schools, transportation systems, and commercial areas. Consideration is being given to research and demonstration efforts in these settings.

In addition, a current demonstration study in two neighborhoods in Hartford, Conn., proposes to develop and implement a model employing principles of environmental design along with strategies for mobilizing communities to reduce crimes in urban residential areas.

**DISTRIBUTION OF THE NATIONAL INSTITUTE  
FY 1973 RESEARCH DOLLAR**



## DETECTION, IDENTIFICATION AND APPREHENSION

Long-range plans in this program area focused on police activities which would increase the risk of committing crimes. Police patrol operations, field investigations and contributions of forensic science to crime reduction emerged as the principal activities requiring attention.

### *Patrol operations*

Although the central role of patrol operations has been recognized for years, a general absence of quantitative data has made it difficult to build sound and responsive patrol strategies. Relative advantages of innovative tactics as opposed to traditional methods never have been fully explored. A major goal in this area, therefore, is evaluation of patrol operations and development of guidelines to improve them.

Helpful projects include testing of a computer simulation model of patrol by the Washington, D.C. Police Department. By showing probable results of policy changes, the model will allow police administrators to evaluate such actions as changes in dispatching rules or modification of patrol beat structures.

The St. Louis Police Department has developed a computer program for rapid scheduling of police per-

sonnel based upon demands for services or other considerations. The system permits a police department to equalize work loads in field units.

A 5-year, three-phase project to train police officers in psychological techniques for family crisis intervention, recently completed, demonstrated the feasibility and desirability of training police in crisis intervention strategies.

A short study will review the state of the art in neighborhood team policing programs and develop a model for implementing and improving team operations.

A number of research reports relating to police management and operations were published and are now available from the National Criminal Justice Reference Service. They include:

- *An in-house paper on procedures for evaluating crime control programs.*
- *Guidelines for police performance appraisal, promotion and placement procedures.*
- *Guidelines on developing injury damage reduction programs.*

A new program in the patrol area is a 30-month analysis of police response time and on-scene procedures, conducted by the Kansas City, Mo., Police Department. The objective is to determine the mini-

imum feasible response time required in various types of crimes and emergencies. Where time is a crucial factor, the project will attempt to identify causes for delays and develop procedures to reduce them.

#### *Field investigations*

In an effort to learn how crimes actually are investigated and what factors are consistently related to accurate identification and apprehension of offenders, the Institute funded a 2-year project with the Rand Corp. to analyze existing investigatory procedures and to develop more effective procedures. One part of the project will trace the course of investigations and categorize criteria routinely used by investigators in making decisions. Procedural information will subsequently be compared with case dispositions.

The second phase will identify and evaluate primary sources of investigative information, including informants, eyewitnesses, modus operandi and physical evidence. The study will concentrate on investigations by detectives in which a suspect is not apprehended or named in the initial case report. Evaluation will identify most productive sources of information and suggested means of developing additional information.

The ultimate product of the study will be guidelines on effective allocation of resources and proper conduct of field investigations.

"Police Crime Analysis Units and Procedures," a short-term study of research on and experience in operation of crime analysis units, was undertaken by the California Crime Technological Research Foundation.

Research in fingerprint classification and recording was continued through tests of a new semiautomatic encoding system designed to improve the accuracy and speed of comparing single prints. A second project is developing a system for recording prints more accurately and rapidly than the current inking technique. A third is evaluating commercially-available single latent fingerprint search systems and new technology which is being applied to fingerprint systems.

#### *Forensic science*

A nationwide assessment of the forensic science profession was begun under a grant which will survey availability of personnel such as medical examiners, ballistic experts and crime scene technicians, and availability of training facilities for these personnel.

## ADJUDICATION

Much of the work in this area has been directed at developing innovative tools to reduce the huge backlog and delay problems which exist in most metropolitan court systems. The emphasis is on eliminating unneces-

sary and time-consuming steps in the pretrial process which remain in effect long after the legal or practical requirements for them have ceased.

Case Western Reserve University Law School is testing the validity of the recommendations developed in its earlier study of the pretrial process completed in 1972 (*Justice Is the Crime*, Case Western Reserve University Press). These recommendations, designed to streamline the pretrial process will be tested in demonstration projects in criminal courts in two cities. Results of this demonstration phase will be distributed to the courts.

Delay reduction is also sought by minimizing the amount of time spent on cases which do not belong in the courts, either because diversion techniques would be more appropriate or because the case against the defendant is too weak to obtain a conviction. A major project in this area, **Alternatives to Conventional Adjudication**, is examining existing and potential alternatives to traditional criminal court processing. Such alternatives include a variety of pretrial diversion programs aimed at special groups of defendants such as first offenders, alcoholics, and narcotics users, and the use of special quasi-judicial commissions, administrative tribunals, and special courts for certain types of offenses.

Since diversion benefits the offender and the criminal caseload as well, it is hoped the project will produce practical guidelines to help jurisdictions decide which types of diversion alternatives are most worthwhile.

The second method of saving the court's time—reducing the number of weak cases—was the subject of a handbook, "Case Screening and Selected Case Processing Prosecutors' Offices." It contains operational guidelines to help establish procedures for early case evaluation and rejection of weak cases.

A related project scheduled for fiscal year 1974 will test a closed-circuit television link between law enforcement agencies and prosecutors' offices in a large metropolitan area to provide legal counseling to police officers and permit screening of cases immediately after arrest. The system will allow the arresting officer to talk with the prosecutor, show him evidence or statements on the television screen and explain the circumstances of the arrest. This information will enable the prosecutor to make a preliminary decision on the merits of the case. If the system is proved to be cost-effective, information on its development will be made available to interested cities.

Since increased caseloads also place space demands upon courts, a study—"Space Management and the Courts"—was directed at the possibility of meeting space needs through redesign of existing facilities rather than new construction. Using New York City's Foley

Square court complex as a demonstration site, the resulting handbook presents a means of understanding central concepts in court space management, and develops a plan for space utilization which is responsive to specific needs of any court operation.

Other research centered on timely preparation of transcripts to avoid delays. Trial delays of weeks and even months in many large cities are created by transcript problems.

Audio and video tapes are being studied as a possible remedy. The first Institute-sponsored work in this area, "A Study of Court Reporting Systems," examined use of video and audio tapes and also the possibility of computer-translation of court reporter notes to speed up the transcription process. Conducted in 1971 and published this year, the study raised questions on the adequacy of technology in the computer area. Since then several companies claim to have eliminated technological deficiencies, and to have developed the capability of producing transcripts 1 day after receiving reporters' notes.

To test this system and the reporters' willingness to use it, the Institute sponsored a 1-year experiment in the commercial viability of computer-aided transcription. The experiment established a transcription center and decreasing subsidies for reporters who use it. Since the system will be new to the reporters, initial transcripts will be furnished at no charge. Costs will be initiated later and gradually increased, in an effort to see if the system can be selfsupporting by the end of the year.

Use of video tapes in court presents many legal and technical problems. In an effort to obtain appellate decisions on the legal issues, the Institute provided courts with the equipment and expertise for experimenting with video tape for depositions, presentation of evidence, and trial records. The goal is to obtain as many appellate decisions as possible based on the legally acceptable use of video tape.

Technical problems are being addressed through a project conducted by the National Bureau of Standards. It involves development of equipment standards and a user's manual for courts intending to purchase either audio or video recording equipment.

Finally, in response to new requirements for public defender services, the National Center for State Courts is examining indigent defense procedures in States already requiring such assistance. The Boston University Center for Criminal Justice is making a long term review of implications of the indigent-defender decision and will develop a range of legal resources which can be applied to the problems it raises.

## CORRECTIONAL INTERVENTION

Correctional intervention encompasses all programs, procedures, services, and techniques employed by Federal, State, and local governments in dealing with convicted and accused offenders. It includes classification of offenders, screening for risk, determining appropriate program placement, and improving prediction capabilities.

From its inception, the Institute has been involved in studying the issues of correctional intervention and classification. More than \$5 million has been devoted to the effort, and the scope has been expanded considerably beyond the traditional corrections focus on prisons, probation and parole.

Unacceptably high rates of recidivism would seem to indicate traditional methods do not work for large numbers of offenders. This factor, along with rising costs of incarceration, has raised serious questions about the cost-effectiveness of the prison system and its ultimate effect on the offender. Planning has turned instead to a variety of innovations ranging from new programs in old institutions to an outright closing of old institutions in favor of smaller, community-based facilities.

Increased emphasis upon goal-oriented approaches in criminal justice planning has encouraged this trend and the corresponding growth of correctional activities. The overall goal of criminal justice is to reduce crime in ways consistent with justice and equity. The contribution of correctional intervention is to deal with offenders in ways which reduce subsequent criminal behavior. Since the probability of continued criminal activity appears directly related to an offender's capacity to function constructively in society, improvement of his adjustment to the community is an important aspect of the basic goal.

All activities, techniques, services, and supporting methodology which deter offenders from further crime or increase their ability to adjust in the community therefore become the concern of a comprehensive intervention program.

### *Current trends*

Among specific trends bearing directly upon correctional intervention research and planning are these:

- *The focus of correctional intervention is moving from the institution to the community. Increasingly, it is recognized that most offenders can be maintained in community correctional settings at least as effectively as in institutions, and at a lower cost.*
- *Criminal justice is being recognized as an integrated, coordinated system rather than a collection*

*of independent components such as police, courts and corrections.*

- *Female offenders have become more numerous in recent years.*
- *Increased pressure to assure due process for juvenile offenders will have consequences for juvenile classification and placement procedures.*
- *Increased attention is being paid to the issue of offender rights.*

### *Research*

While there are promising individual innovations in the system, there are no comprehensive, tested programs which can be implemented readily at the operating level. In an effort to meet this requirement, the Institute has inaugurated a research program to identify and develop effective strategies for intervention.

Using existing research as the base, new work will be undertaken to develop:

- *Comprehensive classification systems.*
- *Intervention approaches, methods and programs.*
- *Measurement techniques permitting comparison of different programs.*
- *Public involvement and understanding of correctional intervention strategies.*

Each component of the research will include experimental and demonstration aspects as well as descriptive and analytical segments. Results will be published during the course of the program and subsequently summarized in several major reports at the conclusion.

### *Classification*

Classification is the organization of information on offenders into a system of categories so that it can be used to determine disposition and treatment, for prediction techniques, to provide uniformity in reporting and to further research. The information may include any or all data ranging from the offender's personal characteristics to test scores and/or evaluations based on diagnostic interviews or observation of his behavior.

There are now at least 16 different classification systems in use in the Nation's corrections systems. Some are psychiatrically oriented; others are based on social and behavior characteristics related to types of offenses; still others are based upon assumptions regarding social perceptions and interpersonal interactions, and upon an experience base for prediction techniques. Although there is considerable similarity among systems, communication problems are obvious, as are difficulties in arriving at a common system which can be used throughout the Nation.

The concept now under development, therefore, is broadly conceived as interdisciplinary and includes offenders at the arrest level and following conviction.

The goal is a system which could be adopted nationally and which would screen offenders for risk and appropriate placement, use a vocabulary readily understood by lawyers, judges, corrections personnel, and the offender, and which would include only relevant, objective data.

The NCCD research center is analyzing statistical data in a study of classification factors for young adult offenders. The project is based upon a complete statistical description—intellectual, academic, vocational, psychological and criminal background, and demographic data—of some 4,000 offenders aged 17 to 25 who were studied in an earlier project. The information now will be organized into crime-specific categories—4 involving assault-type offenses and 25 involving nonassault crimes. Results are expected to provide additional resource material for development of effective classification systems.

A major project to design one or more model classification systems will be undertaken in fiscal year 1974. Its objective is to integrate the best work of many disciplines concerned with development of classification systems. The design phase will be followed by field tests and evaluations of the models.

Several studies focus on drug abuse offenders, an area of considerable concern. One of them, "Evaluation of the Effects of Methadone Treatment on Crime and Criminal Addicts," provides information on the tenance can be effective. The 5-year study, conducted by the Vera Institute of Justice, is primarily concerned with the effects of methadone treatment on the reduction of criminality.

Two recent studies by the same organization analyze changes in criminal behavior of addicts in the program for 1- and 2-year periods. They are entitled "Heroin Use and Crime in a Methadone Maintenance Program," and "Some Aspects of the Epidemiology of Heroin Use in a Ghetto Community."

The studies revealed an overall decline in the crime rate during the initial treatment year which continued for patients remaining during the second year. Major differences in criminal behavior were observed among different age groups, however. Patients over 30 showed substantial reduction in property crimes but retained the same level of illegal drug behavior after entering the program as before. Younger patients decreased illegal drug use but slightly increased their rate of property crimes.

Information on types of drug-abusers served by different treatment programs is expected to result from a current study on "Voluntary Selection of Drug Treatment Programs." The project, conducted by the California Youth Authority, studies the process by which people with particular socioeconomic, ethnic, and drug abuse characteristics select treatment programs.

### *Information systems for parole decisions*

Improvement of information available to parole boards was the objective of a recently completed 3-year study on parole decisionmaking, conducted by the National Council on Crime and Delinquency Research Center, in collaboration with the U.S. Board of Parole. The project analyzed types of information used in making parole decisions. Experience tables were then developed from information on some 3,000 Federal offenders whose cases had been reviewed by the Board of Parole. Experience tables are statistical compilations allowing the Board to predict the risk of paroling various types of offenders, based upon past experience with similar offenders.

Study of the effect of such tables indicated good parole risks can be separated from poor ones, but that risk of parole violation is only one of the factors parole boards must consider. More than 40 State parole boards have received the research results and experience tables together with a manual on an information retrieval system for parole decisionmaking.

### *Intervention approaches for adults*

In the intervention strategies research program, the term "intervention approach" is used to refer to the full range of techniques for altering criminal behavior, for addressing offender needs, and for circumventing continuation of criminal careers through constructive change. The primary objective of each intervention approach is to reduce substantially the likelihood of subsequent criminal behavior.

The Institute's intervention approaches are grounded on several assumptions developed from earlier research. They include:

1. *Use of least restrictive alternatives to incarceration should be employed, commensurate with personal and public safety, because of cost savings, maintenance of stabilizing community ties, and increased opportunity for the offender to learn to function constructively within the community.*

2. *Necessity of having numerous flexible entry and exit points in the program, with clearly defined opportunities and program options.*

3. *Availability of a wide range of intervention approaches and services on an individually prescribed, goal-oriented basis.*

The principal objective of the new research program is to develop a broad range of approaches which can be matched to specific offender needs. Whenever possible the approaches should operate within the community, and the offender's progress should be monitored on an individual basis.

The Institute's first exemplary project, "Community-Based Corrections in Des Moines (Iowa)," is an out-

standing example of current coordinated intervention programs. All programs operate through a single administrative unit and make full use of existing community resources. The program has four major components: pretrial release screening, pretrial supervised release for higher risk defendants, a probation system, and a community correctional facility.

As a result of the program, the local jail population has been reduced by more than half, making new jail construction unnecessary. Supervised pretrial release alone saved some 3,300 defendant jail-days in 1 calendar year. Appearance for trial and pretrial offense rates are equivalent or superior to those of defendants on bail, and defendants on supervised release and at the community correctional facility work to support their families and pay taxes.

A brochure describing the Des Moines program is available from the National Criminal Justice Reference Service, and a manual outlining operating procedures will soon be available.

### *Intervention approaches for juveniles*

Much of the Institute's intervention work to date has concentrated upon juveniles because the age at which an individual is incarcerated has been isolated as the most predictive factor in a continuing criminal career. The earlier the initial incarceration, the higher the probability of continued criminal activity.

A 5-year national survey by the University of Michigan is expected to have a major impact on policy and program development for youthful offenders. The project, National Assessment of Juvenile Corrections, emphasizes development of objective bases for assessing relative effectiveness of alternative programs for different type of delinquents. It will provide systematic, comparative descriptions of juvenile legal code provisions, corrections service units, and both new and traditional programs, including their distribution and cost where feasible. Federal, State, and private programs from various parts of the country will be studied. A comparable assessment of adult corrections is being considered by the Institute.

The Juvenile Justice Standards Project, conducted by the Institute of Judicial Administration, is designed to develop and implement legal and administrative standards to improve the effectiveness, efficiency, and fairness of the juvenile justice system. The project concentrates primarily on adjudication aspects of criminal justice in the assumption that because of increasing concern about civil and due process rights of juvenile offenders, court decisions and standards will have major implications for policy and program alternatives available to juvenile correctional intervention.

The first State to implement a full-scale juvenile alternatives program was Massachusetts. More than a

year ago, the State closed its large correctional facilities in favor of community correctional settings. A comprehensive 4-year evaluation of the change, conducted by the Harvard Center for Criminal Justice under an Institute grant, seeks answers to these questions: Which types of treatment programs are most effective in changing attitudes, beliefs, and subsequent behavior of juvenile delinquents; and what are the best techniques for evaluating rehabilitation programs?

Two groups of 400 adjudicated juveniles will be interviewed and observed with the assistance of baseline data collected before the large institutions closed. On the basis of the study, data-gathering tools will be developed to trace change in juveniles progressing through a correctional program; a model of factors causing this change also will be developed. Results will have implications for future research in both classification and measurements of outcome.

The Youth Service Bureaus of California also are being evaluated to see if they can divert a significant number of young people from the juvenile justice system and whether they can use existing community resources more effectively. Arrest, disposition, and probation intake statistics are compiled and analyzed, and referral policies and coordination of juvenile cases and delinquency prevention programs are being studied. Researchers also are consulting with bureaus planning additional evaluations of their own programs.

A study of youthful offenders on parole by the Minnesota Department of Corrections was designed to determine whether adolescents considered good parole risks (in terms of posing no danger to the community) could adjust as well without formal supervision as a control group receiving conventional parole supervision. Youngsters under 18 who met the study's criteria were randomly assigned to experimental or control groups over a 10-month period; followup interviews were conducted at the time of parole revocation or after 10 months in the community. Results indicated adolescent boys without formal parole supervision had a higher rate of successful paroles than those in conventional control groups.

#### *Intervention for drug offenders*

The largest indepth study in this area is the evaluation of the effects of methadone treatment on crime and criminal addicts described earlier. The project will provide detailed information on operation and effectiveness of a methadone treatment program in the reduction of criminality among heroin addicts. Results should permit future researchers to focus on those areas of inquiry which have proven significant and provide criminal justice planners with useful information for determining the value of a comparable project for their communities.

A "Prescriptive Package on Methadone Maintenance," prepared under the technology transfer program, presents detailed guidelines for establishment and operation of a model methadone maintenance program. The manual was developed with the cooperation of the Special Action Office on Drug Abuse Prevention.

It includes operating and staffing details as well as an appendix on the Food and Drug Administration Guidelines describing Federal rules and regulations for control and distribution of methadone.

#### *Adult intervention studies*

Diversion as an alternative is the focus of "Diversion of Public Inebriates from the Criminal Justice System," a manual synthesizing current knowledge and experience of programs which remove the public drunkenness offender from the criminal justice system.

A similar handbook, "A Guide to Improved Handling of the Misdemeanant Offender," details programs and alternatives to improve handling of adult misdemeanants without relying on old or outmoded jail services.

A third publication, "Guidelines for Probation Administration," will present material on basic probation processes and probation administration, drawn from both operating experience and research information.

California's method of encouraging local governmental units to develop community-based correctional facilities is being studied. The program operates by subsidizing counties which reduce their rates of commitment to State prisons from a predetermined standard. Subsidy funds are then used to improve local community-based programs.

In the initial phase of this study, the University of California described the program operation and evaluated its financial and programmatic impact. Preliminary results indicate that while the program did relieve budgetary regulation and restraint on the probation officer, the subsidy funds were not always used to enhance probation services. In some cases they were used to expand local correctional facilities. In the current phase of the study, the University of California is evaluating the impact of the program on recidivism, crime rates, and State correctional institutions.

#### *New directions*

The crucial aspect of any intervention program, no matter how innovative, is its final outcome: its effect on offenders, the criminal justice system, and the community. The intervention research program will develop three classes of criteria to measure the outcome of classification and intervention efforts. The criteria will permit comparisons among different types of programs and whenever possible present these comparisons

in specific terms. The three measurement categories are:

- **External measures:** the extent to which a particular form of intervention achieves its intended goals. This includes measures of recidivism as well as more complex indicators reflecting degrees of rehabilitation.
- **Internal measures:** internal relevant goals, which may or may not be directly related to external goals. For example, being judged "increasingly mature" may be an important and relevant internal goal in a program of group therapy for drug addicts, but it has no direct relationship to the ultimate, or external, goal of freeing the addict from his drug dependency.
- **Systemic measures:** effect of programs on persons or agencies beyond the immediate participants—the community agencies which provide services, and the family members who are affected by the intervention techniques used.

The new research program will sponsor studies of recidivism to relate it to offender characteristics, to types of crimes and to treatment modes. The first study will examine the habitual offender and the prediction of recidivism.

### National Institute Distribution of Fiscal Year 1973 Funds<sup>1</sup>

[Listed by program area]

Program area	Total fiscal year 1973	
	Awards	Allocation (percent)
Crime prevention.....	\$742, 840	2. 71
Detection, identification, and apprehension.....	2, 177, 172	7. 96
Equipment systems improvement program.....	9, 264, 100	33. 85
Adjudication and sentencing....	1, 550, 065	5. 66
Rehabilitation and post-sentencing.....	2, 029, 539	7. 42
Technology transfer.....	553, 683	2. 02
Impact cities <sup>2</sup> .....	1, 949, 667	7. 12
Pilot cities <sup>2</sup> .....	1, 976, 361	7. 22
Office of Science and Technology <sup>2</sup> .....	488, 491	1. 79
Office of Drug Abuse Law Enforcement <sup>2</sup> .....	6, 400, 000	23. 38
Graduate fellowships <sup>2</sup> .....	237, 814	. 87
<b>Total.....</b>	<b>27, 369, 732</b>	<b>100. 00</b>

<sup>1</sup> Purchase orders are not included.

<sup>2</sup> These programs are managed by other offices of the Department of Justice or the Executive Branch.

### Public involvement

Since public understanding is important to correctional intervention programs, criminal justice researchers and planners must maintain an awareness of community feelings and the views of its leaders when they develop new programs.

The "Inventory of Surveys of the Public on Crime, Justice and Related Topics," described in the crime prevention section, provides information on public opinion research in the criminal justice area. The report lists by topic surveys of the public on issues of crime, delinquency, criminal justice and law enforcement.

## EQUIPMENT SYSTEMS IMPROVEMENT PROGRAM

This program, inaugurated in June 1972, expended \$5 million in its first year to test and evaluate existing and new equipment, to develop standards and guidelines and to assist in identifying problems where new or improved equipment can provide a solution. The program offers a coordinated approach to equipment development, and through test and evaluation insures adequate performance standards for the needs of criminal justice agencies.

Technical work is performed by three groups operating under Institute contracts:

### Analysis group

This group, the principal contact between the program and the user community, is directed by the MITRE Corp. under an interagency agreement with the Air Force.

Working in two-man teams, analysts are studying equipment problems deemed most important by the Philadelphia court system, the Illinois Department of Corrections, the Michigan State Police, and police departments in Los Angeles, Indianapolis, and Columbus, Ga. An additional team is working with the Miami Police Department and the Dade County (Florida) Sheriff's Office.

Fiscal year 1973 activities began with establishment of the organization, staffing and operating the eight field sites, and initiation of analyses. Projects included 32 analyses of equipment problems from a variety of perspectives—a specific crime, criminal justice operation or equipment system problem—plus 12 evaluations on such varied topics as burglary/robbery prevention, weapons detection and police equipment.

In Columbus, Miami, and Los Angeles, analysts studied equipment needs for effective burglary and robbery alarm systems. Results were directed to the Institute and the alarm industry.

In the Philadelphia court system and the Illinois Department of Corrections, the feasibility of using closed circuit television systems was examined; initial steps were taken to install and test its use under operational conditions.

Once equipment or procedures recommendations have been made in reference to a specific problem, the analysts help the host agency test proposed solutions by devising evaluation plans, collecting operational data, performing statistical analyses and interpreting and reporting evaluation results.

Publication and broader dissemination of the group's reports is anticipated in fiscal year 1974.

#### *Development group*

This group proposes solutions to problems defined by the Institute as having the highest priority. The objective is to develop prototype equipment systems for evaluation. The group is directed by the Aerospace Corp. Key projects receiving attention this year were:

1. **A reliable low-cost burglar alarm for residential and small business use.** This effort focused on demonstrating the feasibility of using a building's electrical wiring as the link between sensor and alarm. Such a system holds great potential for reducing the false alarm rate and the cost. Half the cost of an alarm system is generally in the wiring.

2. **A citizen alarm system.** This project involved development of a prototype personal alarm system. An extremely small device, it would have the capability to report when, where and to whom a criminal attack or burglary was occurring. Initial efforts were confined to testing the device inside buildings and in limited-space areas.

3. **Protective garments.** Extensive interest has been expressed by law enforcement agencies in a new synthetic fiber which demonstrates capability of preventing penetration of bullets up to .38 caliber in size. The fiber has been used in production of comfortable and presentable garments; initial ballistic, trauma and comfort tests have been concluded, and a full field test is planned. A full range of uniforms is being developed for the New York City Police Department to test for wearability and comfort.

Other studies deal with speaker identification, hijacked truck locations and aerial vehicles.

#### *Standards group*

This group evaluates existing equipment utilized by or available to criminal justice agencies. The group is directed by the **Law Enforcement Standards Laboratory**, established by LEAA in the National Bureau of Standards. The Laboratory develops voluntary performance standards and test procedures to assist criminal justice agencies in evaluation and procurement of equipment. It also develops guidelines and

state-of-the-art reports on equipment usage geared to a general audience. The standards are more technical in nature and are directed at the procurement specialist and the industry involved.

The group is divided into the following equipment areas: **Communications, security devices, protective equipment, investigative aids, vehicles, weapons, clothing, emergency and institutional equipment.**

At the close of the year, 84 standards, guidelines, research papers and special reports were in various stages of preparation.

Standards have been formulated for ballistic resistance of police body armor and for hearing protectors on police target firing ranges. Additional standards for magnetic switches and mechanically actuated switches for burglar alarm systems, mobile antennas, and walk-through metal detection devices soon will be available.

Reports have been issued or are in preparation on: *batteries and battery chargers of communications equipment; terms and definitions for communications equipment; emergency vehicle warning devices; test procedures for night vision devices, a directory of criminal justice associations and research centers.*

Responses to the group's reports are being noted. Additional information is being requested by both criminal justice agencies and industry, and body armor manufacturers now state in their literature that their products comply with LEAA standards. By making results of extensive testing available to both users and suppliers, it is hoped that more effective equipment will be produced and procured.

## EVALUATION

Demands for evaluative research information increased dramatically throughout the criminal justice community in 1973. They fell basically into two needs:

1. **Information concerning results of evaluations:** The need to know what works and what factors contribute to success.

2. **Information on the process of evaluation itself:** How is an evaluation study designed, what performance measures are most useful, how can an evaluation system be developed which will insure maximum utilization of the results?

Responding to increased demand in both these categories of interest, the Institute expanded its evaluation activities during the year and plans even greater expansion in the future. These are some of the major programs now underway:

#### *Institute research*

The research function assesses and tests effectiveness of existing and proposed crime reduction projects and

strategies. In one sense, the Institute's entire program can be viewed in that light, since every project has an evaluative aspect to it. In the five major Institute plan components, however, some projects stand out as being primarily concerned with providing information on program effectiveness. Thus the New York study on architectural design to improve residential security showed that physical modifications to housing projects did effect an actual reduction in crime. The comprehensive 5-year survey of juvenile corrections programs will have a major impact in development of policies and programs for handling juvenile offenders. The technology transfer program to develop prescriptive packages in selected areas of criminal justice administration involves evaluation of current research and program experience.

The main objective of evaluations like those described above is to measure the degree of success achieved by the project or program. This information will lead to identification of workable strategies for attacking law enforcement and criminal justice problems; these strategies continue to be the subject of dissemination and technology transfer efforts. But a valuable secondary result of these evaluations will be the identification and dissemination of those evaluative techniques which prove most appropriate.

#### *High Impact Anticrime Program*

Evaluation activities related to the High Impact Anticrime Program represent the Institute's largest single effort in the area. The Impact Program is the agency's major demonstration program carried on in eight cities. Its objective is to reduce stranger-to-stranger crime and burglary in the target cities by 5 percent in 2 years and 20 percent in 5.

With Institute funding, each Impact city has established a crime analysis team to direct planning, program management and project evaluation. Evaluation plans are being designed prior to project implementation, and baseline data—so necessary for measurement of success—are being collected. The major costs for carrying out these evaluations are part of the Institute's commitment to the Impact Program; technical assistance will be provided to the teams throughout the life of the program.

Through a contract with the MITRE Corp. the Institute also has implemented evaluation of the Impact Program at the national level. This evaluation will attempt to answer a variety of questions relating to the Impact concept itself and to broader law enforcement and criminal justice activities and strategies. A master plan and initial designs for carrying out this evaluation have been developed.

Two documents best illustrate Institute Impact evaluative accomplishments to date: The first, *Evalua-*

*tion in Criminal Justice Programs: Guidelines and Examples*, contains results of Institute efforts to provide assistance to crime analysis teams as they designed project evaluations; the second, *National Level Evaluation: Concept and General Plan*, outlines tasks which have been identified as comprising the national level evaluation of the Impact Program.

Copies of both documents are available from the Institute.

#### *Pilot City/County Program*

The National Institute will also implement an evaluation of this program. Like Impact cities, each Pilot City-County has been provided with a small team of professionals to work with local officials toward improvement of the criminal justice system. Evaluation of the program will focus on the impact of the eight Pilot City teams in terms of improved planning, research, and evaluation capabilities at the local level, and development of innovative approaches to a wide range of criminal justice problems. The design for this evaluation has been completed and a contract will be awarded in fiscal year 1974.

Evaluative support for other LEAA-sponsored programs is under consideration. These programs include the Institute's Equipment System Improvement Program and an assessment of the impact of the Standards and Goals Commission report. The staff also participates in evaluation conferences, seminars and workshops to share ideas and experiences in the field.

## TECHNOLOGY TRANSFER

One of the Institute's major concerns is increasing adoption and utilization of new approaches to crime reduction by the criminal justice system, community agencies and private citizens.

Through its Technology Transfer Division, the Institute translates this goal into three primary objectives:

- *To transmit usable research to operating agencies.*
- *To increase communication between operating agencies on matters of mutual interest.*
- *To increase feedback in order to make local priorities a part of national research goals.*

A major effort was devoted to exploring the problems of technology transfer and implementation of change during fiscal year 1972. The study resulted in a 3-year action plan for increasing research and technology utilization, and the current year saw further design and implementation of the majority of the programs and techniques outlined in the plan.

The five major programs are: The Special Project Information Program; the Law Enforcement Science

Adviser Program; the National Criminal Justice Reference Service; the Liaison Information Program, and the Replication and Training Program.

### *Special Project Information*

This program introduced two new series of "how-to" manuals during the year, the **exemplary projects** and **prescriptive package** series. The former is a systematic effort to identify successful local projects and to stimulate the transfer of information and ideas about these projects between operating agencies. The latter consolidates best available information on programs in which local agencies have shown widespread interest.

Projects chosen for the exemplary projects series must meet stringent evaluation criteria for innovativeness, suitability for transfer, and demonstrated success. The selection process requires full documentation, an onsite audit and multilevel screening by the State Planning Agency, Technology Transfer Division and a screening committee composed of SPA, regional and national LEAA officials.

Only 12 programs a year are designated. Once a project is selected, documentation will include descriptive brochures and manuals providing detailed guidelines for communities wishing to establish, operate and evaluate similar programs. Site visits and consultation with the project staff are encouraged where feasible.

The **Des Moines, Iowa, Community Corrections Program**, discussed earlier, is a pilot exemplary project. A descriptive brochure has been enthusiastically received by a wide audience, and the brochure and an operating manual will introduce the program to planning and operating agencies.

While proven success is the basis for the exemplary project series, prescriptive package topics are selected in response to field requests for information. Each package will have a state-of-the-art summary of operating experience in the specific area, including a model project handbook with step-by-step information on organization, staffing, training, equipment, and estimated costs. Potential problems and stages requiring coordination with other community resources will be indicated.

The series design is expected to be useful as a how-to-do-it guide for local administrators and a standard for reviewing grants.

A prescriptive package on "Case Screening and Selected Case Processing in Prosecutors' Offices" is now available. Available early in fiscal year 1974 will be similar packages on "Methadone Maintenance," "Diversion of Public Inebriates From the Criminal Justice System," and "Police-Community Relations." Preparation of additional packages has begun on police crime analysis units, team policing, counsel for indigent

defendants, evaluation of correctional programs, and administration of probation and parole.

Development of a range of dissemination vehicles for research results is also a part of this program. *Research Briefs*, published three times annually as an appendix to the *LEAA Newsletter*, provides a quick survey of institute-sponsored research in selected program areas. Early issues have focused on adjudication and forensic science; correctional intervention and police issues are planned for fiscal year 1974.

A second vehicle, the *Research Information Letter*, also was initiated during the year. It is sent to editors of criminal justice newsletters, providing them with information on research trends and current technologies. By summarizing three or four items per issue, it helps make criminal justice officials more aware of significant findings.

### *Law Enforcement Science Adviser*

This is a 2-year experimental program to house technology transfer specialists in SPA's across the country. Recognizing the importance of personal contact and firsthand observation in adoption of new methods and understanding of local problems, the Federally funded science adviser will function as a State employee, serving as a direct link between the SPA and operating agencies and research resources.

The program is voluntary, and more States have indicated interest than could be accommodated in the pilot phase. The first three advisers are expected to be operating by early fiscal year 1974 and if expansion seems merited, additional advisers soon will be funded.

The advisers have three primary functions:

1. To complement SPA planning and research by analyzing high priority programs and identifying major research questions.
2. To perform technology transfer research.
3. To perform preliminary screening of possible exemplary projects.

### *National Criminal Justice Reference Service*

This is a central information reference source offering a wide range of distribution and referral services. Its management was assigned to the Technology Transfer Division during the year.

Its broad-based reference materials cover all aspects of law enforcement and criminal justice. The computer-assisted data base includes publications, books and other documentation materials as well as bibliographic identification and an abstract of each item in the system.

Services include:

- **Document Retrieval Index**, which provides a basic description of each data base item as well as cross references to included items.

- **National Criminal Justice Thesaurus**, permitting principal subject matter to be classified and grouped.
- **Selective Notification of Information System**, for automatically sending abstracts of recent document acquisitions to selected users.
- **Monograph Series**, to provide summaries of existing documents and selected short subjects, including bibliographic material.
- **Current Awareness Material**, to announce or describe significant new documents, reports, programs or services.

In connection with the function's transfer to the Technology Transfer Division, a review of the Service was made and a drive launched to register selected users whom the Institute felt should be receiving service. At the end of the year, the user population had increased from 7,000 to 11,000. Another review was undertaken to improve the quality of data base entries. A plan for upgrading all major components will continue through fiscal year 1974.

Other dissemination services are provided by a small but well-stocked library and LEAA reading room. The Division also processes Institute research and program reports for publication and dissemination, an activity which includes editing, determination of mailing lists, and completion of dissemination arrangements. Some 40 documents on a wide variety of topics were processed during the year.

#### *Liaison Information*

This program was expanded in 1973 to include regularly scheduled personal contacts between the division staff and regional offices, SPA's, other Federal agencies, and public and private research centers. The contacts are designed to promote understanding of Institute research and policy, and also to provide feedback on operating agency requirements.

#### *Replication and Training*

Developmental work on an experimental program was begun during the year. The program represents another approach to bridging the communications gap between research and development and the user world.

Efforts discussed in the foregoing paragraphs are designed to promote communication. A systematic program of replication and training would carry the services further by offering funding incentives for change and by bringing innovators and the user community together in face-to-face exchange.

Replication projects would need to be carefully selected on the basis of rigorous criteria, similar perhaps to criteria for exemplary projects. Projects selected would not be limited to research and demonstration projects of the Institute.

The program, now being designed, is expected to assure continuation of new efforts in user agencies and reduce the tendency to return to traditional methods after the pilot period ends.

## SPECIAL NARCOTICS CONTROL GRANTS

A total of \$6.4 million was devoted during the year to a major drug abuse program aimed at marshaling government resources in a concentrated attack on street-level heroin pushers and suppliers.

Working through regional offices of the Office of Drug Abuse Law Enforcement in the Department of Justice, the program employs special grand juries to gather extensive information on drug traffickers and pools the intelligence for use by Federal, State, and local police and prosecutor teams.

Administrative duties were handled jointly by LEAA's Office of Criminal Justice Assistance and the Office of Drug Abuse Law Enforcement. At the close of the year, the latter agency was absorbed by the newly created Drug Enforcement Agency which will now administer the programs.

Approximately \$1.5 million were allocated during the year for projects supporting the Narcotics Interdiction Research and Development Support project sponsored by the White House Office of Science and Technology.

Objective of the projects is the development and/or adaptation of scientific techniques, procedures, and equipment for use in various aspects of drug abuse control. For example, projects were concerned with chemical analysis and simulation of drugs, border patrol improvement, drug production detection, and other means of scientifically tracing and following the illicit entry and/or distribution of drugs.

In many cases, funds were utilized to apply sophisticated techniques already developed for military use to civilian drug detection purposes, thus capitalizing on prior Government-supported research.

At the close of the fiscal year, this program also was absorbed by the Drug Enforcement Agency.

## GRADUATE RESEARCH FELLOWSHIPS

The Institute funded this program which was administered by the Office of Educational and Manpower Assistance. In 1973, support was provided to dissertation research projects of 17 fellows.

**National Institute of Law Enforcement and Criminal Justice Fiscal Year 1973 Publications <sup>1</sup>**

Grant No.	Title	GPO stock No.	GPO price
70-004	Voice Identification Research	2700-0144	\$1.25
70-057	Private Police in the United States, Findings and Recommendations	2700-0137	1.25
70-057	The Private Police Industry: Its Nature and Extent	2700-0138	1.25
70-057	Current Regulations of Private Police: Regulatory Agency Experience and Views	2700-0139	1.50
70-057	The Law and Private Police	2700-0140	1.00
70-057	Special-Purpose Public Police	2700-0141	.50
70-064	Patterns of Burglary	2700-0148	.75
OLEA-195	Allocation of Resources in the Chicago Police Department	2700-0151	1.75
70-074	Analysis of Pretrial Delay in Felony Cases—Summary	2700-0152	.15
LESL report-0501.00	Emergency Vehicle Warning Devices		
LESL standard-0101.00	Ballistic Resistance of Police Body Armor	2700-0155	.25
LESL report-0201.00	Batteries Used With Law Enforcement Communications Equipment—Comparison and Performance Characteristics	2700-0156	.50
70-015	Architectural Design for Crime Prevention	2700-00161	2.60
72-008-G	Some Aspects of the Epidemiology of Heroin Use in a Ghetto Community—Preliminary Report		
Journal reprint	New Environments for the Incarcerated		
In-house project	Evaluation of Crime Control Programs	2700-00163	.65
70-027	Delinquency and City Life		
70-040-71-059	Space Management and the Courts—Design Handbook	2700-00164	2.35
69-036	The Bronx Sentencing Project of the Vera Institute of Justice	2700-00165	1.00
72-019-G	An Inventory of Surveys of the Public on Crime, Justice and Related Topics	2700-00166	5.00
71-108-PG	Time Dependent Electron Paramagnetic Resonance Characteristics of Detonated Primer Residues		
69-030	Police Background Characteristics and Performance—Summary		
In-house	Library Book Catalog—Subject Catalog <sup>2</sup>	2700-00168	8.25
In-house	Library Book Catalog—Title Catalog <sup>2</sup>	2700-00169	5.00
In-house	Library Book Catalog—Author Catalog <sup>2</sup>	2700-00170	5.00
In-house	Library Book Catalog—Periodicals Catalog <sup>2</sup>	2700-00171	.55
In-house	The Role of Campus Security in the College Setting	2700-00172	2.60
NCJRS	Document Retrieval Index, January 1973		
70-080-G	Parole Decision Making: The Utilization of Experience in Parole Decision Making—A Progress Report		
70-058	Guidelines for Developing an Injury and Damage Reduction Program in Municipal Police Departments	2700-00177	2.10
71-059	Space Management and the Courts—A Summary	2700-00179	.75
71-042-1A	A Study of Court Reporting Systems—Summary		
NILECJ seminar	Urban Design, Security and Crime		
71-069	The Deterrent Effectiveness of Criminal Justice Sanction Strategies—Summary		
72-0008	Heroin Use and Crime in a Methadone Maintenance Program—Interim Report		
LESL standard-0102.00	Hearing Protectors for Use on Firing Ranges	2700-00182	.40
69-052	An Experimental Study of the Differential Effects of Parole Supervision for a Group of Adolescent Boys and Girls—Summary		
In-house	Prescriptive Package: Case Screening and Selected Case Processing in Prosecutor's Offices	2700-00183	.85
In-house project	Guidelines for Police Performance, Appraisal, Promotion and Placement Procedures		
OLEA-131	Surveillance and Service in Parole: A Report of the Parole Action Study		
70-052	Perspectives on Prison Legal Services: Needs, Impact and the Potential for Law School Involvement—Summary		
LESL program	Project Plans for Fiscal Year 1973 of the Law Enforcement Standards Laboratory		

<sup>1</sup> Reports with GPO stock numbers are available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

<sup>2</sup> The catalogs list holdings for the Law Enforcement Assistance Administration, Bureau of Narcotics and Dangerous Drugs, and Federal Bureau of Prisons.

# *Crime Statistics and Information Systems*

### NATIONAL CRIMINAL JUSTICE INFORMATION AND STATISTICS SERVICE

The year witnessed a major reorganization of the Agency's statistical function. The Statistics Division, previously a part of the National Institute of Law Enforcement and Criminal Justice, and the Systems Development Division, formerly a part of the Office of Criminal Justice Assistance, were combined to form the **National Criminal Justice Information and Statistics Service (NCJISS)**.

The responsibility of the Service is to develop timely national criminal justice data and to encourage uniform development of statistics needed by agencies at all levels to plan rationally and operate effectively in the national anticrime effort.

There have been a number of significant efforts to identify criminal justice needs in recent years—most recently the National Commission on Criminal Justice Standards and Goals. While such efforts provide much needed guidance, they are not adequate for program planning. NCJISS must constantly update the inventory of criminal justice requirements. Involved in this effort is the work of the National Institute of Law Enforcement and Criminal Justice, Project SEARCH, input from the LEAA regions and the research conducted by NCJISS staff.

### STATISTICS DIVISION

This division is the focal point for national data on crime, offenders and the criminal justice system. It is responsible for all phases of an operational program in national crime statistics, including conceptualization of requisite crime measures, design of appropriate data collection modes, compilation and analysis of findings, interpretation and reporting of findings, and dissemination of continuing statistical series and special crime analyses.

In addition the division provides continuing support to LEAA and the Department of Justice in matters

relating to development and interpretation of crime oriented statistics.

This program is accomplished through a variety of grants, contracts and agreements with other Federal agencies. During fiscal year 1973, a total of \$13,657,853 was obligated for a wide variety of statistical programs ranging from developmental projects to those directed at utilization of data.

The bulk of the work was developmental in scope as in previous years. The year did witness a major milestone: The conclusion of a number of experimental statistical programs, leading to preparation of ongoing statistical collection activities.

**National Crime Panel.** By far the largest and most significant of these developmental programs is the National Crime Panel, a nationwide survey of citizens and businesses designed to measure criminal victimizations and attitudes concerning crime. After 3 years in the testing stage, this program was firmly established during the year in terms of data collection. First results will be published in the coming year.

The principal objective of the National Crime Panel is to provide empirical information on the nature of crime and its societal impact. Data on all kinds of behavior involving theft and criminal assault are developed in context of the effect of these crimes on victims and the circumstances under which they occur. Detailed analyses focus on location and time of occurrence, social and demographic characteristics of victims, victim-offender relationships, use of weapons, injuries suffered, multiple victimization, costs, and a host of other concerns. Victimization rates will be displayed for relevant victim populations to provide insight on the probability of attack.

The survey is administered by the Bureau of the Census through monthly interviews of a representative sample of households and business establishments. Independent surveys also were conducted in the eight High Impact cities, and data gathered were being readied for analysis in the closing days of fiscal year 1973.

**National Prisoner Statistics.** A second major program inaugurated during 1973 was a series of statistical sur-

veys in the field of corrections. The National Prisoner Statistics program provides statistical profiles on inmates of State institutions and the facilities in which they are confined.

The program rounds out the National Correctional Statistics Series begun previously by the statistics division. National data have been gathered on adults in local jails as well as characteristics of both adult jails and juvenile institutions. Statistical data for individual county and city jails were compiled in a report entitled "Local Jails."

Several component data collection efforts are included in the National Prisoner Statistics program. When fully operational, a continuing flow of information on State prisoners will be collected and analyzed. Periodic reports will be published on the numbers of adults moving into and out of the State system, and annual reports will provide greater detail on admissions and releases, sentence length, time served and demographic characteristics.

One of the first efforts will be development of an indepth statistical profile of State prison inmates as of January 1974. This sample survey will examine socioeconomic characteristics of prisoners, offense data, previous incarceration history, participation in rehabilitation programs, and other topics.

A census of State prison facilities also will be conducted in fiscal year 1974 to gather information on the facilities, their programs and administration, operating budgets, educational requirements for employees, and services for inmates.

A followup study of local jails and their inmates, updating the original 1970 report, is scheduled to be completed in 1974, providing a variety of data including: characteristics of jail employees, physical facilities, rehabilitation programs, socioeconomic characteristics of offenders, their work history and offense status.

**Criminal justice manpower.** The division's third major program inaugurated during 1973 was a National Survey of Criminal Justice Employees. It is designed to provide information on characteristics, training and experience of the criminal justice labor force by developing profiles of employees at various levels and various stages of their career. Such information will form a sound base for manpower planning and development. Projected completion date is June 1975.

The survey will be conducted in two stages by the Census Bureau. The first stage will involve distribution of a brief questionnaire to a national probability sample of all criminal justice agencies except courts. The questionnaire will yield information on manpower policies and regulations, entrance requirements, manpower needs, and LEEP participation.

The second phase will involve mail interviews with

a sampling of employees, to gather statistics on age, sex, education, and training and work history.

Findings, provided on a State-by-State basis, will serve the needs of criminal justice planners and also provide a baseline for measurement of efforts to upgrade the quality of personnel.

**Employment and Expenditure Data.** Publication of the third annual report, Expenditure and Employment Data for the Criminal Justice System, 1970-71, revealed the Nation spent \$10.5 billion for criminal justice activities in fiscal year 1971, an increase of nearly \$2 billion over 1970. There were few changes in proportions expended by various governmental levels, however. Local governments continued to spend more than Federal and State Governments combined. Local expenditures totalled 63 percent of all expenditures, State governments contributed 25.5 percent and the Federal portion was 11.5 percent.

Local governments also led in the number of full-time equivalent employees with 578,000, compared to 206,000 in State systems and 78,000 Federal employees.

Expanded coverage of the survey permitted publication of data separately for aggregate county and municipal governments within each State, as well as for 312 large counties and 384 large cities. To fulfill provisions of the 1970 amendments to the Omnibus Crime Control and Safe Streets Act, the third Employment and Expenditure report also included reliable estimates for each State of the percentage of law enforcement expenditures by local governments.

**Juvenile corrections data.** *Children in Custody—a Report on the Juvenile Detention and Correctional Facility Census of 1971*, the first annual report on juvenile institutions and inmates, was scheduled for release in fiscal year 1974. Covering all 722 public institutions in the U.S. juvenile system, the report showed that:

- *As of June 30, 1971, the system had 57,000 inmates—44,000 males and 13,000 females.*
- *While two-thirds of the children were in facilities administered by State governments, less than half the facilities were State-operated. The majority—454—were locally operated.*
- *Sixteen percent of the facilities were overcrowded.*
- *Correctional facilities such as training schools, forestry camps, ranches, and halfway houses held their residents an average of 8 months, while temporary care facilities—largely at the local level—kept children about 2 weeks.*
- *Adjudicated delinquents, most of whom were in correctional facilities, accounted for four-fifths of the 57,000 detained as of June 30, 1971.*

Expenditures during fiscal year 1971 totaled \$456 million with 90 percent going for operating expenses,

primarily salaries. Per capita operating expenditure was \$7,000.

**Victim survey data.** *Crimes and Victims: a Report on the Pilot Survey of Victimization in Dayton and San Jose*, is a report on a study conducted as part of experimental development of the National Crime Panel. Scheduled for release late in fiscal year 1974, the report shows that:

- Dayton had 140,000 incidents of rape, assault, robbery, burglary, and larceny during 1970; San Jose had 250,000 incidents.
- Victimization rates for both cities were remarkably similar; the difference in crime levels reflected the difference in population size.
- In both cities 4 percent of the population above the age of 16 were victimized. In both cities 70 percent of the crimes involved theft; 25 percent were burglaries; 10 percent assaults; and less than 3 percent robberies.
- Some 70 percent of all crimes against persons were committed by strangers. Victims were likely to be young and twice as likely to be male as female. There were no racial or ethnic distinctions in San Jose, but black households in Dayton were much more vulnerable to burglary than white households.
- Although crime patterns were similar in the two cities, attitudes toward crime differed. Dayton citizens were more concerned than those of San Jose, and in Dayton blacks were more concerned than whites. Most residents of both cities said police were doing a good job, although they believed the risk of victimization had increased in recent years.

**Court data.** In fiscal year 1973, the Division published a *National Survey of Court Organization*, its first report on court data. The report provides an in-depth look at the structure and organization of the system on a State-by-State basis.

Bureau of Census information obtained from 15,000 court systems revealed 17,057 courts in operation as of January 1, 1972. Of these, 206 were appellate courts; 3,630 were courts of general jurisdiction, and 13,221 were courts of limited or special jurisdiction. Other findings included:

- Some 22 percent of all courts exercised only criminal jurisdiction; 10 percent exercised only civil jurisdiction; the remainder exercised a mixture of civil, criminal, and/or juvenile jurisdiction.
- In courts with original jurisdiction, 86 percent exercised some criminal jurisdiction; of these courts, 26 percent heard felonies while the remainder heard lesser offenses and traffic violations.

The report also contained data on judges and court personnel, court practices, and the types of statistics maintained.

**Other statistical programs.** Begun in 1972, the *Glossary of Criminal Justice Terms* is scheduled for publication in fiscal year 1975. It will present definitions for approximately 1,000 terms, allowing standardized reporting of criminal justice information across jurisdictional boundaries.

The *Sourcebook of Criminal Justice Statistics*, begun in 1972, is scheduled for its first annual printing in fiscal year 1974. It will present criminal justice statistics from diverse sources in a single, easy-to-use reference book.

## SYSTEMS DEVELOPMENT DIVISION

This Division is responsible for developing information, data processing and communications systems to meet LEAA, State, local, and interstate needs.

Its programs are implemented by a small staff through grants and contracts. During 1973 a total of \$4,833,220 was obligated for developmental projects and implementation of proven systems. The Division also provides a clearinghouse for data about existing information systems to reduce duplication in development of new systems.

**Project SEARCH.** This project entered its fourth year of research and development designed to apply current technology to the criminal justice system.

The main policymaking body of Project SEARCH is made up of law enforcement, court, corrections and criminal justice planning officials from agencies of the 50 States who direct the overall effort. Support is provided by an executive committee, standing committees, and special committees which handle specific research and development projects. Project committees are staffed by experts in the various study areas.

Project SEARCH had a number of projects in various stages of development during the year, representing approximately \$2 million in LEAA funds.

Among the most significant efforts of Project SEARCH were the reports of the Security and Privacy Committee which have served as standards for development of safeguards at the State level. One of the committee's technical reports was entered into the Congressional Record. Specific projects included these:

- *Requirements analysis for State-level identification bureaus* designed to develop optimized, standardized modules of functions associated with State-level identification bureaus. Modules include the capability for automated fingerprint comparisons and name

searches. When implemented, these efforts and other associated developments are expected to improve operation of identification bureaus.

- *Interstate organized crime index system* to make available to law enforcement intelligence units throughout the country information on known criminals who may be operating in their areas.

- *Standardized crime reporting system* to define information requirements of all users of crime reports and to satisfy those information requirements by defining required data elements, reporting forms and controls.

- *Prototype offender-based transaction statistics system* to develop an operating prototype module in five participating States. The module was intended to serve as a test in development of standards for a system of tracking criminal offenders through the criminal justice system. Results have been incorporated into guidelines for the Offender Based Transaction Statistics/Computerized Criminal History System, a major part of the LEAA Comprehensive Data Systems program.

As these and other Project SEARCH efforts progress in fiscal year 1974, a significant increase is expected in the benefits derived from the Comprehensive Data Systems Program, particularly in the judicial and corrections areas.

**Comprehensive Data Systems.** Such systems are needed in each State to provide a sound basis for planning, evaluation and facilitation of information exchange between States and various elements of the criminal justice system. To qualify for grants, States must submit a plan including these specific high-priority components:

1. *An independent statistical analysis center, professionally staffed, to direct and coordinate the State's criminal justice information and statistical system, define data requirements and provide interpretive analysis.*

2. *Offender-based transaction statistics and criminal histories to describe the relationship between activities of the criminal justice system by tracking arrestees through the system. The system will provide a measurement of effectiveness of the activities of each component and also will collect information on particular offenders to provide accurate individual criminal histories for appropriate agencies.*

3. *Uniform crime reports collected on a mandatory basis from all sources within the State and furnished to the Federal Bureau of Investigation for publication. States will be responsible for data collection and for improving quality control.*

4. *Management and administrative statistics to provide descriptive information about criminal justice agencies, their expenditures, facilities, equipment, and personnel.*

5. *Technical assistance to criminal justice agencies at all levels in the area of information systems and statistics, assuring maximum coordination and compatibility between systems and eliminating unnecessary duplication in development of new systems.*

During the year, 19 States submitted plans; 13 were approved, bringing to 24 the number of States with approved plans. Grant applications totalling nearly \$5 million were approved.

**Law enforcement telecommunications.** Recognizing that law enforcement agencies do not have adequate interstate telecommunications facilities, LEAA embarked on an accelerated improvement program. It is divided into two phases:

The first, an immediate upgrading of existing facilities, consists of expanding the **National Law Enforcement Teletype System** which is operated by a nonprofit consortium of 52 users, including the 48 continental States, the FBI, the District of Columbia, New York City, and the National Auto Theft Bureau in Chicago. In fiscal year 1973, a \$1.2 million grant was awarded for a 3-year upgrading of the system. When the upgrading program becomes operational in December 1973, its first component will be a facility to connect all subscribers.

The second phase of the project is to determine the magnitude, scope, and form of current and projected user information exchange requirements. With this information, a more sophisticated followup system can be installed. This phase was launched in June 1973, with a \$500,000 grant to the Jet Propulsion Laboratory of the California Institute of Technology. Project SEARCH is assisting in determining user requirements.

Increased emphasis also is being placed upon development of master plans in the telecommunications area, particularly as they relate to radio. Negotiations were begun to have the Associated Public Safety Communications Officers (APCO) undertake a survey of telecommunications planning in each State.

**Standards and Goals.** In developing its programs, the Division conforms to the National Advisory Commission's Standards and Goals relative to information and statistics. It also insures that data elements and systems design supply information needs for implementation of the Standards and Goals. Priority is given to programs which most nearly support Standards and Goals recommendations.

**Security and privacy.** Security and privacy of individual records are areas of major concern. This concern is reflected in SEARCH Technical Report No. 2, *Security and Privacy Considerations in Criminal His-*

*tory Information Systems.* In reviewing plans and grant applications for the Comprehensive Data Systems Program, the Systems Development Division and LEAA Regional Offices devote special attention to rules of access, storage, dissemination, and retention to insure that information systems do not infringe on individual rights.

**Other projects.** Other Division projects undertaken during the year included continued participation in

the Urban Information System Interagency Committee to provide public safety components of integrated municipal information systems, funded at \$450,000. A \$58,991 grant was awarded to the New Orleans Police Department to adapt the Long Beach (Calif.) LOCUS geographical information systems. Another grant of \$72,000 was awarded to the District of Columbia Metropolitan Police for a pilot man-portable digital computer system.

# Education and Training Programs

## OFFICE OF EDUCATIONAL AND MANPOWER ASSISTANCE

The Office of Educational and Manpower Assistance (OEMA) was established during the year to administer LEAA's educational, manpower development and Indian programs.

In fiscal year 1973, approximately 100,000 persons received some form of criminal justice education, training or assistance under one of the seven OEMA programs. The budget for the seven programs totaled more than \$50 million.

## LAW ENFORCEMENT EDUCATION PROGRAM

In 4½ years of operation the Law Enforcement Education Program (LEEP) has grown from 20,602 students in 485 colleges and universities to more than 95,000 students in 993 schools. Funding has increased from \$6.5 million in fiscal year 1969 to \$40 million in fiscal year 1973.

LEEP grants to men and women employed in criminal justice agencies enable them to enroll in college courses which will enhance their criminal justice capabilities. Grants cover the cost of tuition, fees and books, up to \$200 per quarter or \$300 per semester. If the grant recipient does not remain for 2 years with the agency which certified his college study, he is required to repay the grant.

LEEP also provides loans to a limited number of preservice students preparing for future criminal justice employment, and to criminal justice practitioners—inservice students—who attend school full time. Loans pay for direct education costs up to \$1,800 per academic year. Loan recipients receive a 25 percent cancellation of LEEP indebtedness for each year of full time employment with a criminal justice agency following completion of full time study.

Because of increasing interest in LEEP, priorities for awarding funds were developed to ensure compliance with Congressional intent. Student priorities in fiscal year 1973 were:

1. All returning LEEP recipients.

2. New local or State criminal justice personnel on academic leave.

3. Other new local or State criminal justice personnel.

4. Eligible criminal justice teachers.

5. Eligible Federal criminal justice personnel.

6. New preservice students.

7. Eligible local or State criminal justice personnel working toward law degrees.

Because virtually all LEEP funds available in fiscal year 1973 were used by priority students, i.e., returning LEEP recipients and inservice students, very few new preservice students received assistance during the past year.

Since the inception of LEEP, more than 80 percent of participants generally have been inservice students, and about 80 percent of these have been police employees. Inservice students, most of whom are enrolled part time, received approximately 68 percent of the 1973 funds. Preservice students, who attend school full time, received 32 percent last year.

## INTERNSHIP PROGRAM

The internship program was designed to promote interest in criminal justice careers by giving college students the opportunity to work in criminal justice agencies while on summer recess or academic leave of absence. The goal is to give students practical experience in police, corrections, courts, probation and parole agencies. Interns receive \$50 per week for an 8- to 16-week period to supplement their salary from the agency employing them.

### Fiscal Year 1973 Internships

Agencies offering internships included:

Agency	Number	Percent
Police.....	446	41
Corrections.....	506	46
Courts.....	104	9
Parole, probation, and juvenile delinquency.....	45	4

The program has grown steadily since its inception in fiscal year 1971 when 262 interns from 52 schools received \$119,000. LEAA granted \$279,000 to 595 interns from 68 schools in fiscal year 1972. This year's program included 1,101 interns from 136 colleges at a cost of \$474,150.

## GRADUATE RESEARCH FELLOWSHIP PROGRAM

The Graduate Research Fellowship Program provides grants to academic institutions in support of graduate students who have completed all requirements for the doctoral degree except the dissertation. Highest priority is given to projects which might identify solutions to criminal justice problems.

Nine new grants during the year supported dissertation research projects. Eight grant renewals were also awarded by the National Institute of Law Enforcement and Criminal Justice. A total of \$237,814 was awarded in fiscal year 1973.

## EDUCATIONAL DEVELOPMENT PROGRAM

Educational development grants are designed to promote development and improvement of criminal justice doctoral studies programs. The 3-year grants encourage the building of a consortium of institutions of higher education working with each other and LEAA.

In fiscal year 1973, a total of \$3,154,601 (including \$1.1 million in prior year funds) was awarded to five universities:

*Michigan State University*  
*Northeastern University*  
*Arizona State University*  
*Eastern Kentucky University*  
*University of Nebraska*

Each institution receiving an educational development grant is also required to evaluate its program. An independent national evaluation of the program in each university also is planned.

The five universities are participating as well in the graduate research fellowship program, and each received \$21,000 in fiscal year 1973 to finance fellowships for students engaged in dissertation research.

## TRAINING PROGRAMS, WORKSHOPS AND SEMINARS

Of the \$2,250,000 allocated for these functions in fiscal year 1973, \$874,962 was transferred to the 10

LEAA Regional Offices to fund regional State and local programs ranging from highly specialized correctional personnel training to advanced seminars in program planning and evaluation for State planning agency personnel. More than 5,000 criminal justice personnel received training.

The remaining \$1.3 million financed national scope programs such as the following:

- The hazardous devices training course provided training in identifying and handling bombs and other explosives. Over 400 law enforcement officers attended this course.

- The FAA airport security training program offered State and local law enforcement the latest technology with regard to airport security. Approximately 1,000 people participated in this training.

- The National College of Criminal Defense and Public Defenders was attended by 96 students during the 3-week training program. Another 150 students attended three regional seminars.

- Some 300 judicial personnel attended a series of conferences designed to train officials responsible for the proper functioning of the judiciary.

- The organized crime investigators program trained 87 investigators.

- The National Conference for Judicial Educators was attended by 150 persons.

- A court clerk's improvement training program enhanced the capabilities of 75 to 100 clerks who function as an important supporting arm of the judiciary.

- The video recording and production training program—a pilot project in the Boston Regional Office—was attended by 31 persons.

## ORGANIZED CRIME PROSECUTION TRAINING

Section 408 of the Crime Control Act of 1970 authorized LEAA to establish and support training programs in organized crime prosecution for State and local prosecuting attorneys. Funds first were authorized for expenditure under this section in fiscal year 1973.

The \$250,000 allocated for this purpose financed eight specialized seminars, conducted by the National Association of Attorneys General, which trained 160 prosecutors in combatting official corruption, making tax cases, and using antitrust laws against organized crime.

In addition, a total of 265 prosecutors attended 5 seminars, conducted by the National College of District Attorneys, which covered both legal topics—such as investigative grand juries—and administrative topics—such as management of an investigative-prosecutive team.

## INDIAN PROGRAMS

LEAA's Indian programs are a separate and distinct but very important part of OEMA. They are managed through the LEAA Indian desk in Denver, whose Director reports to the Assistant Administrator for the OEMA.

In the past 3 years, LEAA has awarded more than \$6 million in discretionary funds to Indian tribes. Another \$2 million has been awarded to Indians under State block grant programs. The grants were awarded according to priorities established by elected tribal leadership, in keeping with the President's policy of Indian self-determination.

In fiscal year 1973, the Indian desk processed grants to Indian local government units totaling \$2.5 million in part C discretionary funds and \$993,000 in part E correctional funds.

**Corrections.** During the year, Indian tribes emphasized corrections projects, which received a total of \$1.3 million in part C and E money.

Many of these projects involved construction of facilities which usually included a tribal court.

**Criminal justice planning.** Under a \$185,000 grant, nine Indian justice planners were assigned to State planning agencies in Arizona, New Mexico, Montana, Oklahoma, North Dakota, South Dakota, Washington, Minnesota, and Alaska—all of which have sizable Indian populations. The planners assist tribes in their criminal justice planning, help them to prepare grant applications, monitor existing grants, and secure State block grant funds for Indian projects.

Tribal court, police, and corrections training projects received some \$747,000 in discretionary funds.

Other grants to Indian tribes included court improvement, police, corrections and parole manpower, juvenile delinquency prevention and control programs, equipment for police, courts, and corrections, criminal justice records improvement, and drafting of new tribal codes.

Significant projects and activities included:

- Creation of four modular criminal justice centers for Alaska villages, which furnish a strategically located base of operations for criminal justice activities in the Alaska bush. Additional centers are contemplated for fiscal year 1974.

- Training of native Alaska bush magistrates and native village policemen.

- The National American Indian Court Judges Association was refunded for a third year. The Association received almost \$250,000 to train and upgrade all Indian court judges throughout the United States. The new project director is Judge Cranston Hawley from Fort Belknap Reservation.

- The Uintah and Ouray Tribe received funds to construct an adult correction center.

- The Mescalero Apache Tribe received a grant to support a crowd control training school for 150 Indian policemen in New Mexico, Arizona, Colorado, and Nevada.

- Five 1-week training sessions will be provided by the New Mexico Law Enforcement Academy.

- Completion of the first LEAA-funded Indian correctional center by the Jicarilla Apache Tribe of northern New Mexico.

- The New Careers Probation and Parole Program in Washington State provides 180 hours of classroom and on-the-job training. One male and one female probation officer will be trained and assigned to each of the State's nine reservations.

- The Rosebud Sioux Tribal Attention Center, funded by LEAA, works with youths on the Rosebud, S. Dak., reservation. The Center will also accept children from other reservations.

- Adult and juvenile corrections and rehabilitation centers were funded on the following reservations: Makah Reservation, Wash.; Yakima Reservation, Wash.; Lower Brule Sioux Reservation, S. Dak.; Fort Berthold Reservation, N. Dak.; Sisseton-Wahpeton Reservation, S. Dak.

- Six tribes in Nevada received LEAA funds to hire police and correctional officers with supporting equipment.

**Federal Regional Councils.** In addition to the foregoing programs the National Indian Desk in fiscal year 1973 worked with Federal Regional Councils (FRC) in the Denver, Dallas, and San Francisco Regions to coordinate Federal assistance to Indian tribes. For example, the Reservation Indian Task Force of the San Francisco Federal Regional Council was active in helping four Indian tribes secure additional Federal funds from FRC member agencies.

In Dallas, a Zuni Task Force representative participates in activities. LEAA also awarded funds to the Zuni Pueblo to construct a juvenile correctional home.

## Supporting the LEAA Program

### OFFICE OF INSPECTION AND REVIEW

Charged with directing overall planning and evaluation of LEAA programs, the Office of Inspection and Review provided operational assistance to the agency and technical assistance to the SPA's.

During the year the Office also was given the responsibility for operation of the Information Systems Division.

Primary areas of activity were:

**Evaluation.** In 1972 the Office had developed an evaluation concept and imposed the requirement of evaluation upon the SPA's.

I&R began by examining the status of evaluation in the criminal justice environment, and developing criteria for operation of a model SPA. The model has been circulated to all SPA's and LEAA regions for use as a guide for measurement of overall capabilities of individual SPA's.

To augment this effort I&R published an evaluation aid entitled, *Program Planning Techniques*. Oriented to the contractor's approach to criminal justice evaluation, the guide focused on the Impact program as a vehicle by which to begin evaluation of SPA programs.

The publication served as a training aid for LEAA personnel in dealing with SPA's. By the year's end, all SPA's had been given some indoctrination in the necessity of detailed evaluation at the local level if the States are to function effectively as a means of resource allocation.

Closely coupled with the evaluation effort is the Exemplary Projects program of LEAA's National Institute, which I&R helped to develop. I&R evaluated the effectiveness of several recommended projects. The National Institute is publishing results for use as a management and planning tool.

**Federal Regional Council System.** I&R is LEAA's representative to the undersecretaries' working group which assists in formulating policy in the Federal Regional Council.

The undersecretaries' working group provides assistance and guidance to the 10 Regional Councils. It coordinates Federal programs which have complementary

objectives so that State and local governments can make more effective use of available Federal resources. It reviews annual workplans of individual councils, assists in implementation of a "management-by-objectives" concept, and monitors the progress of each regional council. The LEAA working group member also serves as undersecretaries' representative to one Federal Regional Council to provide liaison and policy guidance.

**Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs.** Since establishment of this Council in 1972, the LEAA Administrator has served as chairman-designate. I&R provides the staff work. Progress was seen in these areas in 1973:

1. National policy objectives were established as a result of public hearings and were submitted to the President's Domestic Council.

2. Two major management tasks were completed. They included a management study of Federal agencies for the Domestic Council; and distribution of a *Directory of Federal Juvenile Delinquency and Related Youth Development Programs: A Handbook for Juvenile Delinquency Planners*, for use by States and localities in developing their programs.

3. Coordination mechanisms and strategies were proposed to the Domestic Council. Local-level coordination as designed by the Council was implemented in the Impact Cities' juvenile delinquency component, administered by the HEW's Office of Youth Development.

4. Using the OMB Catalog of Federal Domestic Assistance, the Council accomplished the first annual updating of the 1970 census with regard to Federal juvenile programs. The finished product, "Analysis of Federal Juvenile Delinquency Programs," will supersede the juvenile delinquency program directory distributed earlier in the year.

Coordination of juvenile delinquency programming in the eight Impact Cities continued in cooperation with the Office of Youth Development.

**Liaison.** I&R also is responsible for liaison with the National Conference of State Criminal Justice Planning Administrators, public interest groups and other Federal agencies. Involved public interest groups included the Council of State Governments, National League of Cities/U.S. Conference of Mayors, Inter-

national City Managers Association, and the National Association of Counties, all of whom received LEAA technical assistance grants to improve governmental coordination in program development.

**Policy.** A conference was sponsored for LEAA personnel, public interest groups and the National Conference of State Criminal Justice Planning Administrators to examine all areas of concern in the criminal justice system and develop short-range and long-range plans for both LEAA and the SPA's.

The four major areas of concern which emerged were: Fund flow, certification, supervisory boards, and technical assistance. An eight-State survey examined attitudes and recommendations involving these four areas. It also established a precedent in bringing SPA and LEAA personnel together to work concurrently on areas of mutual interest.

Working papers on the four areas are in development as a guide to formulation of future policy.

**Miscellaneous.** Other activities included:

1. Monitoring and providing guidance in the operation of the national criminal justice reference Service.
2. Supervising implementation of the Comprehensive Offender Program Effort.
3. Monitoring the National Conference on Criminal Justice and preparing the proceedings for publication.
4. Reconciling the Law Enforcement Education Program and monitoring the manpower development program.
5. Implementing the OMB-sponsored management-by-objectives concept within LEAA.

**Information Systems Division.** This division provides data processing support in development of LEAA information systems. It also coordinates development of the information systems in order to eliminate duplication of effort and expenditures.

The ISD supporting effort includes systems analysis, systems design, programing, feasibility studies, and assurance that all systems development meets standards established by the Department of Justice Data Processing Center.

ISD also examines existing LEAA functions and procedures to determine where application of data processing techniques might improve their effectiveness.

**Grants Management Information System (GMIS).** During fiscal year 1973, ISD began operation of the LEAA Grants Management Information System which had been under development since the previous year. GMIS aids effective management and analysis of the various grant funds and programs by providing easy retrieval of a wide range of grant information from a computerized data base. Direct computer access through multiple input terminals shortens the flow time from inquiry to data availability.

The GMIS data base consists of program and financial information abstracted from all LEAA grants. To permit easy retrieval, a grant classification dictionary was developed which groups grants having similar characteristics under a specific category.

ISD provided systems analysis and technical assistance to the agency task force which developed a comprehensive accounting system.

It also processed various statistical data on civil rights compliance among local agencies in order to publish a report on compliance.

Systems analysis was provided for a number of other planning systems.

## OFFICE OF AUDIT

The Office of Audit developed a comprehensive audit and inspection program which coordinates services of other pertinent Federal and State audit agencies. The system has resulted in maximum utilization of manpower, as well as more searching and comprehensive audits of the complex block grant programs.

The 120 audits, reviews, and inspections conducted during the year were directed primarily at SPA's, LEAA grants and contracts, and academic assistance grants.

A training course for State auditors, initiated in 1972, has now provided 355 auditors with substantive information and techniques enabling them to perform effective audits of SPA's and their subgrantees.

Courses include financial operations, contract auditing, probable areas of findings, SPA organization and structure, statutory requirements, problems of State auditors, reporting systems and audit presentations.

A 3-day session was held at the Interagency Auditor Training Center to explain to top officials of State audit agencies the 2-week training program, the LEAA block grant program, and LEAA audit methodology.

Under the Intergovernmental Personnel Act, another program to upgrade State auditing is being carried out. State auditors are assigned to LEAA, which pays the costs.

The goal is to obtain specially selected State auditors who will gain in-service experience at LEAA in the comprehensive type of audits required, and then return to their own States to assume primary responsibility for LEAA audits there.

The system is expected to strengthen the States' audit capabilities, accelerate their assumption of audit responsibilities, and eliminate the need for a large staff of LEAA auditors.

Two unique audits were carried out during the year. In Minnesota, LEAA, the Government Account-

ing Office and the State auditor performed a joint audit from which a joint report will be issued.

GAO took the lead in the experiment. In Wisconsin, LEAA and the State auditor conducted a joint audit, and the report was issued by the State auditor rather than by LEAA.

Audits also have been conducted in conjunction with other Federal agencies. During the audit of educational institutions by the cognizant Federal agency, LEAA provided personnel to audit LEAA aspects of the programs. Such a system permits the cognizant agency to develop a more comprehensive audit of the remaining portions of the program.

## OFFICE OF CIVIL RIGHTS COMPLIANCE

LEAA programs are subject to civil rights laws and regulations, and Executive orders prohibiting discriminatory practices. To receive LEAA funds, State and local criminal justice agencies must comply with pertinent provisions of title VI of the Civil Rights Act of 1964, Justice Department-LEAA equal employment opportunity regulations, and Executive orders prohibiting discrimination involving Federally-assisted construction contracts.\*

The Office of Civil Rights Compliance has four basic responsibilities: *Conducting compliance reviews of State and local agencies receiving LEAA funds; processing complaints of alleged discrimination; monitoring LEAA-financed construction and renovation projects; and supporting programs to improve minority employment practices.*

**Reporting System.** LEAA's compliance reporting system was changed during the year so that future statistics relating to minority and female employment will be reported to the Equal Employment Opportunity Commission on its EEO-4 form and will cover employment practices of State and local governments, including LEAA's criminal justice constituency. A reporting form is being developed for state and local correctional agencies and institutions receiving LEAA funds.

It will be used to assess civil rights compliance, to identify possible disparities in services to the clientele of these agencies and institutions, and also to determine priorities for selection of agencies for routine compliance reviews.

**Guidelines.** Equal employment opportunity guidelines were published, requiring certain agencies with 50

\*Title VI, Civil Rights Act of 1964, (28 C.F.R. 42.101, et seq., subpart C), Justice Department-LEAA equal employment opportunity regulations (28 C.F.R. 42.201, et seq., subpart D), Executive Orders 11246 and 11375.

or more employees to prepare and maintain affirmative action programs assuring equal employment opportunity to minorities and women. The guidelines were published at 28 C.F.R. 42.301 et seq.

A guideline dealing with minimum height requirements for law enforcement personnel was published. It forbids use of minimum height requirements in LEAA-assisted agencies which disproportionately disqualify women and persons of certain national origin, unless the height requirements are shown to be an operational necessity.

**Compliance reviews.** Compliance reviews were undertaken in 12 law enforcement agencies and one correctional institution. Recommendations were made to improve hiring and retention practices for minorities and women. A manual on how to undertake compliance reviews was in preparation.

**Complaint investigations.** During fiscal 1973, OCRC docketed 64 complaints alleging discrimination from individuals and organizations. This is a 52-percent increase over fiscal 1972. The number of complaints alleging discrimination based on sex was five times higher than in 1972. Forty-four percent of the complaints were amicably resolved, 45 percent are under investigation, and 11 percent are pending investigation.

**Contract compliance.** Executive Orders 11246 and 11375 prohibit discrimination involving federally assisted construction contracts. Enforcement authority is vested in the Secretary of Labor through the Office of Federal Contract Compliance (OFCC). OCRC developed a system to identify these projects. Reporting forms will be provided to the contractor so he can detail the degree of minority and female employment.

The system enables LEAA to report accurately and promptly to the Department of Labor on affirmative action plans, timetables and goals. During the year LEAA also assisted OFCC personnel in conducting compliance checks and audits of affirmative action plans.

**Minority employment.** Two projects to improve minority recruiting and advancement were renewed in fiscal year 1973.

The Center for Criminal Justice Agency Organization and Minority Employment Opportunities, at Marquette University in Milwaukee, helped 18 State and local law enforcement agencies to improve minority hiring and personnel practices. The aid included reviews of recruiting and selection procedures to determine methods of improvement, restructuring of police entrance examinations, and preparing long-range minority action plans.

The Center also conducted a seminar on the *Native American and Law Enforcement Opportunities*. In co-

operation with LEAA, the Department of Justice and the Equal Employment Opportunity Commission, the Center sponsored a seminar dealing with the *minority community and the police profession and minority recruiting*.

Future projects include publication of two documents. One report discusses the history of testing devices in law enforcement agencies and explains validation procedures. The second publication reports on the Center's study of the California Highway Patrol's recruiting procedures. The latter document was scheduled for presentation during a seminar for state law enforcement agencies to be held in November 1973.

The National Urban League's study of minority recruitment, promotion and retention, and its recruitment project in Dallas, Cleveland, and Newark were completed.

More than 6,100 minority prospects for law enforcement positions were interviewed; 219 were hired. Many other applicants successfully met selection criteria and await the opening of other positions.

Methods used include training prior to civil service tests and counseling applicants for police, corrections, and parole agencies.

A new grant to the Urban League will finance recruitment programs in Sacramento, Little Rock, and Springfield, Mass.

To aid State planning agencies and regional criminal justice planning councils in meeting civil rights responsibilities, LEAA awarded a contract to the International Association of Official Human Rights Agencies.

The purpose of this contract is to make the staffs of SPA's and local criminal justice planning units aware of the various Federal civil rights laws and regulations covering their programs and activities, and to expose them to the major concerns of human rights agencies regarding practices within the criminal justice system. Five-day seminars will be held at four locations throughout the country, for the criminal justice planning community and State and local human rights agencies.

## OFFICE OF GENERAL COUNSEL

Under the direction of an Assistant Administrator who serves as General Counsel, this Office provides legal opinions, interpretations and advice as requested on legal aspects of LEAA activities and broad policy matters affecting the agency and its statutory authority. In carrying out these responsibilities, the Office is necessarily involved in a broad range of activities.

One of its primary functions is advising the Administration on development of legislation affecting LEAA and drafting of proposed legislation related to the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

The most significant legislation affecting the operation of LEAA during the past year was the Crime Control Act of 1973. The act extended the LEAA program for a 3-year period with a total budget authorization of \$3.25 billion through fiscal year 1976.

In addition to participating in the drafting of Administration proposals leading to the Crime Control Act, the Office also drafted a security and privacy bill and a proposal to establish a National Institute of Corrections. It also published an index of the legislative history of the Omnibus Crime Control and Safe Streets Act of 1968 and its amendments.

Legal advice and reviews were provided on internal contract and procurement matters. Three procurement manuals were developed and regional training on contract procedures was carried out, implementing OMB Circular No. A-102. In addition, the Office handled contract-related complaints through investigation and advice to LEAA regions and state and local agencies, resolving approximately 24 major State contract problems. It also participated in an advisory committee study relating to development of model State and local procurement statutes.

The General Counsel's Office coordinates resolution of audits with the LEAA Office of Audit and the Regional Offices and initiates collection action through the General Accounting Office and the Civil Division of the Department of Justice. It also coordinates any criminal investigations which may be undertaken by the agency as a result of misuse of LEAA funds. If conditions warrant, such cases are referred to the Criminal Division for prosecution which is undertaken with the assistance of the General Counsel.

During the course of LEAA audits, the Office provides legal opinions to members of the Audit Division. It was involved during the year in development of an improved audit format, resolution procedures and claim collection enforcement. It also participated in financial management workshops.

In the field of litigation, reports were prepared for the Civil, Criminal, and Land and Natural Resources Divisions of the Department of Justice where LEAA is a party to a suit. The Office assisted trial attorneys by providing legal assistance and additional evidence as needed.

In assuring LEAA compliance with the requirements of other pertinent Federal laws, the Office coordinates and acts as liaison with regard to implementation of the National Environmental Policy Act,

National Historic Preservation Act, the Uniform Relocation Assistance and Real Property Acquisitions Act, and the Federal Advisory Committee Act. It serves as LEAA legal liaison to the Council on Environmental Quality and has drafted several environmental impact statements pursuant to NEPA.

Liaison is maintained with organizations such as the Office of Management and Budget, Department of Treasury, and the Administrative Conference of the United States on developing areas of Federal regulatory policies. The Office issues regulations and guidance on agency matters related to problem areas and reviews all directives of the agency for legal sufficiency. It renders advice in areas concerning the Hatch Act and conflict of interest statutes, regulations and standards of conduct.

Legal assistance also is provided to assure compliance with provisions of section 552(a)(1) of title 5, United States Code, concerning publication of certain rules, regulations, and directives in the Federal Register. Similarly, the Office assures that Administration policies and procedures for making records and other materials available to the public comply with the provisions of the Freedom of Information Act (5 USC 552) and the regulations of the Department of Justice (28 CFR 16.1, 16.14).

Hearing and appeal regulations were issued during the year, and a number of investigations were conducted under appeal procedures. Legal assistance was provided in the implementation of the administrative hearing and appeal proceedings in order to achieve resolution of disputed issues.

Liaison is maintained with the Comptroller General and the Department's Criminal, Civil, and Antitrust Divisions on claims by and against LEAA.

Legal advice was provided to the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Activities, and assistance was provided in drafting legislation on the Federal role in juvenile delinquency prevention.

Other activities included: Representing the Administration with other public and private organizations on legal matters; processing patent rights and copyright dispositions on LEAA-supported inventions and publications; and maintaining a legal library.

LEAA representation was provided to the Action Office; Volunteers in Justice Governmental Board; National Commission on Productivity, Law Enforcement Advisory Task Force; and the National Council of the Federal Bar Association.

In 1973, the General Counsel served as executive director of the National Advisory Commission on Criminal Justice Standards and Goals during the year.

## OFFICE OF PUBLIC INFORMATION AND CONGRESSIONAL LIAISON

The Office of Public Information and Congressional Liaison is under the direction of the Assistant Administrator for Public Information and Congressional Liaison. Its function is to provide information on LEAA grants, programs, and policies to Members of Congress, the press, and the public.

The Congressional Liaison Office performs liaison activities with congressional leaders, committees and staffs, and individual Members of Congress concerning legislative matters affecting LEAA and the law enforcement and criminal justice community. It prepares the LEAA position on pending legislation before Congress, researches legal questions pertaining to LEAA legislation and develops comprehensive reports on legislation after consultation with other organizational elements of the Department of Justice, and coordinates and cooperates with the Office of Legislative Affairs of the Department in carrying out these functions.

The Congressional Liaison Office also responds to a heavy volume of inquiries from Congressional offices regarding the LEAA program and criminal justice activities in the various states. More than 1,900 letters were received from congressional offices and approximately 3,500 congressional telephone inquiries were handled by the Office in fiscal year 1973. During that period, the Office provided the Members of Congress with information on more than 2,400 separate grant awards.

The Congressional Liaison Office also performs special liaison assignments with officials of other Federal agencies and offices concerned with, or affected by, Federal responsibilities in the field of state and local criminal justice.

The Public Information Office provides information on LEAA grants and programs to the press and to the general public.

The Office is responsible for publishing the *LEAA Newsletter*, which is issued 10 times a year, and reports on LEAA projects throughout the country and policies and programs of interest to criminal justice professionals. The newsletter is distributed to more than 35,000 members of the criminal justice and research communities, educational institutions with law enforcement degree programs, the press, and the general public.

The Public Information Office also prepares the agency's annual report and public information brochures on various aspects of the LEAA program.

## OFFICE OF OPERATIONS SUPPORT

This Office provides support in the areas of: Property and facilities; audio visual services; procurement; administrative services; personnel; and program and management evaluation.

**Property and facilities.** Technical assistance in supply procurement and management, and logistical planning was provided to Florida law enforcement agencies before and during the 1972 political conventions in Miami Beach.

Authorization was sought to approve donations of Federal surplus property to States for use in law enforcement programs. If secured, such assistance will supplement the current program permitting loan of excess Federal property to LEAA grantees.

The Department of Justice telecommunications system was extended to all LEAA Regional Offices. Three Regional Offices moved into new facilities, and all regional facilities were renovated or expanded to meet expanded requirements.

An additional audit field office was established in Denver.

**Audio visual.** This branch furnished support to headquarters and regional components. It also reviewed and made recommendations on SPA audio visual materials and equipment, and State public education programs. Assistance was provided in establishing audio visual and training facilities for criminal justice training academies.

A national audio visual communications material directory is being compiled, and the Branch participated in Federal interagency efforts to coordinate standardization of equipment, promote economy of resources, and eliminate duplication.

**Procurement.** A total of 3,368 procurement actions involving \$40.6 million was processed. At the year's end \$51.4 million in procurements were under contract administration.

A procurement assistance and training program was devised to accommodate State and local procurement problems. A similar assistance program is available for LEAA professional staff members.

Three publications set forth LEAA procurement policies and procedures, and the requirements of Office of Management and Budget Circular No. A-102, part 0: Procurement Handbook (OOS HB 1700.1); Project

Monitor Handbook (HB 1700.5); Grant Manager Procurement Manual (M1700.6).

**Administrative services.** The internal directives system was expanded to include external directives to participants in LEAA programs. The system provides for the orderly standardized issuance of policies and procedures to all participants. A total of 208 national directives was issued, and numerous training sessions and workshops were conducted on the system's operation.

Requests for 800,000 publications were processed during the year.

**Personnel.** LEAA reached a peak strength of 593 employees during the past fiscal year.

An annual position classification procedure was installed to create a cyclical schedule providing time for each organizational unit to make in-depth analyses. An effort is being made to fit other personnel management functions into the same annual survey cycle.

The Executive Manpower Resources Board, composed of top Agency management officials, was organized to select personnel above the GS-13 level for executive training. A number of executive personnel attended Federal executive training sessions.

The personnel division maintained its active involvement in the Intergovernmental Personnel Act, which fosters Federal, State, and local cooperation through the interchange of skilled manpower for short-term assignments. Employees from North Carolina, New Mexico, Minnesota, and the City of Philadelphia were assigned to LEAA during the year.

**Program management and evaluation.** This division assisted in design, development and implementation of management planning and control systems for the Agency, conducted analyses of management needs and proposed improvements; and prepared, coordinated, and consolidated management directives, manuals, and handbooks.

Studies dealt with financial management of the Law Enforcement Education Program; forms management; a training tour of law enforcement facilities for LEAA professionals; Federal productivity indices; letters of credit; the Administrator's discretionary funds; benefits for crime victims; life insurance plans for public safety officers; line of duty death benefits to firefighters and police officers, and LEAA travel reports.

A seminar on "The Elements of Management Analysis" was developed for use in headquarters and regional offices.

Support was provided to the Federal Assistance Review Committee program.

## Allocation of Planning Funds (Part B) by State, Fiscal Years 1969-73

[Amounts in thousands]

State	Fiscal year				
	1969	1970	1971	1972	1973
Alabama	\$338	\$369	\$440	\$593	\$852
Alaska	118	121	130	143	257
Arizona	210	228	277	354	535
Arkansas	232	252	290	375	564
California	1,388	1,566	2,090	2,957	3,976
Colorado	233	258	320	416	618
Connecticut	297	326	401	534	774
Delaware	135	141	155	178	304
Florida	504	575	773	1,072	1,485
Georgia	404	450	553	757	1,068
Hawaii	150	159	176	210	345
Idaho	147	154	170	202	335
Illinois	833	938	1,207	1,691	2,303
Indiana	436	487	619	844	1,183
Iowa	285	312	382	504	734
Kansas	253	275	324	422	625
Kentucky	315	347	419	561	809
Louisiana	346	384	460	622	889
Maine	165	175	199	243	388
Maryland	347	384	491	662	942
Massachusetts	465	516	668	914	1,277
Michigan	678	763	986	1,371	1,879
Minnesota	340	380	480	645	920
Mississippi	258	280	318	417	620
Missouri	409	452	568	770	1,085
Montana	147	153	170	199	331
Nebraska	197	211	248	312	481
Nevada	130	134	149	171	292
New Hampshire	146	154	173	206	340
New Jersey	571	641	816	1,126	1,556
New Mexico	168	176	201	245	392
New York	1,333	1,490	1,914	2,704	3,651
North Carolina	439	492	601	828	1,162
North Dakota	143	148	162	188	317
Ohio	803	911	1,164	1,625	2,216
Oklahoma	267	294	352	466	684
Oregon	234	253	307	399	596
Pennsylvania	882	998	1,278	1,788	2,432
Rhode Island	161	169	193	236	379
South Carolina	274	304	355	471	690
South Dakota	145	151	167	195	326
Tennessee	362	402	487	662	942
Texas	831	942	1,209	1,703	2,319
Utah	169	179	207	251	400
Vermont	128	133	144	164	284
Virginia	405	452	558	766	1,080
Washington	308	352	438	588	845
West Virginia	221	239	272	350	530
Wisconsin	382	422	541	733	1,036
Wyoming	121	125	134	148	263
District of Columbia	154	161	175	208	343
American Samoa	102	102	103	104	205
Guam	106	108	109	113	216
Puerto Rico	281	308	371	485	713
Virgin Islands	104	104	106	109	212
Less prior year funds transferred to Justice Dept. for pay costs					-1,465
<b>Adjusted Total</b>	<b>19,000</b>	<b>21,000</b>	<b>26,000</b>	<b>35,000</b>	<b>48,535</b>

Allocation of Block Action (Part C) Funds by State, Fiscal Years 1969-73

[Amounts in thousands]

State	Fiscal year				
	1969	1970	1971	1972	1973
Alabama.....	\$434	\$3, 175	\$5, 645	\$6, 915	\$8, 026
Alaska.....	1 100	249	493	607	700
Arizona.....	201	1, 503	2, 933	3, 559	4, 127
Arkansas.....	242	1, 787	3, 157	3, 862	4, 482
California.....	2, 352	17, 287	32, 999	40, 060	46, 495
Colorado.....	243	1, 863	3, 646	4, 432	5, 143
Connecticut.....	360	2, 669	5, 001	6, 088	7, 064
Delaware.....	1 100	480	909	1, 100	1, 277
Florida.....	737	5, 597	11, 166	13, 631	15, 821
Georgia.....	555	4, 127	7, 518	9, 215	10, 695
Hawaii.....	1 100	699	1, 253	1, 546	1, 791
Idaho.....	1 100	639	1, 169	1, 431	1, 660
Illinois.....	1, 339	9, 877	18, 368	22, 314	25, 898
Indiana.....	614	4, 565	8, 609	10, 428	12, 102
Iowa.....	338	2, 501	4, 670	5, 672	6, 581
Kansas.....	279	2, 065	3, 712	4, 516	5, 235
Kentucky.....	392	2, 906	5, 290	6, 464	7, 500
Louisiana.....	449	3, 344	5, 966	7, 315	8, 485
Maine.....	120	882	1, 636	1, 995	2, 312
Maryland.....	451	3, 349	6, 485	7, 875	9, 140
Massachusetts.....	666	4, 902	9, 424	11, 422	13, 257
Michigan.....	1, 055	7, 817	14, 692	17, 819	20, 681
Minnesota.....	439	3, 302	6, 307	7, 639	8, 866
Mississippi.....	289	2, 117	3, 614	4, 451	5, 166
Missouri.....	565	4, 155	7, 760	9, 391	10, 897
Montana.....	1 100	627	1, 162	1, 394	1, 618
Nebraska.....	176	1, 310	2, 457	2, 979	3, 457
Nevada.....	1 100	405	807	981	1, 139
New Hampshire.....	1 100	634	1, 210	1, 481	1, 719
New Jersey.....	860	6, 372	11, 870	14, 388	16, 703
New Mexico.....	123	896	1, 671	2, 040	2, 367
New York.....	2, 251	16, 392	30, 093	36, 522	42, 496
North Carolina.....	619	4, 625	8, 305	10, 203	11, 842
North Dakota.....	1 100	562	1, 022	1, 240	1, 439
Ohio.....	1, 284	9, 563	17, 645	21, 386	24, 821
Oklahoma.....	306	2, 291	4, 182	5, 138	5, 964
Oregon.....	246	1, 806	3, 442	4, 199	4, 873
Pennsylvania.....	1, 427	10, 591	19, 532	23, 679	27, 482
Rhode Island.....	111	819	1, 544	1, 907	2, 206
South Carolina.....	318	2, 406	4, 223	5, 201	6, 036
South Dakota.....	1 100	599	1, 107	1, 337	1, 551
Tennessee.....	478	3, 562	6, 425	7, 878	9, 143
Texas.....	1, 334	9, 926	18, 393	22, 480	26, 091
Utah.....	126	929	1, 775	2, 127	2, 468
Vermont.....	1 100	387	733	893	1, 035
Virginia.....	557	4, 150	7, 604	9, 333	10, 832
Washington.....	380	2, 971	5, 612	6, 845	7, 944
West Virginia.....	221	1, 640	2, 849	3, 502	4, 064
Wisconsin.....	515	3, 795	7, 309	8, 870	10, 294
Wyoming.....	1 100	290	556	667	775
District of Columbia.....	1 100	723	1, 249	1, 519	1, 763
American Samoa.....		28	47	56	63
Guam.....	1 40	90	146	175	198
Puerto Rico.....	330	2, 454	4, 502	5, 401	6, 320
Virgin Islands.....	1 40	50	106	127	146
Less prior year funds transferred to Justice Dept. for pay costs.....					70
Adjusted Total.....	25, 062	182, 750	340, 000	413, 695	480, 180

\*1 Includes small State supplements.

**LEAA Discretionary Grants (Part C) Awarded as of June 30, 1973**

[Amounts in thousands]

State	Fiscal year				
	1969	1970	1971	1972	1973
Alabama.....		\$443	\$1,327	\$1,076	\$846
Alaska.....		<sup>1</sup> 368	<sup>1</sup> 664	<sup>1</sup> 570	<sup>1</sup> 955
Arizona.....		660	1,870	811	1,350
Arkansas.....		130	140	130	150
California.....	\$860	2,025	8,485	7,741	6,212
Colorado.....	18	828	1,384	1,590	5,903
Connecticut.....	12	634	842	184	317
Delaware.....	25	<sup>1</sup> 273	<sup>1</sup> 626	<sup>1</sup> 724	<sup>1</sup> 428
Florida.....	166	1,681	3,883	4,264	1,662
Georgia.....		499	1,652	2,498	2,441
Hawaii.....		<sup>1</sup> 70	<sup>1</sup> 615	<sup>1</sup> 533	<sup>1</sup> 277
Idaho.....		<sup>1</sup> 279	<sup>1</sup> 694	<sup>1</sup> 211	<sup>1</sup> 230
Illinois.....	184	808	1,614	1,145	2,739
Indiana.....		597	924	629	281
Iowa.....		166	800	322	333
Kansas.....	15	35	1,228	342	125
Kentucky.....	72	1,005	1,596	627	1,345
Louisiana.....	20	593	1,389	2,303	840
Maine.....		<sup>1</sup> 180	<sup>1</sup> 917	196	220
Maryland.....	122	611	1,333	2,431	1,223
Massachusetts.....	174	1,321	2,357	1,106	1,286
Michigan.....	112	1,288	3,418	2,106	5,389
Minnesota.....		747	1,334	968	46
Mississippi.....		154	656	538	
Missouri.....		386	1,218	1,777	4,125
Montana.....		<sup>1</sup> 134	<sup>1</sup> 766	<sup>1</sup> 383	<sup>1</sup> 743
Nebraska.....		253	734	368	365
Nevada.....	15	<sup>1</sup> 295	<sup>1</sup> 887	<sup>1</sup> 399	<sup>1</sup> 866
New Hampshire.....		<sup>1</sup> 277	<sup>1</sup> 497	<sup>1</sup> 263	<sup>1</sup> 478
New Jersey.....	30	1,356	1,141	3,018	4,201
New Mexico.....	80	<sup>1</sup> 116	<sup>1</sup> 613	733	374
New York.....	193	1,396	2,055	7,587	9,369
North Carolina.....		778	883	1,076	807
North Dakota.....	10	<sup>1</sup> 204	<sup>1</sup> 480	<sup>1</sup> 237	<sup>1</sup> 299
Ohio.....	120	1,579	2,310	4,085	6,268
Oklahoma.....		400	842	583	914
Oregon.....	29	373	374	509	4,159
Pennsylvania.....	100	900	2,071	2,731	2,410
Rhode Island.....		<sup>1</sup> 327	<sup>1</sup> 650	<sup>1</sup> 455	235
South Carolina.....	12	578	1,179	529	510
South Dakota.....		<sup>1</sup> 130	<sup>1</sup> 474	<sup>1</sup> 284	<sup>1</sup> 550
Tennessee.....		266	730	329	
Texas.....	204	1,312	1,864	3,853	4,135
Utah.....		<sup>1</sup> 363	<sup>1</sup> 371	88	412
Vermont.....		<sup>1</sup> 250	<sup>1</sup> 305	<sup>1</sup> 205	<sup>1</sup> 269
Virginia.....		401	928	1,066	1,219
Washington.....	61	150	759	552	785
West Virginia.....	50	272	797	1,063	391
Wisconsin.....	149	604	973	429	220
Wyoming.....		<sup>1</sup> 287	<sup>1</sup> 234	<sup>1</sup> 333	<sup>1</sup> 625
District of Columbia.....		<sup>1</sup> 2,479	<sup>1</sup> 4,708	<sup>1</sup> 3,583	<sup>1</sup> 2,699
American Samoa.....		<sup>1</sup> 22	<sup>1</sup> 28	<sup>1</sup> 82	<sup>1</sup> 87
Guam.....	15	<sup>1</sup> 105	<sup>1</sup> 104	<sup>1</sup> 145	<sup>1</sup> 162
Puerto Rico.....		219	180	138	
Virgin Islands.....		<sup>1</sup> 235	<sup>1</sup> 436	<sup>1</sup> 173	<sup>1</sup> 214
Miscellaneous.....	<sup>2</sup> 894	<sup>2</sup> 108			
<b>Total.....</b>	<b>3,742</b>	<b>31,971</b>	<b>69,339</b>	<b>70,101</b>	<b>82,539</b>

<sup>1</sup> Includes small State supplements.

<sup>2</sup> Grant awarded to benefit all States.

## Allocation of Part E (Corrections Improvement) Block Funds by State, Fiscal Years 1971-73

[Amounts in thousands]

State	Fiscal year			State	Fiscal year		
	1971	1972	1973		1971	1972	1973
Alabama	\$418	\$815	\$944	New Mexico	123	240	279
Alaska	37	71	82	New York	2,207	4,304	5,000
Arizona	215	419	486	North Carolina	617	1,202	1,393
Arkansas	233	455	527	North Dakota	75	146	169
California	2,421	4,721	5,470	Ohio	1,292	2,520	2,920
Colorado	268	522	605	Oklahoma	310	605	702
Connecticut	368	717	831	Oregon	254	495	573
Delaware	67	130	150	Pennsylvania	1,431	2,790	3,233
Florida	824	1,606	1,861	Rhode Island	115	225	260
Georgia	557	1,086	1,258	South Carolina	314	613	710
Hawaii	93	182	211	South Dakota		158	183
Idaho	87	169	195	Tennessee	476	928	1,076
Illinois	1,348	2,629	3,047	Texas	1,358	2,649	3,070
Indiana	630	1,229	1,424	Utah		251	290
Iowa		668	774	Vermont	54	105	122
Kansas	273	532	616	Virginia	564	1,100	1,274
Kentucky	391	762	882	Washington	414	807	935
Louisiana	442	862	998	West Virginia	212	413	478
Maine	121	235	272	Wisconsin	536	1,045	1,211
Maryland	476	928	1,075	Wyoming	40	79	91
Massachusetts	690	1,346	1,560	District of Columbia	92	179	207
Michigan	1,077	2,100	2,433	American Samoa	3	7	8
Minnesota	462	900	1,043	Guam	11	21	23
Mississippi	269	524	608	Puerto Rico	326	636	744
Missouri	565	1,107	1,282	Virgin Islands	8	15	17
Montana	84	164	190	Less prior year funds trans- ferred to Justice Dept. for pay costs			9,736
Nebraska	180	351	407				
Nevada	59	116	134				
New Hampshire	90	175	202				
New Jersey	870	1,696	1,965	Adjusted Total	24,447	48,750	46,764

LEAA Discretionary Grants (Part E) Awarded as of June 30, 1973

[Amounts in thousands]

State	Fiscal year			State	Fiscal year		
	1971	1972	1973		1971	1972	1973
Alabama	\$400	\$1,795	\$507	New Jersey	567	1,869	2,010
Alaska	156	5	181	New Mexico	310	434	575
Arizona	839	341	500	New York	750	2,158	382
Arkansas	1,397	279	1,887	North Carolina	314	179	325
California	500	4,580	1,427	North Dakota	210		321
Colorado	180	2,899	3,002	Ohio	500	3,700	3,535
Connecticut	120	476	360	Oklahoma	142	159	
Delaware	403	250	105	Oregon	150	2,110	500
Florida	650	404	293	Pennsylvania	1,431	1,000	
Georgia	278	1,668	2,217	Rhode Island	135	270	154
Hawaii	7		750	South Carolina	428	1,467	2,011
Idaho	573	469	265	South Dakota			350
Illinois	1,914	1,071	1,595	Tennessee	125	576	200
Indiana	630	128	233	Texas	1,052	3,280	691
Iowa			167	Utah	156	183	253
Kansas	150			Vermont	46	5	95
Kentucky	417	20	1,521	Virginia	649	307	153
Louisiana	775	2,055	3,750	Washington	244	281	440
Maine	73		157	West Virginia	300	16	275
Maryland	734	2,722		Wisconsin	450		
Massachusetts	690	526	2,585	Wyoming	131		
Michigan	1,155	807		District of Columbia	74	293	182
Minnesota	350	508		American Samoa	17		25
Mississippi	239	1,159	2,270	Guam	31	19	
Missouri	1,351	2,773	4,949	Puerto Rico		51	
Montana	276	34	150	Virgin Islands	17	500	
Nebraska	112	337	2,367				
Nevada	201	103	500				
New Hampshire	110	300	302				
				Total	22,909	44,556	44,517

## Allocation of Fiscal Year 1973 Part C Funds by Program Categories and by State

State	Funds available	Legislation	Planning and evaluation	Research and info system	Prevention	Detection, deterrence, apprehension	Diversion	Adjudication	Institute rehabilitation	Noninstitute rehabilitation
Alabama.....	\$8,026,000			\$695,802	\$674,503	\$2,631,776	\$1,022,489	\$1,760,430	\$557,255	\$683,745
Alaska.....	1,150,000		\$84,000	200,000	286,000	255,000	35,000	120,000	42,000	128,000
Arizona.....	4,127,000		199,825	447,135	175,940	1,719,530	370,795	510,265	214,090	489,420
Arkansas.....	4,482,000		50,000	299,600	162,000	1,728,400		670,000	665,000	907,000
California.....	46,495,000		2,067,945	1,987,863	6,965,806	22,624,380	3,115,572	2,947,847	3,338,250	3,447,337
Colorado.....	5,143,000	\$30,000	75,000	1,860,750	1,024,250	513,000	65,000	240,000	375,000	960,000
Connecticut.....	7,064,000		801,000	846,800	1,111,000	1,216,200	915,000	467,500	474,000	1,232,500
Delaware.....	1,405,000		108,000		259,250	251,000	188,000	235,000	23,750	340,000
District of Columbia.....	2,000,000			104,835		284,958	289,615	620,833	398,849	300,910
Florida.....	15,821,000		1,406,171	1,406,172	1,225,419	5,742,266	1,743,150	588,672	1,178,750	2,530,400
Georgia.....	10,695,000			2,121,500	3,274,973	2,202,489	853,775	1,458,113	404,150	380,000
Hawaii.....	2,000,000		100,000	91,500	342,750	688,750	201,000	241,500	145,000	189,500
Idaho.....	1,826,000				6,000	776,600	60,000	232,138	553,881	197,381
Illinois.....	25,898,000	100,000	40,000	4,726,000	2,342,000	8,162,000	2,129,000	3,347,000	2,146,000	2,906,000
Indiana.....	12,102,000	60,000	190,124	831,150	2,617,710	4,984,350		943,301	1,541,519	933,846
Iowa.....	6,581,000			263,240	379,860	3,027,260		1,002,150	332,000	1,576,490
Kansas.....	5,235,000		30,000	30,000	263,069	1,505,843	263,070	1,416,618	1,500,100	226,300
Kentucky.....	7,500,000	76,000	200,000	253,555	648,500	3,618,695	648,500	868,500	56,250	1,130,000
Louisiana.....	8,485,000	14,000		305,589	827,054	2,925,541	217,225	1,926,841	2,032,910	235,840
Maine.....	2,312,000			96,830	52,550	1,196,597	206,011	343,411	203,901	212,700
Maryland.....	9,140,000		111,000	575,000	857,500	3,118,500	376,000	1,336,000	394,000	2,372,000
Massachusetts.....	13,257,000		912,140	891,700	1,775,865	3,351,300	1,782,403	2,532,032	963,300	1,048,260
Michigan.....	20,681,000		716,200	1,249,700	3,377,500	8,935,200	1,874,500	1,752,600	1,342,900	1,432,400
Minnesota.....	8,866,000			835,000	1,436,000	3,177,000	695,000	503,000	685,000	1,535,000
Mississippi.....	5,166,000	66,027	50,000	63,103	276,000	2,663,061	340,570	420,131	497,784	789,324
Missouri.....	10,897,000			2,082,194	1,599,338	2,652,462	1,389,959	1,649,652	870,163	653,232
Montana.....	1,780,000	8,000	65,000	45,000	27,000	1,140,500	10,000	172,500	192,000	120,000
Nebraska.....	3,457,000	35,000		20,000	355,000	1,578,000	73,000	535,000	624,000	237,000
Nevada.....	1,253,000			477,380	5,000	229,563		184,307	204,750	152,000
New Hampshire.....	2,000,000		50,000	50,000	334,500	845,000	45,000	280,000	219,500	176,000

New Jersey.....	16,703,000	40,500	50,000	760,000	3,815,000	3,899,500	1,740,000	4,125,000	950,000	1,323,000
New Mexico.....	2,367,000	54,950	129,272	135,977	240,481	1,145,763	26,206	120,777	431,847	81,727
New York.....	42,496,000				13,000,000	4,400,000	12,396,000	1,800,000	5,800,000	5,100,000
North Carolina.....	11,842,000	61,269	173,087	883,529	930,714	4,538,571	854,739	1,882,453	2,052,398	465,240
North Dakota.....	1,583,000			40,000	191,500	410,000	52,500	377,000	290,000	222,000
Ohio.....	24,821,000		2,318,618	2,468,972	3,017,418	6,221,179	314,974	2,428,154	5,128,071	2,923,614
Oklahoma.....	5,964,000	17,717	100,000	663,000	814,272	1,515,717	707,000	773,294	425,000	948,000
Oregon.....	4,873,000	91,067	266,663	892,716	575,500	1,446,077	243,262	349,984	50,610	867,121
Pennsylvania.....	27,482,000	719,691	287,250	262,024	2,512,838	8,619,522	3,187,607	1,641,243	3,408,124	6,843,701
Rhode Island.....	2,206,000		34,000	45,000	220,125	1,476,875		200,000	103,000	127,000
South Carolina.....	6,036,000	194,531	452,583	452,583	1,167,495	1,720,254	976,085	194,531	438,969	438,969
South Dakota.....	1,707,000			60,000	188,882	771,918	19,000	295,200	372,000	
Tennessee.....	9,143,000	80,000		1,340,500	270,000	4,061,250	465,000	868,250	1,778,000	280,000
Texas.....	26,091,000	132,000	149,000	3,594,000	1,332,000	10,331,000	800,000	5,498,000	755,000	3,500,000
Utah.....	2,468,000	63,000		359,860	257,744	472,921	438,564	432,035	307,369	136,507
Vermont.....	1,150,000	16,500		173,989	87,750	327,695	261,816	181,000	41,250	60,000
Virginia.....	10,832,000			1,060,000	516,500	5,006,668	363,500	1,196,666	2,638,666	50,000
Washington.....	7,944,000		242,000	2,469,500	476,000	1,641,500	594,000	553,000		1,968,000
West Virginia.....	4,064,000		5,000	185,000	1,382,000	1,030,000	580,000	521,000	361,000	
Wisconsin.....	10,294,000		290,000		400,000	2,749,000	630,000	2,325,000	800,000	3,100,000
Wyoming.....	1,150,000	38,000	28,000	38,000	103,000	481,000	68,000	182,000	142,000	70,000
American Samoa.....	150,000	15,000		750	27,825	66,275		9,000	27,900	3,250
Guam.....	360,000	24,000		17,000	58,119	99,064	16,000	34,419	111,398	
Puerto Rico.....	6,320,000	127,200	191,500	567,700	1,752,600	2,566,100	170,500	465,000	414,900	64,500
Virgin Islands.....	360,000				17,500	180,000	17,500	20,000	62,500	62,500
Totals.....	*483,250,000	2,064,452	11,973,378	39,417,498	66,037,600	158,923,070	43,831,887	55,778,347	49,066,054	56,157,714

NOTE.—Small State supplements from discretionary grant funds, totalling \$3,000,000 are included in these figures.

\*Does not reflect reduction of \$70,000 which provided for transfer of prior year funds to Justice Dept. for pay costs.

**Distribution of Law Enforcement Education Program Funds, Fiscal Year 1973**

State	Number of institutions	Amount	State	Number of institutions	Amount
Alabama.....	25	\$736,051	Nevada.....	5	\$132,520
Alaska.....	2	37,200	New Hampshire.....	3	113,873
Arizona.....	11	378,145	New Jersey.....	27	971,100
Arkansas.....	4	49,000	New Mexico.....	8	291,500
California.....	109	4,147,801	New York.....	68	4,391,193
Colorado.....	10	398,258	North Carolina.....	19	453,550
Connecticut.....	10	571,154	North Dakota.....	6	76,006
Delaware.....	5	265,940	Ohio.....	29	1,335,418
District of Columbia.....	5	782,187	Oklahoma.....	19	523,441
Florida.....	42	1,902,064	Oregon.....	21	1,175,991
Georgia.....	28	835,594	Pennsylvania.....	36	1,754,804
Hawaii.....	7	179,500	Rhode Island.....	4	101,230
Idaho.....	5	90,810	South Carolina.....	10	374,476
Illinois.....	53	1,524,130	South Dakota.....	8	198,008
Indiana.....	14	723,335	Tennessee.....	11	333,760
Iowa.....	19	303,400	Texas.....	64	2,582,400
Kansas.....	16	422,384	Utah.....	4	288,678
Kentucky.....	13	550,226	Vermont.....	6	101,479
Louisiana.....	12	544,200	Virginia.....	24	562,205
Maine.....	6	134,718	Washington.....	36	1,147,032
Maryland.....	21	1,161,484	West Virginia.....	4	150,585
Massachusetts.....	24	1,055,296	Wisconsin.....	20	654,834
Michigan.....	41	1,449,043	Wyoming.....	5	44,392
Minnesota.....	22	454,073	Guam.....	1	2,480
Mississippi.....	12	416,054	Puerto Rico.....	3	155,000
Missouri.....	20	618,300	Virgin Islands.....	1	5,380
Montana.....	7	176,560			
Nebraska.....	7	298,800	Total.....	992	38,127,042

U.S. DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D.C. 20535

OFFICE OF THE ATTORNEY GENERAL  
WASHINGTON, D.C. 20540

U.S. DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D.C. 20535



U.S. DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D.C. 20535

