

The North Carolina Governor's Crime Commission

Drug Control and System Improvement

Comprehensive State Strategy

1999 Update



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Federally required Forms and Certifications, in order of appearance:

Standard Form (SF) 424 “Federal Assistance”
Certified Assurances
Drug-Free Workplace Certification
Disclosures of Lobbying Certification
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Civil Rights Requirement Form
Audit Requirements Form
State Legislative Review Transmittals
Intergovernmental Review/SPOC Transmittal
Statement of Public Notice
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I. EXECUTIVE SUMMARY

The State of North Carolina is currently in the final year of its Multi year Drug Control Strategic Plan. The primary impetus of the state plan is the reconfiguration of the Juvenile Justice System with a special emphasis being placed on prevention and intervention. Governor Hunt's Blue Ribbon Commission on Juvenile Crime and Justice was formed in September of 1997 to develop a comprehensive strategy to combat juvenile crime, substance abuse, and to strengthen penalties for violent and habitual offenders.

The Commission recommended forty-five distinct modifications to the juvenile justice code and juvenile program operations that would institute sweeping changes in the manner North Carolina would address the burgeoning juvenile crime epidemic. After extensive debate within legislative committees and numerous public forums, the North Carolina General Assembly met in early October to deliberate upon issues concerning funding and statutory language. Eventually, the North Carolina General Assembly voted to support the Comprehensive Juvenile Justice Initiative, which was introduced by Governor James B. Hunt, Jr. in the 1998 short session of the state legislature.

The major components of the legislation is:

- Movement to graduated sanctions and intensive supervision of nonviolent offenders.
- Most violent and repeat offenders to be tried in adult courts.
- Increase the number of training school beds to accommodate these offenders.
- Provide support for the development of programs designed to diminish violent behavior.
- Changes within the juvenile justice code that would place more responsibility on the families for their children's treatment and well-being.
- Address the treatment needs of chemically and alcohol-dependent juveniles.

In support of Governor Hunt's Comprehensive Juvenile Justice Initiative, The Department of Crime Control and Public Safety, under the stewardship of Secretary Richard H. Moore, has developed pilot programs within the community-based project titled "Communities That Care". This \$1 million comprehensive research-based prevention program is currently operational in ten North Carolina counties with plans to incorporate another six counties later this year.

The participation of community stakeholders has far exceeded expectations and pilot programs are making recommendations for prevention and intervention programs that will have a direct and immediate impact on the crime problems within their respective communities.

There was a philosophical and structural change in the manner which the Governor's Crime Commission recommends program funding priorities for the Edward Byrne Local Law Enforcement Assistance Program. The general committee structure changed almost in its entirety with the dismantling of the Corrections, Judicial, and Law Enforcement Committees. Those committees had traditionally sought to identify criminal justice system shortcomings and operational effectiveness projects based on each committee's priority considerations.

With the implementation of the sweeping changes instituted by the Governor, North Carolina has made dramatic progress on statewide criminal justice issues, by initiating far-reaching, proactive, comprehensive prevention and intervention approaches.

The Byrne committees under the new organizational structure are Drug Control and Substance Abuse, Juvenile Prevention, Juvenile Intervention, and Information Systems. They have recommended a variety of programs that go far

beyond traditional programs and truly entertains the convergence of several criminal justice issues and establishes the clear goal of crime prevention, rather than trying to battle problems after they have become widespread.

The missions and strategies for the 1999 Committee structure are as follows:

Drug Control and Substance Abuse - to encourage proactive and innovative programs and methodologies that reduce and discourage drug use and associated problems.

Juvenile Justice Prevention - to prevent juveniles from becoming delinquent by demonstrating to the citizenry that *“prevention works.”*

Juvenile Justice Intervention - to prevent further undisciplined and delinquent behavior by providing resources for juveniles that become involved in the court process and their families.

Information Systems - seeks data quality and criminal justice agency integration via information and technology that will maximize the efficiency and effectiveness of the criminal justice process.

It is believed that this change in philosophy will generate a new vitality and renewed focus on pressing criminal justice issues, deterrence of youth involvement in crime, and reinforcement of the concept of comprehensive involvement by the public as the major stakeholder in their own welfare.

The priorities of the Governor's Crime Commission were defined in a two-step process: (1) identification of the problem and (2) identification of actions to combat those problems. From this perspective, new missions and strategies have been developed and from those strategies program and funding priorities have been established.

In the spring of 1997, the Crime Commission undertook the task of examining problems that they believed were major contributing factors to crime within the state. An open-ended survey allowed for the free expression and ranking of identifiable problems and the data was collected and the results were used as a means of setting the agenda for the next legislative year.

II. The Strategy Development Process and Coordination Issues

The Governor's Crime Commission has consistently maintained a standing committee structure, working separately as well in unison, as the chief advisory body to the Governor and the Secretary of Crime Control and Public Safety on criminal justice issues in North Carolina. North Carolina traditionally has relied on the basic Law Enforcement, Corrections, Judicial, and Information Systems alignment to develop its overall Drug Strategy.

Although the basic idea remains intact, the designated committees and their responsibilities have changed in their actual makeup and scope, reducing the number of standing committees from seven to five and incorporating individual advisory panels to each committee to assist during the priority planning and grant application review process.

The members of these committees are criminal justice professionals from all facets of the criminal justice system, members of federal, state, and local governments, and representatives of the general public. These appointees are selected based upon their record of service to their communities, expertise, and willingness to engage issues placed before them. Of the five committees, four may recommend programs that may be funded with Drug Control and Systems Improvement (DCSI) funds.

These four new committees include Drug Control and Substance Abuse, Juvenile Prevention, Juvenile Interdiction, and Information Systems. The two juvenile panels will also have complete access to Juvenile Justice Delinquency Prevention funds for specialized projects as well. These panels meet approximately four times each year to discuss issues indigenous to their area of concentration review

grant applications and approve funding, and to determine the criminal justice priorities for the following year. This mission is reserved for Commissioners exclusively and advisory panelists are not included in the final drafting.

Listed on the following pages are the members of the five committees which make up the Governor's Crime Commission. In addition to the four DCSI oriented panels, the Victims Committee deals primarily with domestic violence and victims of crime issues which utilize the Victims of Crime Act (VOCA) and Violence Against Women Act (VAWA) funding sources. As part of their general duties, all Commission members attend full meetings of the Crime Commission at which the state's criminal justice initiatives are discussed and agendas are planned and adopted.

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Priorities for 1999 were voted on in August meetings and later ratified by the full Crime Commission in early November. In that meeting the Commission highlighted each committee's work and discussion on what specific projects they felt would be most effective in meeting the state plan goals and the Governor's policy initiatives. As in 1998, the renovation of North Carolina's juvenile justice system was placed at the top of the list along with substance abuse issues, drug use and associated crime, CJIN and expansion of the information networks, coordination of collaborative efforts and resources to increase and foster local action against crime in as many communities across the state as possible.

III. Statement of Problem

A. Nature of the Problem

The original problems covered in the original multi year program of 1996 have changed very little. What has changed has been the process of identifying these problems and the potentially more troublesome hybrid outgrowth issues that have arisen such as increased juvenile crime. The state has opted for an "attack" posture or prevention mode as a means of a first line defense against these old foes rather than to simply continue to treat various crime symptoms which may give temporary relief but leave very little in the way of long term impact.

In the spring of 1998, the Crime Commission undertook the task of reexamining problems that they believed were major contributing factors to crime within the state. An open-ended survey allowed for the free exchange of opinion and the listing and ranking of identifiable problems. This data was collected and the results were tabulated used as a base source of information from which the Commission could set the criminal justice agenda for the next legislative year.

That study identified the three major points of concern that became priorities that fell within the Byrne scope which are covered in the next section of this update, and the appropriate actions that were to be taken in order to counteract them heading into 1999.

B. Resource Needs and Gaps in Service

The Commission also recognized there were no real changes in the resource needs or gaps identified in last year's report regarding service in their examination of problem areas. A concentrated effort was made to cite poorer areas of the state by earmarking them by way of using the state's dysfunctional index and including many of those counties in the initial Comprehensive Juvenile Justice pilot projects or to place them on the expansion list for next year.

IV. Priority Issues and Program Responses

(A) Priority One - Increasing juvenile crime.

Actions to be taken:

- Strategies to intervene early in the lives of at risk juveniles
- Strategies to effectively respond to delinquent behavior
- Strategies to better share juvenile information among juvenile agencies
- Strategies to discourage drug use and associated problems among juveniles

According to the uniformed crime report for North Carolina, total juvenile arrest rates those under the age of 18 have risen over the last five-year period (93-97) by 30.9 percent. Taking a closer look at the figures, violent crime (Part 1 Offenses) among juveniles increased 7.2 % over the same period. Those offenses included robbery, rape, murder, and aggravated assault although it has dipped slightly between 96-97 by a 7.7 percent difference.

Juveniles 15 and Under Five Year Violent Crime Arrest Trends						
Offense Category	1993 Arrests	1994 Arrests	1995 Arrests	1996Arrests	1997Arrests	Five year % of Change
Murder	26	14	16	10	11	-57.7
Rape	37	46	39	41	41	10.8
Robbery	210	239	240	308	295	40.5
Agg. Assault	799	806	784	818	802	0.4
Violent Total	1,072	1,105	1,079	1,177	1,149	7.2

Recent prevention and intervention programs have been put into motion with the help of the Byrne Plan included:

- after school mentoring and tutoring programs
- life skills training, conflict resolution
- child crisis units for medical assistance in cases of abuse
- juvenile crime and child abuse investigators
- media campaigns to prevent juvenile crime, structured day reporting centers for undisciplined youth
- respite care
- gang intervention
- increased training for Criminal Justice professionals under the Juvenile Justice Reform Act

additional overlapping programs will cross into the area of Drug Control and Substance that will address the actual crime factors from a law enforcement perspective.

(B) Priority Two - Criminal Justice Information Systems that are not coordinated or integrated.

Actions to be taken:

- Strategies to support and encourage CJIN efforts
- Strategies to encourage and provide support for new technologies

The multi year strategy posed the same questions in 1998 and pointed to the same shortfalls that will need to be overcome for this year as well in North Carolina's criminal justice information system. Arrest rates will greatly increase once law enforcement can achieve the following under the state's current Byrne plan initiatives such as:

- operating on a compatible statewide system that provides for a centralized data base for criminal records
- compatible field communications
- timely processing of finger print files through automation rather than manual submission to the State Bureau of Investigation
- create mobile access to criminal data by patrol officers

1996					1997			
Offense	Number of offenses	Percent of Distribution	Number Cleared	Percent Cleared	Number of offenses	Percent of Distribution	Number cleared	Percent Cleared
Murder	621	0.2	488	78.6	608	0.2	508	83.6
Rape	2,264	0.6	1,359	60.0	2,326	0.6	1,451	62.4
Robbery	11,905	3.0	4,043	34.0	12,696	3.2	4,259	33.5
Agg. Assault	27,829	7.0	16,582	59.6	28,966	7.2	18,177	62.8
Burglary	97,145	24.3	16,177	16.7	98,876	24.5	16,708	16.9
Larceny	235,316	58.9	46,431	19.7	235,188	58.4	46,183	19.6
MV Theft	24,301	6.1	6,320	26.0	24,128	6.0	5,774	23.8
Violent	42,619	10.7	22,472	52.7	44,596	11.1	24,395	54.7
Property	356,381	89.3	68,928	19.3	358,282	88.9	68,665	19.2
Index Total	399,381	100.0	91,400	22.9	402,878	100.0	93,060	23.1

A tremendous amount of progress has been made on the state's CJIN project, acquisition of several new county wide Automated Fingerprint Information Systems (AFIS) for cities and counties this year and the Commission continues to place Mobile Data Terminals (MDT) in under served police and sheriff offices. North Carolina's index rate showed progress by declining slightly in 1997 over the previous year to 5,591.3 per 100,000 in population. The clearance index cleared by arrest or exceptional means moved upward in 1997 by .2 percent more than 1996 from 22.9 to 23.1.

(C) Priority Three - Drug abuse in society.

Actions to be taken:

- Reduce drug use and associated problems
- Strategies to reduce drug use and associated problems among juveniles
- Strategies to get guns out of the hands of juveniles

The prime goal of the State Plan remains essentially the same as the National Drug Control Plan in that disrupt and undermine drug sources, educate our young people to the danger of illegal drugs including the gateway substances of alcohol and tobacco, diminish the trafficking of narcotics in North Carolina, reduce the health and social burden of drug use on society, and to reduce drug related crime to protect communities.

North Carolina drug arrests were up across the board in every category by age, sex, and type of drug in 1997. There was a 11.1. % increase in the arrest rate for female offenders versus a male rate of 11.4%.

The most discouraging statistic that catapulted juvenile drug use to the forefront was the 8.8 percent increase in drug arrests for persons less than 18 with a total number of 4,478 such incidents statewide. These substance abuse trends among Tarheel youth would tend to bear out the fact that there has been a substantial "spillover" effect as reflected by the aforementioned five year increase in violent crime among juveniles.

Comparison of 1996 and 1997 Drug Arrests for Persons Under 18 Years of Age						
1996			1997			
Total	Male	Female	Total	Male	Female	Total % of change
4,393	3,907	486	4,778	4,209	569	8.8

Drug possession arrests in North Carolina continue to grow with 41,535 in 1997 which was up 4,519 more than 1996 reports. Marijuana continues to be the state's top "cash crop" accounting for more than 49 percent of those arrests.

The demographics of crime in North Carolina still remains largely an urban problem but the spreading out of core cities into suburbs which were once rural areas have blurred some of the traditional lines. The following chart will show some of that correlation.

Demographic Crime Index Comparison of Rural and Suburban Population					
1996 Suburban Group Population	Crime Index	Violent Index	1996 Rural Group Population	Crime Index	Violent Index
	287,649	32,054		105,235	10,300
1997 Suburban Group Population	Crime Index	Violent Index	1997 Rural Group Population	Crime Index	Violent Index
	289,925	33,440		107,135	10,945

The actions that were pinpointed for each of the problems are designed to attack each one of them in the broadest possible terms. Each strategy has a myriad of specialized programs and initiatives that can be used under each of those umbrellas. These strategy areas became the primary funding priorities for the Edward Bryne Program in North Carolina for 1999 included:

- Continued funding of School Resource Officers
- Drug Enforcement Investigators
- Cooperative Community Policing between State and Local law Enforcement Agencies
- Drug Treatment and prevention Programs
- Correctional Drug Treatment Initiatives
- Residential Substance Abuse Treatment Centers
- Nuisance Abatement Teams
- Multi-Jurisdictional Task Forces

These programs were very similar to the priorities in 1998 as the Law Enforcement Committee expressed the desire to continue on a path of proven success in meeting some immediate concerns of local communities with pressing crime problems. It has been anticipated that these programs will change and some phased out as the state moves into the next century with a much new and more well defined interests in overhauling the state's juvenile justice system.

V. Evaluation Plan for Byrne-Funded Programs

The Criminal Justice Analysis Center, the evaluative arm of the Governor's Crime Commission, is larger responsible for all evaluative studies, surveys, some local and many statewide research programs. They are the catalyst between agencies, the coordination of local agencies to participate in developmental analysis as designated by the committee structure.

The next great challenge for this exceptional research body is using its on versatility in doing what is considered the background work for the Commission so that informed future planning can be achieved. This systematic analysis will provide a clear understanding of how policy is affecting the lives of citizens and programmatic issues.

The following list includes individual projects and program descriptions that are presently set to get underway in 1999 or will have their results published later this year.

Assessment on Rural Community Policing

The University of North Carolina Center for Urban and Regional Studies is presently engaged in a developmental assessment of Community Policing in rural areas in North Carolina. They are coming near the completion of a study of four rural sheriff's departments. In this in-depth study, five major program objectives were set forward:

- to thoroughly describe the community policing programs in each sheriff's office.
- to describe the obstacles in adopting community policing.
- to develop a baseline for measuring the effectiveness of community policing.
- to identify the keys to the success of community policing in rural areas.
- to develop an effective proactive handbook specifically designed for sheriffs' offices.

Preliminary results were encouraging and the approaches appear to be very much different from those used in the larger metropolitan areas in the state. The final analysis will be completed shortly and a full report will be received for publication in this summer.

Law Enforcement Domestic Violence Units

This project is slated to give a broad perspective on the effectiveness of each operational segment of Domestic Violence Units in North Carolina. There are ten selected sites across the state with four focus law enforcement agencies that will provide models and comparisons of personnel selection, management styles and structure, extent of training, operations and program components. This study will also track general effectiveness and response to victims of domestic violence.

Juvenile Day Reporting Centers

As part of the nationally competitive Bureau of Justice Evaluation Partnership Program, North Carolina's two juvenile day reporting centers in New Hanover County (Wilmington) and Wake County (Raleigh) are being studied as pilot projects within the State's Juvenile Justice Reform Initiative. These two sites are being studied intensely by tracking recidivism, numbers of youth enrolled, effectiveness of mentoring modules, community service, restitution to victims, and educational progression.

Other essential programs and studies for evaluation that are in process include:

- Social Work and Police Partnership (SWAPP)
- After School Programs
- Domestic Violence - Polaroid Tracking Update
- Analysis of Geographic Information Systems for small Law Enforcement Departments (Mapping)

Future programs that are on the planning table for 1999 include:

- Development of a practical Crime Prevention handbook for Law Enforcement agencies with large non-native Hispanic populations
- In depth studies into the extent, source, and nature of gang related crime in North Carolina