

GOVERNMENT OF THE DISTRICT OF COLUMBIA

JUSTICE ASSISTANCE GRANT (JAG) APPLICATION FOR 2006 FUNDING



Submitted by:

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PROGRAM NARRATIVE (Attachment 1)

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program (42 U.S.C. 3750)

JAG funds can be used for local initiatives, technical assistance, training, personnel, equipment, supplies, contractual support, and information systems for criminal justice for any one of more of the following purpose areas:

- Law enforcement programs.
- Prosecution and court programs.
- Prevention and education programs.
- Corrections and community corrections programs.
- Drug treatment programs.
- Planning, evaluation, and technology improvement programs.

The District has chosen several priorities that match the above purpose areas for JAG.

The District of Columbia's Priority Areas

In order to achieve the goals of reducing the crime rate in the District, five priority areas are identified for Justice Assistance Grant (JAG) funds for the four-year grant period. These priorities outline the types of programs the District will fund with JAG, and provide an analysis of the need for the programs. The narrative also identifies District-wide priorities and planning, and anticipated coordination efforts involving JAG and related justice funds. The priority areas identified for 2005 are:

1. In accord with the JAG stated priority area for prevention and education programs the District will fund community and neighborhood programs that assist citizens in preventing and controlling of crime. Such programs could include community watch programs, graffiti removal, etc.
2. The JAG program endorses drug treatment as a purpose area for the 2006 solicitation. Given the high level of drug related crimes in the District funding will be provided for programs which identify and meet the treatment needs of families with adult and youth drug and alcohol dependency.
3. Within the context of the law enforcement purpose area the District will continue efforts to intervene through programs that use mediation as a means to reduce gang related violence. When necessary law enforcement will be used for interdiction related to violent gang activity

and to identify youth who are involved in or are at risk of involvement in gangs.

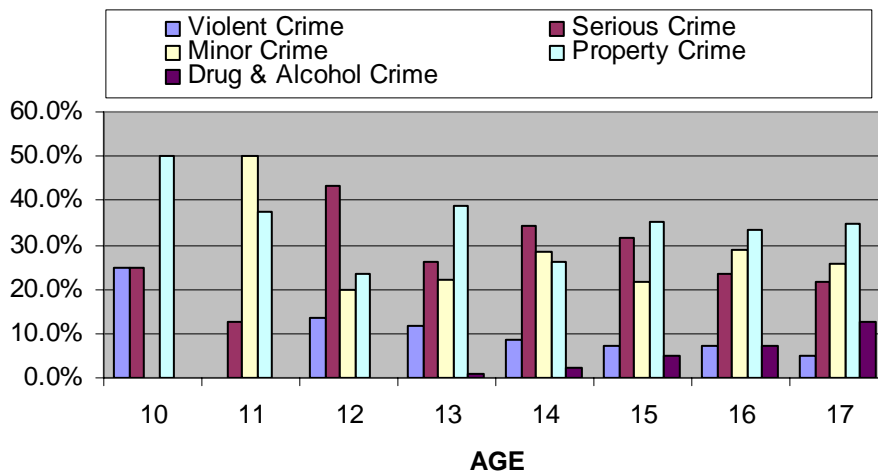
4. Because the use of technology is so important to effective and efficient law enforcement and public safety, the District plans to continue to increase the technology capability across all criminal justice agencies for the purpose of information sharing, planning, evaluation, and technology improvement.
5. The District of Columbia has experienced high rates of criminal activity connected with the unauthorized use of vehicles and other related offenses among a much younger population. We know that many of these violations relate to the need for stronger family support mechanisms. To this end, funding will be directed toward programs that impact families whose children are involved in not only UUVs but other criminal offenses that result reflect a need for family interventions.
6. in the unauthorized use of vehicle and other offenses.

The goals and objectives for the 2005 JAG Program are based on the District's public safety and justice mission. Our goals are undertaken in collaboration with, or in support of local government agencies, federal government agencies, the courts and community based organizations. This collaboration is supported by the D.C. Criminal Justice Coordinating Council as part of our short and long term strategy for the city

Priority Area for the District of Columbia: *Youth/Family Delinquency Intervention (juvenile drug dealers).*

Figure 1.

Cases Referred to Juvenile Court by Offense Type as a Percentage of Age



- The percentage of offenses related to alcohol and drugs appears to increase each year beginning at the age of 13, subsequently the percentage of violent crimes appears to decrease each year.

The District continues to recognize that juvenile delinquency requires intervention strategies that include family assessment and strengthening. We have learned that engaging the entire family dynamic and addressing dysfunction in the home-life has a lasting impact on reversing delinquent behavior. To that end, we will continue to support the programs that intervene in the lives of families whose children are on the fringe or presently involved in criminal activity of every sort including drug use and distribution. This approach involves intensive intervention from social service agencies, community based organizations and law enforcement arenas. Such a program will intervene in order to disrupt dysfunctional patterns of behavior that place families at risk.

How the National Drug Control Strategy relates to: “Youth/family Delinquency Intervention (juvenile drug dealers)”:

1. “Stopping Use Before it Starts: Education and Community Action”
2. “Healing America’s Drug Users: Getting Treatment Resources where they are needed.”
3. “Disrupting the Market: Attacking the Economic Basis of the Drug Trade.”

Priority Area for the District of Columbia: Family Substance Abuse Intervention and Treatment.

Recently, the District of Columbia has been experiencing the reemergence of powerful and dangerous drugs such as PCP and PCP mixed with marijuana (the street name called “love boat”), along with all the others—heroin, cocaine, ecstasy, and more. In addition, the District’s population of substance abusers and drug dealers are becoming younger and younger. According to the Household Survey (2000) conducted by the D.C. Addiction, Prevention and Recovery Administration, nearly one in ten District residents reports using an illicit substance on a past time basis. In addition, one in five young adults between 18 and 24 use illicit drugs. The connection between illicit drug use and crime is acutely apparent among the District’s arrestees. Over half of the adult males arrested in the District test positive for illicit substances.

We have identified a major gap in our ability to offer residential treatment to the juvenile population along with the adult population. The District will continue to support comprehensive programs that identify adults and youth entering the criminal justice system who test positive for illicit drugs and who are further assessed and require intensive in-patient or out-patient treatment and follow-up care. With the understanding that substance abuse in many cases is not isolated to one member of the family, a subject’s entire family profile will be examined in

order to detect other abusive behavior within the family unit that would put that person at risk upon release from a treatment regime. Early intervention and treatment can be critical in addressing criminal behavior and violence associated with drug usage.

How the National Drug Control Strategy relates to: “Youth/Family Delinquency Intervention”:

1. “Stopping Use Before it Starts: Education and Community Action”
2. “Healing America’s Drug Users: Getting Treatment Resources where they are needed.”
3. “Disrupting the Market: Attacking the Economic Basis of the Drug Trade”

Priority Area for the District of Columbia: Drug-Gang Mediation-Interdiction

Within the District, approximately 60 open air drug markets have been identified that are controlled by “drug” crews. These distribution markets are located in low income communities as well as main corridors into and out of the District. Reducing drug related crime requires that the District continue to target these groups through law enforcement and community outreach. The history of street violence in the District in great part stems from the turf wars of drug-gangs who have been readily identified throughout the City. Although the District continues to direct resources to identified “Hot Spots” throughout the City in an effort to eradicate drug markets and the violence precipitated from these markets, this effort requires a broad approach that includes 1) developing opportunities for mediation between rival gangs who have been in deadly conflict for decades; and

2) disrupts the supply, drug sales and associated violence through law enforcement interdiction efforts. Such efforts will garner intelligence and the cooperation of other agencies through the sharing of critical information.

It will also seek to attack the financial infrastructure of the District's drug-gang distribution network that spans the city; 3) finally; the District will take a holistic approach to intervention by recognizing the powerful influence of the family structure in fostering gang involvement or deterring it. The family structure will be examined again looking at levels of dysfunction and abuse that undermines the health and welfare of the family and community.

How the National Drug Control Strategy relates to: "Drug-Gang Interdiction":

1. "Stopping Use Before it Starts: Education and Community Action"
2. "Healing America's Drug Users: Getting Treatment Resources Where they are Needed."
3. "Disrupting the Market: Attacking the Economic Basis of the Drug Trade"

PROGRAM EVALUATIONS

The JGA evaluation process will be conducted by the Office of the Criminal Justice Coordinating Committee (CJCC). Created by Congress (PL 107-180), and the DC Council (D.C. Code's 22-4234), the CJCC is an independent agency dedicated to improving the administration of criminal justice. The CJCC will use a holistic approach to evaluating the grant programs. The CJCC has completed an evaluation of JAG sub-grant projects for FY '05. This evaluation resulted in a number of recommendations that will be integrated into the upcoming evaluations of sub grantees in FY 2006. These include a more rigorous outcome evaluation and greater focus on the program's impact on public safety priorities in the District.

SELECTED PROGRAMS

1. Name of Program: Citizen Partnerships and Empowerment
2. National Priorities :
 - 1.2-- Developing Comprehensive, Multidisciplinary Programs that Include the Community in Program Planning and Implementation
 - 1.1-- Improving the Criminal Justice System's Ability to Deal with Drug and Violent Crime
 - 1.11 (a) (b) (c) -- Promoting the Goal of the National Drug Control Strategy
3. JAG Purpose Areas:

- 2) Prosecution and court programs.
- 3) Prevention and education programs.
- 4) Drug treatment programs.

4. Program Description:

Involvement is the key to reducing crime and improving the quality of life in the community. Focusing services on high risk populations was identified as a first or second priority by 25% of respondents at the 2004 Citizen Summit. By working together, citizens can revitalize and rebuild distressed neighborhoods.

The goal established for this program area is to improve the quality of life in the neighborhoods by assisting citizens in preventing and controlling crime through citizen-led and assisted initiatives.

Strategies include community policing partnerships and crime prevention programs. This approach includes equipping citizens with tools to assist them in patrolling their communities and reporting on criminal activity with a minimum of risk. This program area also supports training and capacity development.

Resident watch groups, create better communication links between community and police, and build the leadership capacity of targeted residents in the areas. The program must develop and implement a Policing for Prevention Leadership Institute that will build the capacity of community residents, police and city agencies to better dialogue and problem-solve in targeted neighborhoods.

The program goals are to (1) build the capacity of community, police and city agency representatives to better understand each other's role in public safety, dialogue and problem solve for effective community change, and (2) to bridge the gap between community and police (specifically referring to communication, trust and respect), and (3) to build the capacity of the community to be a more effective and informed partner with the police in addressing local problems.

5. Performance Measures:

- a. Number of citizens involved in programs
- b. Number of juveniles served by programs
- c. Number of elderly citizens served by programs
- d. Number of Citizens/Officers Attending Meetings
- e. Number of Formal Citizen/Officer Training Sessions Held
- f. Number of Citizens/Officers Attending Training Sessions
- g. Number of Citizens Equipped with Communications Equipment
- h. Number of Citizen Communications Reporting Criminal Activity to Police
- i. Number of Offenders Arrested Based upon Citizen Communications Reporting Criminal Activity to Police
- j. Number of Offenders Prosecuted Based upon Citizen Communications Reporting Criminal Activity to Police
- k. Development of Agenda/Process for Building Community Capacity
- l. Development of Curriculum/Plan to Inform each Group as to others Role and on Effective Community Change
- m. Qualitative Discussion of Lessons Learned, Best Practices, Successes and Failures

Selected Program Number 2

1. Name of Program: Information sharing

2. National Priorities :

1.2-- Developing Comprehensive, Multidisciplinary Programs that Include the Community in Program Planning and Implementation

1.1-- Improving the Criminal Justice System's Ability to Deal with Drug and Violent Crime (a) (b) (c)--Promoting the Goal of the National Drug Control Strategy

3. JAG Purpose Area:

- 5) Planning, evaluation, and technology improvement programs.

4. Program Description:

This program area seeks to continue to enhance the public safety agencies' ability to use technology to enhance the information systems maintained by Justice Agencies within the District. The technology infrastructure is complex because of the local, federal and court agencies involved in the public safety and justice arena in D.C. As a result the system will continue to need maintenance, upgrades and development in order to improve information access to multiple existing systems; provide improvement to Internet, Intranet, wireless communication in secure environments and web-based technology to support data access, data sharing, and notification functionality without disrupting existing individual agency legacy systems.

This will provide access to Justice Agency data and ensure the level of security, privacy, and confidentiality mandated by laws and regulations.

The District has implemented an Integrated Justice Information System JUSTIS, an application that will enable more effective processing of cases and better sharing of information with partners in the criminal justice community within the District. This project proposes further development of JUSTIS to continue to respond to the needs of the DC agencies that must exchange data across the criminal justice community.

5. Performance Measures

- a. Number of records automated
- b. Number of systems enhanced or automated

Selected Program Number 3

1. Name of Program: Criminal Justice Coordination and Planning

2. National Priorities:

- 1.2-- Developing Comprehensive, Multidisciplinary Programs that Include the Community in Program Planning and Implementation
- 1.1-- Improving the Criminal Justice System's Ability to Deal with Drug and Violent Crime
- 1.11 (a) (b) (c) -- Promoting the Goal of the National Drug Control Strategy

3. JAG Purpose Area:

- 6) Planning, evaluation, and technology improvement programs.

4. Program Description:

The District will use this funding to continue critical research and analysis activities that enhance the system-wide strategic planning capabilities of the District's justice system. With the means to fund this evaluative and management function, the District is much better positioned to identify and address important areas that require attention as the criminal justice system moves towards a more cohesive and streamlined entity. This program area is fundamental to the structure of the city's federal and local agencies as they work together to coordinate activities and institute innovative approaches that serve the city better. This funding will help to guide the further commitment of grant dollars towards a city-wide criminal justice plan.

Program goals are to (1) produce ongoing evaluations of grant funded initiatives under the local JAG Program, and (2) enable the District to begin to measure the effectiveness of various initiatives as they address the five DC priorities outlined in this strategic plan.

5. Performance Measures

- a. Number of Management Evaluation Protocols Developed
- b. Number of Evaluations Conducted
- c. Number of Research and Analysis activities Conducted
- d. Number of Reports/Studies Published

Selected Program Number 4

1. Name of the Program: Family Substance Abuse Intervention and Treatment
2. National Priorities :
 - 1.2-- Developing Comprehensive, Multidisciplinary Programs that Include the Community in Program Planning and Implementation
 - 1.1-- Improving the Criminal Justice System's Ability to Deal with Drug and Violent Crime
 - 1.11 (a) (b) (c)--Promoting the Goal of the National Drug Control Strategy

3. JAG Purpose Area:

5) Drug treatment programs.

4. Program Description

- After a six-year decline (1997-2002) in juvenile arrest, the number of arrests increased for two consecutive years in 2003 and 2004.

Given the high percentage of juveniles who commit crimes and test positive for substance use, the District is interested in piloting a treatment alternative that provides a comprehensive approach to eligible juveniles and their families. The juvenile and his or her parents are required to participate in an intensive treatment regimen. Sanctions, for the juvenile may range from community service to short term detention to encourage participation. Sanctions for parents and guardians could include civil contempt. Rewards are integrated into the program model.

Because of the multiple determinants involved in juvenile substance abuse as well as criminal behavior, this model proposes intensive family intervention in conjunction with a residential treatment model. Juveniles are still very much influenced by their families; therefore, the addiction model of treatment must focus on the individual within the context of their family.

With this understanding, significant caregivers may be invited, or court ordered, to participate in their or their child's, drug treatment. The caregivers may be required to reside with the youth in the program for three months. Normal daily activities would be continued (work, school, etc.); however, the family would have to commit to residing in the program and participating in the treatment components. A family assessment would guide the treatment components.

Youth who do not receive sufficient parental guidance, who are not emotionally supported by their parents, who live in families with high levels of family conflict, or who have substance-addicted parents are at increased risk of being further submerged in the culture of substance abuse and juvenile crime. This model would be tailored to the particular strengths and weaknesses of the youth and family with specific interventions designed and modified as needed to fit the changing circumstances of the family. Residential treatment interventions or community based treatment will also be flexible in their intensity, focus, and duration. Treatment could last from three to six months

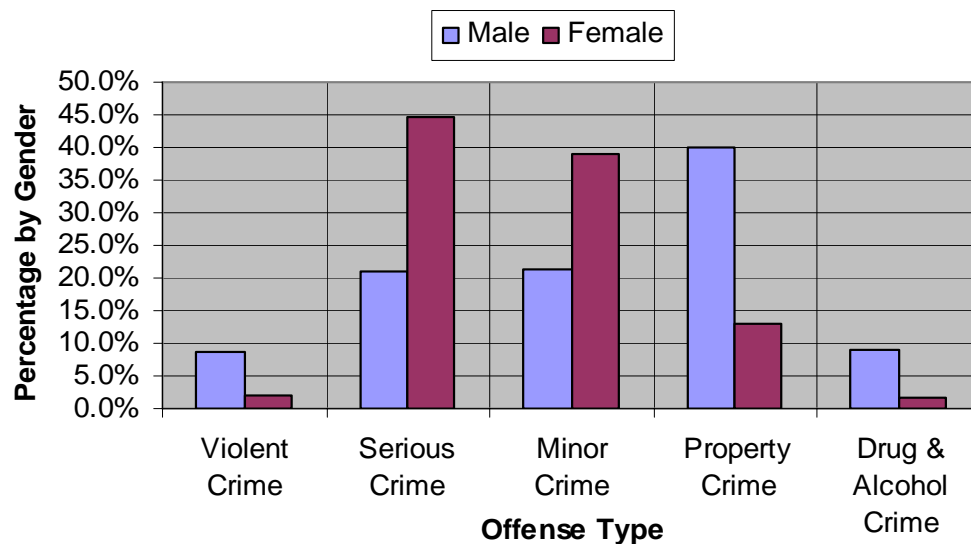
The treatment team or case manager must ensure that the treatment intervention is carefully monitored so that interventions can be adequately modified as needed. Upon completion of a residential component case managers would provide active follow up for two months and crisis intervention for four months.

The predictors of relapse among youth is in direct correlation to high levels of parental support, limited lifetime exposure to drug-abusing family members, increased association with pro-social peers, limited association with drug-using peers, improvements in emotional functions, a flexible coping repertoire, and improvements in the ability to function in school and recreational settings.

Therefore this model will target youth who are on probation or committed to the Department of Human Services, Youth Services Administration (YSA) and found to test positive for drug dependence. Youth will be identified by their probation officer or YSA worker and may be asked or required to participate in the program.

Figure 4

Cases Referred to Juvenile Court by Gender and Offense Type



5. Performance Measures

- a) Number of Children/Youth Provided Treatment
- b) Number of Adults Provided Treatment
- c) Number of Families Provided Treatment as a Unit
- d) Number of Institutional/Residential Based Programs Participating
- e) Number of Community Based Programs Participating
- f) Number of Drug and Alcohol-Focused Programs

- g) Number of Programs Developed by Type (Child, Adult, Family)
- h) Number of Programs by Duration-Length of Treatment
- i) Qualitative Discussion of Lessons Learned, Best Practices, Successes and Failures

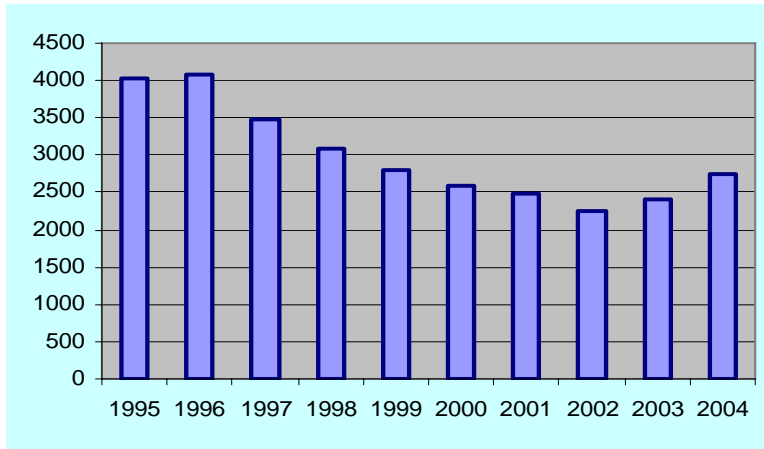
Selected Program Number 5

- 1. Name of the Program: Drug-Gang Mediation and Interdiction
- 2. National Priorities:
 - 1.2-- Developing Comprehensive, Multidisciplinary Programs that Include the Community in Program Planning and Implementation
 - 1.1-- Improving the Criminal Justice System's Ability to Deal with Drug and Violent Crime
 - 1.11(a) (b) (c)—Promoting the Goal of the National Drug Control Strategy
- 4. JAG Purpose Area:
 - 1) Law enforcement programs.

5. Program Descriptions:

Figure 2.

Juvenile Arrests Ages 10-17,
1995-2004



Source: MPD Arrests and Charge Data 1995-2004

Drug crews and the constant battle over market territories have continued to disrupt the peace of communities and claim the lives of many. As part of District-wide public safety strategy, the city has identified “Hot Spots” where there are high rates of violent criminal activity in general. The District will continue to direct resources to identified “Hot Spots” throughout the City in an effort to eradicate drug markets and the violence precipitated from these markets. This effort takes a three pronged approach that will seek to 1) continue to seek opportunities for mediation between rival gangs who have been in deadly conflict for decades;

2) seeks to disrupt supply and marketing of drugs and associated violence through law enforcement interdiction efforts. Such efforts seek intelligence and the cooperation of other agencies through the sharing of critical information.

It will seek to attack the financial infrastructure of the District's drug-gang distribution network that spans the City; 3) finally; the District will take a holistic approach to intervention by recognizing the powerful influence of the family structure in fostering gang involvement or deterring it. The family structure will be examined again looking at levels of dysfunction and abuse that undermines the health and welfare of the family.

6. Performance Measures

- a. Number of records automated
- b. Number of systems enhanced or automated

Selected Program Number 6

1. Name of the Program: Youth-Family Delinquency Intervention

2. National Priorities:

1.2-- Developing Comprehensive, Multidisciplinary Programs that Include the Community in Program Planning and Implementation

1.1-- Improving the Criminal Justice System's Ability to Deal with Drug and Violent Crime

1.11 (a) (b) (c)--Promoting the Goal of the National Drug Control Strategy

3. JAG Purpose Areas:

- 1) Law enforcement programs.
- 3) Prevention and education programs.
- 5) Drug treatment programs.
- 6) Prosecution and court programs.

4. Program Description:

This program model addresses the collective concern that for many of these youth, parents have either neglected their responsibility in monitoring and properly supervising their children or don't feel equipped to handle the challenges that they face in competing with the demands of the street on their youngsters.

In many cases there are a myriad of issues that need to be addressed in order to stabilize the children and their families. For this reason this program is designed to provide not only supportive training in parenting skills, but it will be a home based intervention model.

Intensive psychological support and therapeutic intervention will be provided and flexible wrap around services will be an integral part of the intervention. This component is important because often these youngsters need alternative options to occupy their time such as camps, sports, school intervention, medication etc. The therapeutic intervention team would be equipped with access to the necessary tools to stabilize the family and support the youth who are involved in the program. Teach budgetary, housekeeping and link families with community resources such as GED and job training programs, clothing and food banks and help them get referrals to legal, medical, mental health and substance abuse services.

This initiative is designed to prevent youth from getting involved in more serious crimes and to protect them from harmful consequences of their actions by focusing on the family unit for intensive supervision. There is a general consensus that for these younger children parents must be integrally involved in their lives. There is a commitment to providing responsible supervised diversion options for these young children with the expectation that given the appropriate series of services they can be assisted in turning to more productive behavior.

To insure parental responsibility and to facilitate optimum cooperation and use of the intervention available, these young people and their families are court ordered to participate in the program.

5. Performance Measures:

- a) Number of Juvenile Interventions/Programs Ongoing
- b) Number of Family Interventions/Programs Ongoing
- c) Range and Frequency of Services Provided
- d) Number of Programs Discontinued and Returned to Courts by Cause (Child, Adult, Family)
- e) Number of Juveniles Completing Their Programs
- f) Number of Families Completing Their Programs
- g) Number of Programs by Duration-Length of Treatment
- h) Qualitative Discussion of Lessons Learned, Best Practices, Successes and Failures

PROGRAM BUDGET

Program Title	Estimated Number of Projects	Purpose Areas	Estimated Amount of Federal Funds
Citizens Partnership and Empowerment	3	2, 3, 4	Federal Funding Not Yet Determined (FFNYD)
Information Sharing	1	5	FFNYD
Evaluation Project	1	6	FFNYD
Family Substance Abuse Intervention and Treatment	4	5	FFNYD
Drug-Gang Mediation and Interdiction	2	1	FFNYD
Youth/Family Delinquency Intervention	4	1, 3, 5, 6	FFNYD
Administrative Costs			10% of Federal Funding (Maximum)
TOTAL	15		FFNYD

BUDGET NARRATIVE (Attachment 2)

Use of Administrative Funds

Administrative Funds will be used to support program operations, personnel costs and program manager functions associated with the Statewide Strategy. These include costs for the administrative, management, application development, sub-granting, monitoring and evaluation of the JAG Program.

1.75 FTE's are required to manage the program's operations. The break-out is as follows:

Program Manager (100%)

Managerial Supervisor (25%)

Senior Accounting Officer (25%)

Administrative Assistant (25%)