

GAO

Report to the Chairman, Information,  
Justice, Transportation and Agriculture  
Subcommittee, Committee on  
Government Operations, House of  
Representatives

April 1993

# WAR ON DRUGS

## Federal Assistance to State and Local Drug Enforcement



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**General Government Division**

B-251139

April 29, 1993

The Honorable Gary A. Condit  
Chairman, Information, Justice,  
Transportation and Agriculture Subcommittee  
Committee on Government Operations  
House of Representatives

Dear Mr. Chairman:

This report responds to your request that we review federal funding and oversight of multijurisdictional task forces (MJTF), which are local entities created to integrate federal, state, and local drug enforcement efforts. Under the provisions of the Anti-Drug Abuse Act of 1988, the federal government provides funding for MJTFs through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. The act stipulates that the Byrne program is to be administered by the Bureau of Justice Assistance (BJA) within the U.S. Department of Justice. BJA works with state<sup>1</sup> agencies—through which Byrne program funds are distributed—to monitor, evaluate, and report on MJTFs and other state and local drug law enforcement projects funded by the program.

Our objectives were to (1) describe MJTF funding and its uses under the Byrne program, (2) determine how MJTFs coordinate investigations with Drug Enforcement Administration (DEA) state and local task forces located in the same cities, and (3) examine how MJTF activities and funding are monitored, evaluated, and reported.

**Results in Brief**

About one-third of the \$1.4 billion in Byrne program formula grants awarded over the past 4 years was used to fund MJTFs, which made the MJTF purpose the largest of the 21 purposes for which Byrne program funds were used. State officials reported that in fiscal year 1991 they spent about \$139 million of Byrne program money to fund 881 MJTFs. These officials reported that the MJTFs used the funds for expenses such as personnel costs, equipment purchases, and rental of vehicles and building space.

Fifty-two localities had both an MJTF and a DEA state and local task force. Generally, MJTFs funded by the Byrne program targeted investigations toward local drug problems, while DEA state and local task forces

<sup>1</sup>State, as used in this report, includes any of the 50 states, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Northern Mariana Islands, and American Samoa.

investigated cases with interstate and international implications. However, MJTFs and DEA task forces sometimes worked together and had undertaken joint investigations. In all 13 locations visited, MJTF and DEA task force personnel generally characterized their working relationships as cooperative.

Weaknesses in BJA's implementation of its Byrne program monitoring and reporting responsibilities indicated BJA was not complying with its monitoring and reporting requirements. Although BJA made some improvements in its monitoring efforts following a 1991 Department of Justice Inspector General report, a BJA official said that because of travel fund limitations, BJA did not follow its own monitoring policy that requires each state to be visited at least once a year and that these visits be documented. Confusion over BJA's guidance to the states had apparently contributed to inconsistent state reporting on the use of Byrne program grant funds and to failure by about half the states to meet BJA's requirement to submit annual reports on each of their projects. BJA officials said that they had revised the reporting forms and clarified the instructions for the 1993 grant year.

## Background

Byrne program grants are the primary source of federal financial assistance for state and local drug law enforcement efforts. As authorized by the Anti-Drug Abuse Act of 1988, the Byrne program has both a formula and discretionary grant component.<sup>2</sup> The formula grant component assists the state and local governments in their efforts to improve criminal justice programs that focus on drug control, violent crime, and serious offenders. The discretionary grant component provides funding to public and private organizations to test new techniques for controlling crime and drugs and provides training and technical assistance to help state and local criminal justice agencies implement these techniques and innovative programs. This report focuses on the formula grant component because formula grants account for about 90 percent of the Byrne program funding.

Byrne program formula grants are allocated among the states on the basis of population and can be used to fund projects for any of the 21 purposes established for the program in the 1988 act. Examples of authorized purposes for which funds can be used, in addition to MJTFs, include programs that identify and meet drug and alcohol offenders' treatment needs and programs to strengthen drug law enforcement and prosecution

<sup>2</sup>See Office of Justice Programs: Discretionary Grants Reauthorization (GAO/GGD-93-23, Nov. 20, 1992) for information on the discretionary grant component of the Byrne program.

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efforts. (See app. I.) Funds must be used by states and local governments to improve the criminal justice system, with the Byrne program funds paying up to 75 percent of a project's cost and the state or project responsible for the remaining 25 percent.

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## Objectives, Scope, and Methodology

In addressing our first and second objectives—to describe how formula grant funds are used by MJTFs under the Byrne program and to determine how MJTFs and DEA state and local task forces collocated in the same cities coordinate investigations—we focused solely on MJTFs. However, our work for the third objective—to examine how task force activities and funding are monitored, evaluated, and reported—focused more broadly on Byrne program formula grant projects in general. For example, our questionnaire (described later in this section) asking states for information about their monitoring, evaluation, and reporting of Byrne program activities included questions about projects under all 21 purposes.

We chose this approach because the monitoring, evaluation, and reporting requirements under the Byrne program are basically the same for all project types, regardless of purpose, and we did not want to create an artificial distinction between MJTF projects and projects funded for other purposes. An advantage of addressing the third objective more broadly is that it enabled us to draw conclusions about monitoring, evaluation, and reporting as they pertain to the entire Byrne program.

To address our objectives, we met in Washington, D.C., with federal officials from the Office of National Drug Control Policy, BJA, the National Institute of Justice (NIJ), Office of the Comptroller (Office of Justice Programs), DEA, and the Organized Crime Drug Enforcement Task Force. We also met with an official from the Justice Research and Statistics Association, a vendor that does considerable work relating to MJTFs funded by the Byrne program.

To obtain information on program operations at the state level, we judgmentally selected four states—Massachusetts, New Jersey, New York, and Texas—where, at the time of our selection, the Byrne program funded 125 MJTFs, 18 of which were collocated in jurisdictions with DEA state and local task forces. In these states, we met with state officials responsible for administering the Byrne program grants, officials from 13 MJTF projects within these states, and officials in DEA field offices. (See app. II.) We discussed with MJTF and DEA officials the extent that cooperation and coordination occur between MJTFs and DEA state and local task forces.

MJTFs within the states were judgmentally selected on the basis of the amount of grant funds involved and their being located in the same jurisdiction as a DEA state and local task force. (See app. III.)

We reviewed BJA financial information for fiscal years 1989 through 1992 on the Byrne program formula grant money available, on the amounts allocated to the states, and on the states' allocation to the various purpose areas. We also reviewed annual reports from BJA and NIJ; evaluation reports prepared by NIJ, the Justice Research and Statistics Association, the states, and others; and copies of BJA and NIJ procedures and guidelines relating to monitoring and evaluation requirements.

We reviewed the Department of Justice's Office of the Inspector General's Inspection Report on the Office of Justice Programs and Justice Management Division's Management Review of the Office of Justice Programs. In addition, we sent a questionnaire to all 56 states to obtain information on monitoring, evaluation, and reporting of Byrne program formula grant activities, including the MJTFs funded through the program. (See app. IV.) All states responded.

We did our work between August 1991 and January 1993 in accordance with generally accepted government auditing standards.

## MJTF Funding and Its Uses Under the Byrne Program

On the basis of state funding applications, states have consistently planned to allocate about one-third of the annual Byrne program appropriation to MJTFs, making task forces the largest of the program's 21 authorized spending purposes. Table 1 shows that from fiscal year 1989 through fiscal year 1992, the amount of funding states said they planned to allocate for MJTFs increased each year.

**Table 1: Byrne Program Formula Grant Appropriations and Amount States Planned to Allocate to MJTFs, Fiscal Years 1989-1992**

<b>Fiscal year</b>	<b>Byrne program formula grant appropriations (thousands)</b>	<b>States' planned allocation to MJTF projects (thousands)<sup>a</sup></b>	<b>Percent of planned allocation of appropriation</b>
1989	\$118,800	\$44,700	38
1990	395,101	129,154	33
1991	423,000	134,627	32
1992	423,000	157,143	37
<b>Total</b>	<b>\$1,359,901</b>	<b>\$465,624</b>	<b>34</b>

<sup>a</sup>These amounts are estimated allocations made by the states in their annual application for Byrne program funds. For fiscal year 1991 data, the \$134,627,000 in the table differs slightly from our questionnaire results of \$138,706,314 because the questionnaire data are based on respondents' accounts of actual expenditures.

Source: BJA and GAO calculations.

In our questionnaire, 52 of 56 states reported that during fiscal year 1991 they used \$139 million of Byrne program grant money to fund 881 MJTFs.<sup>3</sup> The amount that each state allocated to MJTFs ranged from \$111,000 to over \$23 million. (See app. V.) The percentage of states' Byrne program funds allocated to MJTFs varied considerably because of the different needs states identified. For example, New York used 2.6 percent of its Byrne program funds to fund four MJTFs in fiscal year 1991, and Wyoming used 100 percent of its grant to fund six MJTFs.

### What Task Forces Bought With Byrne Program Funds

Generally, states reported that Byrne program funds were used by MJTFs for similar expenditures. The 52 states that provided funding data for MJTFs in fiscal year 1991 said the funds were used for expenses that included base salaries and overtime pay of personnel assigned to the task forces, equipment purchases, rental expenses, and confidential funds (informant expenses).

Personnel was the largest expenditure, with states reporting that MJTFs spent an average of 57 percent of their grant funds for salaries and overtime pay of task force members. Of the remaining funds, states reported that equipment purchases were the next largest expenditure (17 percent), followed by confidential funds (11 percent), other expenses (10 percent), and rental expenses (6 percent). (Percentages do not equal 100 because of rounding.) (See app. IV.)

<sup>3</sup>Three states said they did not use Byrne program funds for MJTFs, and one state said it did fund one MJTF in fiscal year 1991 but at the time of our survey could not provide the total amount funded because funds were still being expended.

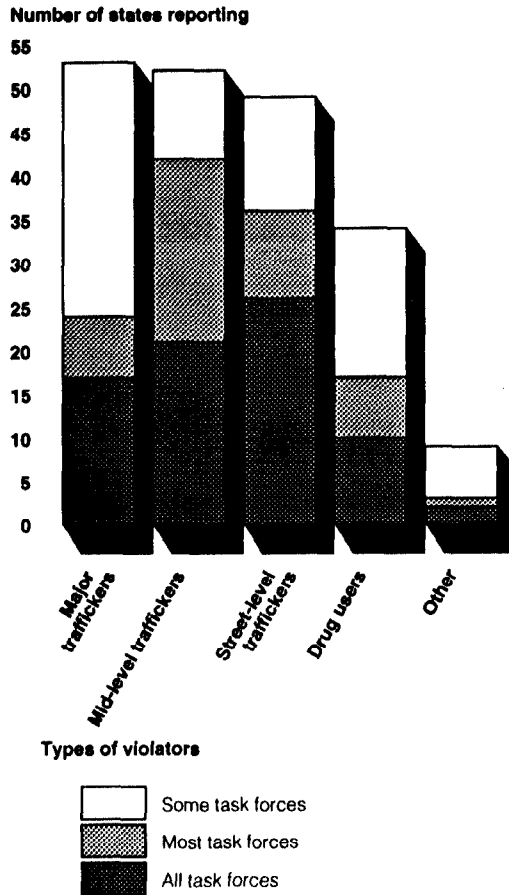
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**MJTF Investigations  
Focused Primarily on Drug  
Traffickers**

Our questionnaire asked states which groups MJTFs targeted for investigations. As indicated in figure 1, states reported that all levels of drug law violators—from major drug organizations to drug users—were targets of investigations by Byrne-funded MJTFs. States also reported that some MJTFs targeted more than one type of violator. Fourteen states told us that none of their MJTFs targeted drug users. Ten states told us that all of their MJTFs, to some extent, targeted drug users. (Our questionnaire did not provide the states with definitions as to which groups to include in the various target categories.)



**Figure 1: Types of Violators Targeted by MJTFs**



Note 1: Fifty-three states responded that they used Byrne program funds for MJTFs.

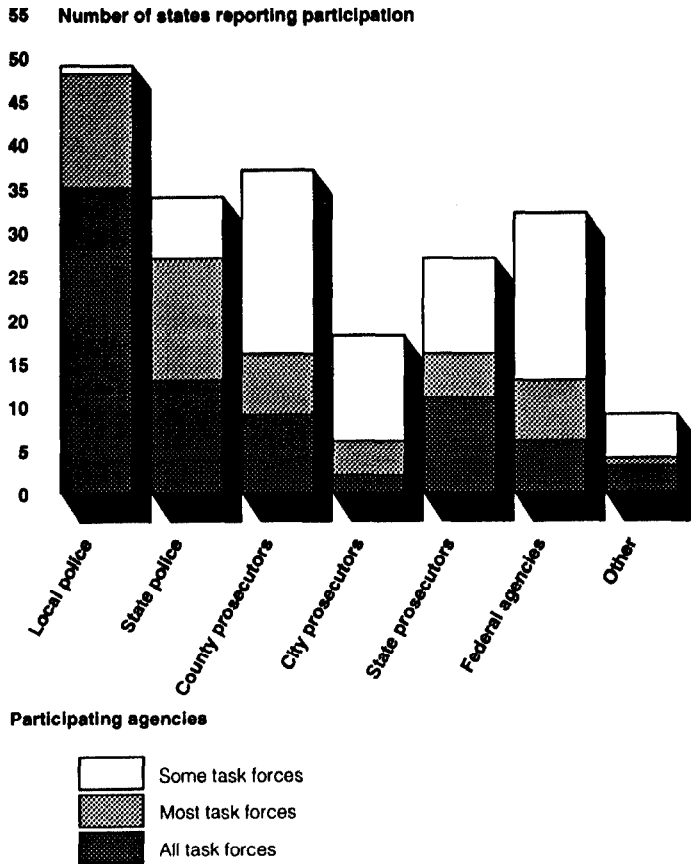
Note 2: "Other" includes street gangs, marijuana growers, and career criminals.

Source: GAO questionnaire on Byrne program.

**Agencies Participating in MJTFs**

Participants in the MJTFs can include law enforcement and other criminal justice personnel representing agencies at the federal, state, and local levels. As shown in figure 2, 35 states reported participation by local police (county and municipal) in all Byrne-funded MJTFs, while another 14 states reported local police participation in most or some Byrne-funded MJTFs. Fewer states reported participation by state police; county, city, and state prosecutors; and federal agencies.

**Figure 2: Agencies Participating in MJTFs**



Note 1: Fifty-three states responded that they used Byrne program funds for MJTFs.

Note 2: "Local police" includes county and municipal police departments.

Note 3: "Other" includes such agencies as sheriffs' departments and departments of corrections.

Source: GAO questionnaire on Byrne program.

## MJTF and DEA Task Force Relationship Characterized as Cooperative

Fifty-two cities have both MJTFs and DEA state and local task forces. (See app. VI.) DEA state and local task forces were generally involved in investigations with interstate and international implications. Generally, MJTFs funded by the Byrne program focused on investigations that targeted local drug problems. At the 13 locations we visited where both task forces were in operation, MJTF and DEA task force personnel generally characterized their working relationship as cooperative and said there was

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no significant overlap or duplication of effort in their respective task forces. Most contact between the task forces was characterized as being on an as-needed basis and, even though there were usually no formal agreements between them, periodic communication (e.g., telephone calls, meetings, intelligence sharing) did occur.

According to local MJTF officials, MJTFs referred cases to DEA task forces, or both task forces worked together on joint investigations. For example, New York's Suffolk County East End Task Force, an MJTF, was involved in the discovery of a major cocaine laboratory, and the investigation ultimately revealed international connections to a major drug ring, the Cali drug cartel. The DEA task force and the MJTF worked on this case together for a time, and then the MJTF turned it over to the DEA task force for further investigation.

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## Weaknesses Identified in Byrne Program Monitoring and Reporting

The Anti-Drug Abuse Act of 1988 requires BJA to monitor and evaluate Byrne program activities in the states. The act further requires the states, with BJA guidance, to do their own monitoring and evaluation of Byrne program projects and to submit annual project reports to BJA on project activities and results. BJA is required to submit an annual report to Congress describing Byrne program funding and other activities such as the results of state project evaluations.

Our work showed that BJA was not complying with its monitoring and reporting policies. We found that BJA did not visit each state annually and that not all state visits that were made were documented as required by BJA monitoring guidelines. In addition, inadequate BJA guidance contributed to incomplete or inconsistent reporting by the states.

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## States Not Visited Annually and Visits Not Always Documented

Program monitoring is a basic responsibility of federal grant-making agencies and provides information for agency management purposes and for preparing annual reports to Congress. To meet its program monitoring responsibilities, BJA policy requires its grant monitors to make an on-site visit, at least once a year, to the state agency responsible for administering the Byrne program. This visit is to include visits to selected projects within the state that were funded with Byrne program funds. BJA policy also requires that these state visits be documented. Following visits, BJA grant monitors are required to prepare and transmit a detailed report to the state agency identifying BJA's principal findings and recommendations.

Our work showed that BJA was not complying with its own requirements for making annual state visits and documenting all visits that were made. BJA documentation showed that staff visited 33 states in fiscal year 1990 and prepared monitoring reports for 9 of the visits; in fiscal year 1991, staff visited 41 states and prepared monitoring reports for 30 of the visits; and in fiscal year 1992, staff visited only 16 states and prepared monitoring reports for 9 of these visits. A BJA official said that annual state visits were generally limited to a 6-month period—April through September—because of the time required for (1) the federal appropriation to be made, (2) states to prepare their strategies, and (3) BJA to review and approve the strategies.

The monitoring issue was raised previously in an audit report done by the Department of Justice's Office of the Inspector General.<sup>4</sup> The report concluded that there was almost a total absence of effective monitoring by BJA of the Byrne program. The Inspector General found that during fiscal year 1989 and the first 6 months of fiscal year 1990, few of the states had received site monitoring visits, and these visits were not routinely documented in a written report. Although BJA subsequently reorganized and increased its staff in early 1991 from six people to eight, we found that state monitoring visits and documentation problems persist. In a discussion with a BJA official, he said that limited travel funds prevented annual visits to be made to all states. Considering the travel fund limitations, BJA should reassess the requirement for annual monitoring visits and enforce the requirement for documenting the results of these visits.

Under BJA guidelines, its grant monitors are required to visit a reasonable number of projects. (One grant monitor said that "reasonable" was three to four projects.) Although states generally select the projects for BJA to monitor, BJA can make its own monitoring selections. Our questionnaire results showed that from fiscal year 1989 through fiscal year 1991, BJA officials visited projects funded by the Byrne program in 49 of the 56 states.

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## BJA's Byrne Program Evaluation Responsibilities

The 1988 act requires BJA to cooperate with NIJ, the principal research and development agency in the Department of Justice, in the development of evaluation guidelines to assist the states in evaluating their projects funded through the Byrne program. These guidelines were published in

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<sup>4</sup>Inspection Report, U.S. Department of Justice, Office of the Inspector General, Report Number I-91-01 (Jan. 1991), p. 14.

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1989 and distributed to the states in 1990. The act also requires BJA to annually report to Congress on the results of state-performed evaluations. We found that BJA's annual reports have included such references. Additionally, BJA has contracted with research organizations, such as NIJ, to do evaluations of Byrne program projects, including MJTFS.<sup>5</sup>

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### Monitoring and Evaluation by States of Byrne Program Projects

States are required by the 1988 act to monitor and evaluate their Byrne program projects in accordance with such procedures as BJA may prescribe. The 1988 act also requires that each project contain an evaluation component developed using guidelines promulgated by NIJ in consultation with BJA.

Our questionnaire requested information on the monitoring and evaluation done by the states on Byrne program projects. Fifty-four of the 56 states responded that in fiscal year 1991, they made monitoring visits to projects within their states and provided feedback to at least some of the projects visited in writing and/or orally. In addition, most states said that projects are required to provide both financial and program result reports on at least a quarterly basis.

States used various criteria to select projects for evaluation, and respondents said reports were or will be prepared on the results of these evaluations. MJTFS, treatment needs of drug- or alcohol-dependent offenders, and drug-demand reduction programs were indicated by the largest number of states as the program areas in which evaluations have been conducted.

NIJ has published a summary of state and local drug control program assessment and evaluation reports. The summary contains the results of various evaluation research methods and findings pertaining to drug control programs across the states, including the Byrne program. In addition, the Justice Research and Statistics Association, through a grant from BJA, has compiled a listing of research that states have completed related to MJTFS. The association is also coordinator for BJA of a national consortium that has, over the past several years, developed performance monitoring standards for MJTFS.

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<sup>5</sup>The 1988 act requires NIJ to do a reasonable number of evaluations of Byrne-funded projects and annually report to the President, Attorney General, and Congress on the evaluation results.

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## Confusing BJA Guidance Has Contributed to Incomplete Reporting by States

The states are required to submit annual project reports to BJA for each project funded under the Byrne program. These reports are the primary source of data BJA uses to collect information on the activities and results of projects. BJA uses information from these reports to help monitor the Byrne program and to prepare its annual report to Congress. Confusion stemming from BJA's instructions about preparing these reports contributed to some states' failure to report on all of their projects.

Our questionnaire showed that 23 of the states did not submit annual project reports for all of their fiscal year 1991 projects. State officials reported that they did not submit these reports because they thought the reports were required only for completed projects or they thought the submission of the state's drug control strategy alone fulfilled the annual project report requirement.<sup>6</sup>

Part of this confusion is caused by BJA's instructions. BJA requires states to submit annual project reports for each project. Furthermore, in the year a project ends, the annual project report must be submitted within 90 days of the project's termination. However, the 1991 Byrne program instructions specified that annual project reports must be completed annually for each project or within 90 days of the project's termination. Seventeen states interpreted this to mean they could choose to report only for the year the project ended rather than each year.

Projects funded through the Byrne program can last beyond the year in which they are originally funded. In fact, MJTFs can be funded without a time limitation. Therefore, if annual project reports were not submitted yearly for the life of the projects, BJA would have little knowledge of the status of projects funded under the Byrne program. However, BJA officials said they took action in 1992 to improve submission of the annual project reports. They said that they revised progress report forms for the 1993 grant year and clarified instructions on when to complete the reports.

In addition, the 1991 Inspector General report found that many states were not submitting required annual project reports and that BJA did not have the capability to analyze those that it did receive.<sup>7</sup> BJA officials told us that BJA had been trying unsuccessfully to automate information from the annual project reports it receives from the states. They added, however,

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<sup>6</sup>When initially requesting a grant, the chief executive officer of a state must submit an application that includes a statewide strategy for control of drug and violent crime.

<sup>7</sup>Inspection Report, pp. 15, 16.

that a contract had recently been awarded to a vendor to automate the annual project report information.

### **Lack of Clear MJTF Definition May Lead to Inconsistent State Reporting**

We found that state officials were confused about the definition of an MJTF, a condition that contributed to inconsistent reporting by states on MJTF funding. Both the 1988 act and the fiscal year 1991 BJA grant program guidance and application kit stated that Byrne formula grant funds can be used for "multijurisdictional task force programs that integrate Federal, State, and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination, intelligence, and facilitating multijurisdictional investigations." However, BJA's instructions to the states for reporting on projects funded under the Byrne program defines multijurisdictional more specifically as "a project involving two or more separate State, local, and/or Federal agencies of the same type (e.g., city police for two separate cities) working cooperatively in a drug enforcement or other program effort, even if these agencies have some concurrent responsibilities (e.g., State police and Federal agents). A project where two or more agencies of the same governmental entity work together would not be considered a multijurisdictional project."

Officials from the states visited and questionnaire respondents told us that they believe the BJA guidance leaves open several questions about the extent to which certain task forces may be considered multijurisdictional. For example, in addition to including some MJTFs (as they defined them) under the Byrne program's MJTF purpose, they also classified some MJTFs under other purposes, such as "operational effectiveness of law enforcement" and "urban street drug sales enforcement." They also told us that some task forces classified as MJTFs were not multijurisdictional because they involved only one jurisdiction.

Our fieldwork in New York further illustrated the uncertainty over what should be included as an MJTF by the states. New York interpreted an MJTF as needing federal participation in addition to state and/or local participation. For this reason, New York reported its four regional task forces, which included federal participants, as MJTFs, while nine local task forces, operating without federal participants, were included under other Byrne program purposes.

Because of uncertainty over the definition of an MJTF, information BJA received from different states on the funding of MJTFs may have been prepared using inconsistent definitions. As the preceding examples

illustrate, states may or may not report a given task force as an MJTF, depending upon their interpretation of BJA's guidance. BJA officials said the 1993 instructions to the states provided examples of the types of projects to include as MJTFs.

## Conclusions

As administrator of the Byrne program, BJA's role is central to the Byrne program monitoring and reporting framework Congress required under the Anti-Drug Abuse Act of 1988. The act requires BJA to (1) directly monitor and evaluate program activities in the states; (2) guide state efforts to monitor, evaluate, and report on projects; and (3) report annually to Congress on Byrne program funding, evaluation, and other activities. Our work showed that BJA's implementation of its responsibilities could be improved.

We found that BJA staff were not following BJA's requirement of making annual visits to each state. Although we recognize that travel fund limitations may make it difficult for BJA staff to make annual visits, periodic site visits are necessary to monitor program activities in the states. In addition, BJA staff did not always prepare reports for those visits that were made. Such documentation is important because it provides a record of BJA's principal findings and recommendations resulting from the monitoring visits. If BJA travel fund limitations preclude annual site visits, BJA will not be able to comply with its requirement for annual monitoring visits to each state.

BJA's guidance to the states lacked clarity in two respects. First, confusion stemming from BJA reporting requirements for annual project reports—BJA's primary source of monitoring data—contributed to states' failure to submit the reports for some of their Byrne program-funded projects. For example, some states did not understand that they must submit annual project reports for each project, every year, up to and including the year the project is terminated. Without the annual reports, BJA may not have adequate information on state programs to carry out its program oversight responsibilities, including reporting to Congress on Byrne program activities. BJA officials said reporting forms for the 1993 grant year have been revised and instructions for submitting the reports clarified.

Second, states are confused about the definition of an MJTF, a condition that results from lack of clear BJA guidance. This confusion increases the likelihood that reporting on MJTF project funding and activities will be



inconsistent from one state to another. We believe that accurate state reporting on MJTFs and other projects is another important component of effective BJA and congressional oversight of the Byrne program. BJA officials said the 1993 program guidance and application kit provided to the states clarified the types of projects to be identified as MJTFs.

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## Recommendation

We recommend that the Director, BJA reassess the requirement for annual state visits and enforce the requirement for documenting the results of these visits.

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## Agency Comments

We discussed the matters contained in this report with BJA officials. They generally agreed with the information presented. In response to our recommendation, the Acting Director of BJA said that it was valid and that annual site visits were a desired result when the guidelines were established. However, he believes the monitoring policy should probably be revised to require annual visits to states experiencing the most problems in administering the Byrne program while limiting visits to those states with fewer problems.

BJA officials said several changes are planned or have been implemented that should address the other issues discussed in the report. For example, under development is a computer-based grantee monitor system that will, among other things, be able to schedule site visits and generate a preformatted form to record results of site visits.

BJA officials said that states have been provided revised progress report forms for use in recording information on Byrne program projects for the 1993 grant year and that the instructions provided with the forms clarify when the reports should be prepared and submitted.

In addition, the officials said that BJA's fiscal year 1993 formula grant program guidance and application kit (working draft) to the states contains language that clarifies the types of projects that can be considered MJTFs. Since this working draft has only been in use for a short time, it is too early to tell whether states are better able to classify MJTFs.

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Unless you publicly announce its contents earlier, we will make no further distribution of this report until 30 days from its issue date. At that time, we will send copies to the Attorney General and other interested parties.

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The major contributors to this report are listed in appendix VII. Please contact me on (202) 566-0026 if you have any questions concerning this report.

Sincerely yours,



Henry R. Wray  
Director, Administration of  
Justice Issues



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**Abbreviations**

BJA	Bureau of Justice Assistance
DEA	Drug Enforcement Administration
MJTF	multijurisdictional task force
NIJ	National Institute of Justice

# Purposes for Which Byrne Program Funds Can Be Used

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The Anti-Drug Abuse Act of 1988 (Public Law 100-690) authorized the Director of BJA to make grants to the states for use by the states and local government units for the following purposes:

1. Demand-reduction education programs in which law enforcement officers participate.
2. MJTF programs that integrate federal, state, and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and intelligence and facilitating multijurisdictional investigations.
3. Programs designed to target the domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories, and cannabis cultivation.
4. Providing community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions.
5. Disrupting illicit commerce in stolen goods and property.
6. Improving the investigation and prosecution of white-collar crime, organized crime, public corruption crimes, and fraud against the government with priority attention to cases involving drug-related official corruption.
- 7.a. Improving the operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, schoolyard violator programs, and gang-related and low-income housing drug control programs.
- b. Developing and implementing antiterrorism plans for deep draft ports, international airports, and other important facilities.
8. Career criminal prosecution programs, including the development of proposed model drug control legislation.
9. Financial investigative programs that target the identification of money laundering operations and assets obtained through illegal drug trafficking,

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including the development of proposed model legislation, financial investigative training, and financial information-sharing systems.

10. Improving the operational effectiveness of the court process through such programs as court delay reduction programs and enhancement programs.

11. Programs designed to provide additional public correctional resources and improve the corrections system, including treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies.

12. Providing prison industry projects designed to place inmates in a realistic working and training environment that will enable them to acquire marketable skills and to make financial payments for restitution to their victims, support of their families, and support of themselves in the institution.

13. Providing programs that identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders.

14. Developing and implementing programs that provide assistance to jurors and witnesses and assistance (other than compensation) to victims of crime.

15.a. Developing programs to improve drug control technology, such as pretrial drug testing programs, programs that provide for the identification, assessment, referral to treatment, case management and monitoring of drug dependent offenders, and enhancement of state and local forensic laboratories.

b. Criminal and justice information systems to assist law enforcement, prosecution, courts, and corrections organization (including automated fingerprint identification systems).

16. Innovative programs that demonstrate new and different approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes.

17. Addressing the problems of drug trafficking and the illegal manufacture of controlled substances in public housing.

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**Appendix I  
Purposes for Which Byrne Program Funds  
Can Be Used**

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18. Improving the criminal and juvenile justice system's response to domestic and family violence, including spouse abuse, child abuse, and abuse of the elderly.
19. Drug control evaluation programs that the state and local units of government may utilize to evaluate programs and projects directed at state drug control activities.
20. Providing alternatives to prevent detention, jail, and prison for persons who pose no danger to the community.
21. Programs for which the primary goal is to strengthen urban enforcement and prosecution efforts targeted at street drug sales.



# Overview of Byrne Program in Four States

Each of the four states we visited had designated an agency responsible for administering the Byrne program. In New York, Massachusetts, and Texas, those agencies were located within the state's executive branch; in New Jersey, the agency was within the state Attorney General's office. These states also established statewide drug strategies that described the states' priorities with respect to the use of BJA grant funds. These strategies emphasized the different approaches to be used in reducing drug enforcement problems in each state. Each state strategy included the use of MJTFs. The states differed in their treatment of awarding grants to task forces—New York and New Jersey used a formula to award their grants, while Massachusetts and Texas used competitive bidding to make awards.

The states also differed with respect to the frequency and type of their grant monitoring activities. New York and New Jersey scheduled site visits to subgrantees on a periodic basis. In Massachusetts and Texas, site visits were made as time and staff permitted or if a problem came to the state's attention. In each state, MJTFs were required to submit quarterly reports to the state's grant monitoring agency. In New York and New Jersey, these reports were narrative information; in Massachusetts, the reports included both narrative information and performance statistics; in Texas, the reports included primarily performance statistics. MJTFs were also required to maintain cost statements documenting grant expenditures; however, submission of the statements varied among the states.

With respect to evaluation activities, both New Jersey and Texas had evaluated their MJTFs. Massachusetts had summarized the results of its MJTFs on the basis of statistical data, but it had not done a formal evaluation. New York had established guidelines outlining how to evaluate BJA-funded programs but had not done such an evaluation.

New York—The New York State Division of Criminal Justice Services administered Byrne program funds. The state had established both regional drug enforcement task forces and local task forces. The regional drug task forces covered multicounty areas within the state, while the local task forces were within a single county. All but one of the regional task forces was DEA-supervised, with this task force and the county task forces sponsored by a local district attorney's office and/or a sheriff's department.

New Jersey—In New Jersey, a division of the state Attorney General's Office administered Byrne program funds. As a requirement of the

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Attorney General's Statewide Narcotics Action Plan, all 21 county prosecutors were required to establish MJTFs that included municipal police departments as participants.

Massachusetts—In Massachusetts, the Committee on Criminal Justice within the Executive Office of Public Safety administered Byrne program funds. Within the Committee on Criminal Justice, there was a monitoring unit and an evaluation unit. MJTFs in Massachusetts were administered by a lead town or district attorney's office, and all other participating towns formed the MJTF. The number of participating towns varied by MJTF.

Texas—The state of Texas established the Texas Narcotics Control Program within the Criminal Justice Division of the Office of the Governor to administer grant funds provided through the Byrne program. Monitoring and evaluation activities were done by the Texas Narcotics Control Program staff in addition to financial monitoring by the Criminal Justice Division Comptroller's Section. MJTFs in Texas were run by city and county government entities with participants from federal, state, and local law enforcement agencies. Some MJTFs were multicounty in nature, while others combined multiple law enforcement agencies within a single county.

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# Task Force Projects Visited

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We visited the following MJTFs during our review of the Byrne program:

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**Massachusetts**

Cape Ann/Rockport Regional Drug Strike Force  
South Shore/Weymouth Drug Task Force

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**New Jersey**

Essex County Multi-Jurisdictional Narcotics Task Force  
Burlington County Multi-Jurisdictional Narcotics Task Force  
Hudson County Multi-Jurisdictional Narcotics Task Force  
Middlesex County Multi-Jurisdictional Narcotics Task Force

---

**New York**

Suffolk County East End Task Force  
Erie County Sheriff's Department Multi-Jurisdictional Drug Task Force  
Genesee County Sheriff's Department Local Drug Enforcement Program

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**Texas**

South Plains Regional Narcotics Task Force  
Harris County Organized Crime and Narcotics Task Force  
Tarrant County Narcotics Intelligence and Coordination Unit  
West Texas Multi-County Narcotics Task Force

# Questionnaire About the Edward Byrne Formula Grant Program



United States General Accounting Office

## Questionnaire About the Edward Byrne Formula Grant Program

This questionnaire is part of a study being conducted by the U.S. General Accounting Office (GAO), an agency of the U.S. Congress. A congressional committee has requested that GAO study the Edward Byrne formula grant program administered by the Bureau of Justice Assistance (BJA). The committee is especially interested in how BJA and the states monitor and evaluate the grant program and in multi-jurisdictional task forces that receive any funding under statutory program area 02.

As part of this study, GAO is surveying all states and U.S. territories that participate in the formula grant program. We would like the person most knowledgeable about your state's use of Edward Byrne formula grant program funds to answer this questionnaire.

All references to fiscal year pertain to the federal fiscal year--October 1 through September 30.

Please complete this questionnaire and return it within 2 weeks of receipt. Your participation is important. GAO needs your timely and complete response to provide the Congress with comprehensive information about the formula grant program and the activities of multi-jurisdictional task forces.

A pre-addressed, business reply envelope is included for your convenience. In the event this envelope is misplaced, please return the questionnaire to

U.S. General Accounting Office  
441 G St., NW  
Room 3850  
Washington, DC 20548  
ATTN: Mr. Tom Davies, Justice Issues

If you have any questions, please call Tom Davies at (202) 566-0396 or Don Jack at (202) 566-0214. They will be happy to help you.

Thank you for your cooperation.

### I. BJA Visits to Monitor Your State's Program

This section asks about visits by Bureau of Justice Assistance (BJA) officials to monitor how your state administers the Edward Byrne formula grant program. When considering these questions, do not include visits to provide technical assistance or training, BJA sponsored conferences, or any activities by U.S. Department of Justice staff other than BJA officials.

Please consider all 21 grant program areas when responding.

1. At any time from federal fiscal year 1989 (FY 1989) through fiscal year 1991 (FY 1991), as part of efforts to monitor how your state administers the Edward Byrne formula grant program, did BJA officials ever visit your agency?

- Yes . . . . .  53
- No . . . . .  --> (Go to Question 8.) 3

2. From FY 1989 through FY 1991, about how often did BJA officials visit your agency as part of these monitoring efforts? (Check one.)

- Less than once each fiscal year . . .  24
- Once each fiscal year . . . . .  25
- More than once each fiscal year . .  3
- Don't know/No answer 1

3. At any time during FY 1991, as part of monitoring efforts did any BJA officials visit your agency?

- Yes . . . . .  43
- No . . . . .  10

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4. As part of monitoring efforts, when did BJA officials last visit your agency? (Record month and year.)

\_\_\_\_\_ / \_\_\_\_\_  
(Month) (Year)

5. From FY 1989 through FY 1991, about how often, if at all, did BJA provide your agency with a written report about the monitoring visit? (Check one.)

- |                                      |                          |    |
|--------------------------------------|--------------------------|----|
| For all monitoring visits . . . . .  | <input type="checkbox"/> | 23 |
| For some monitoring visits . . . . . | <input type="checkbox"/> | 16 |
| Never . . . . .                      | <input type="checkbox"/> | 13 |
| Don't know/No answer                 |                          | 1  |

6. About how often, if at all, did BJA provide your agency with an oral report, such as at an exit conference, about a monitoring visit? (Check one.)

- |                                      |                          |    |
|--------------------------------------|--------------------------|----|
| For all monitoring visits . . . . .  | <input type="checkbox"/> | 46 |
| For some monitoring visits . . . . . | <input type="checkbox"/> | 6  |
| Never . . . . .                      | <input type="checkbox"/> | 1  |

7. Either in written form or orally, which of the following types of feedback did BJA provide to your agency regarding monitoring visits? (Check all that apply.)

- |  |                          |    |
|--|--------------------------|----|
| An accounting of strengths and weaknesses about how your state administers the grant program . . . . . | <input type="checkbox"/> | 40 |
| Information about the results of monitoring visits to subgrantees . . . . .                            | <input type="checkbox"/> | 40 |
| Recommendations about how to improve your state's administration of the grant program . . . . .        | <input type="checkbox"/> | 42 |
| Other (Please specify) _____   | <input type="checkbox"/> | 6  |
| BJA <u>never</u> provided written <u>or</u> oral feedback about a monitoring visit . . . . .           | <input type="checkbox"/> | 0  |

8. At any time from FY 1989 through FY 1991, as part of monitoring efforts, did BJA officials ever visit any subgrantee in your state that received Edward Byrne formula grant funds?

- |                      |                          |                                     |
|----------------------|--------------------------|-------------------------------------|
| Yes . . . . .        | <input type="checkbox"/> | 49                                  |
| No . . . . .         | <input type="checkbox"/> | --> (Go to Section II on page 3.) 6 |
| Don't know/No answer |                          | 1                                   |

9. During FY 1991, about how many subgrantees were visited by BJA officials? (Check one.)

- |                                   |                          |                                     |
|-----------------------------------|--------------------------|-------------------------------------|
| All subgrantees . . . . .         | <input type="checkbox"/> | 0                                   |
| Most subgrantees . . . . .        | <input type="checkbox"/> | 0                                   |
| Some subgrantees . . . . .        | <input type="checkbox"/> | 41                                  |
| None of the subgrantees . . . . . | <input type="checkbox"/> | --> (Go to Section II on page 3.) 8 |

10. During FY 1991, for about how many subgrantees visited did BJA provide your agency with written or oral feedback about the monitoring visit? (Check one.)

- |   |                          |    |
|---|--------------------------|----|
| For all subgrantees visited . . . . .         | <input type="checkbox"/> | 31 |
| For most subgrantees visited . . . . .        | <input type="checkbox"/> | 3  |
| For some subgrantees visited . . . . .        | <input type="checkbox"/> | 5  |
| For none of the subgrantees visited . . . . . | <input type="checkbox"/> | 2  |

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**II. Your Agency's Efforts to Monitor Subgrantees**

The next questions are about your agency's efforts to monitor how subgrantees in your state use Edward Byrne formula grant funds. When considering these questions, do not include visits to provide technical assistance or training, or conferences sponsored by your agency.

Please consider all 21 grant program areas when responding.

11. At any time from FY 1989 through FY 1991, as part of your state's efforts to monitor how Edward Byrne formula grant funds were spent, did your agency ever visit any subgrantee in your state?

- |               |   |    |
|---------------|---|----|
| Yes . . . . . | <input type="checkbox"/>                          | 54 |
| No . . . . .  | <input type="checkbox"/> --> (Go to Question 23.) | 1  |
|               | Don't know/No answer                              | 1  |

12. From FY 1989 through FY 1991, did your agency conduct a monitoring visit with each subgrantee in your state at least once each fiscal year? (Check one.)

- |               |   |    |
|---------------|---|----|
| Yes . . . . . | <input type="checkbox"/> --> (Go to Question 14.) | 29 |
| No . . . . .  | <input type="checkbox"/>                          | 25 |

13. Under what circumstances did your agency not visit subgrantees? (Please explain.)

14. At any time during FY 1991, as part of monitoring efforts, did your agency visit any subgrantee in your state?

- |               |   |    |
|---------------|---|----|
| Yes . . . . . | <input type="checkbox"/> --> (Go to Question 16.) | 54 |
| No . . . . .  | <input type="checkbox"/>                          | 0  |

15. Why did your agency not conduct a monitoring visit with any subgrantee during FY 1991? (Please explain.)

16. During FY 1991, about how many subgrantees receiving Edward Byrne formula grant funds were visited by your agency? (Check one.)

- |                     |   |    |
|---------------------|---|----|
| All subgrantees . . | <input type="checkbox"/> --> (Go to instruction box after Question 17.) | 26 |
| Most subgrantees    | <input type="checkbox"/>  | 20 |
| Some subgrantees    | <input type="checkbox"/>  | 8  |

17. Under what circumstances did your agency not visit all subgrantees during FY 1991? (Please explain.)

For Questions 18 through 23, consider the subgrantees visited by officials from your agency during FY 1991.

18. For about how many subgrantees visited, did your agency provide the subgrantee with a written report about the monitoring visit? (Check one.)

- |   |                          |    |
|---|--------------------------|----|
| For all subgrantees visited . . . . .         | <input type="checkbox"/> | 13 |
| For most subgrantees visited . . . . .        | <input type="checkbox"/> | 9  |
| For some subgrantees visited . . . . .        | <input type="checkbox"/> | 18 |
| For none of the subgrantees visited . . . . . | <input type="checkbox"/> | 14 |

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19. For about how many subgrantees visited, did your agency provide the subgrantee with an oral report, such as at an exit conference, about the monitoring visit? (Check one.)

- |   |                          |    |
|---|--------------------------|----|
| For all subgrantees visited .....         | <input type="checkbox"/> | 42 |
| For most subgrantees visited .....        | <input type="checkbox"/> | 8  |
| For some subgrantees visited .....        | <input type="checkbox"/> | 3  |
| For none of the subgrantees visited ..... | <input type="checkbox"/> | 1  |

20. Either in written form or orally, which of the following types of feedback did your agency provide to subgrantees regarding monitoring visits? (Check all that apply.)

- |   |                          |    |
|---|--------------------------|----|
| An accounting of strengths and weaknesses about how the subgrantee uses BJA formula grant funds .....         | <input type="checkbox"/> | 52 |
| Recommendations about how the subgrantee can improve its program design .....                                 | <input type="checkbox"/> | 46 |
| Recommendations about how the subgrantee can improve its program evaluation efforts .....                     | <input type="checkbox"/> | 32 |
| Other (Please specify) _____  | <input type="checkbox"/> | 10 |
| Agency <u>never</u> provided written <u>or</u> oral feedback to any subgrantee about a monitoring visit ..... | <input type="checkbox"/> | 0  |

21. For about how many subgrantees visited during FY 1991, did your agency keep a written report about the monitoring visit? (Check one.)

- |   |                          |    |
|---|--------------------------|----|
| For all subgrantees visited .....         | <input type="checkbox"/> | 34 |
| For most subgrantees visited .....        | <input type="checkbox"/> | 10 |
| For some subgrantees visited .....        | <input type="checkbox"/> | 8  |
| For none of the subgrantees visited ..... | <input type="checkbox"/> | 2  |

22. For about how many subgrantees visited, did your agency provide BJA with a written report about the monitoring visit?

- |   |                          |    |
|---|--------------------------|----|
| For all subgrantees visited .....         | <input type="checkbox"/> | 0  |
| For most subgrantees visited .....        | <input type="checkbox"/> | 3  |
| For some subgrantees visited .....        | <input type="checkbox"/> | 4  |
| For none of the subgrantees visited ..... | <input type="checkbox"/> | 47 |

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23. In PART A, please indicate whether or not during FY 1991 any subgrantees were ever required to provide your agency with each of the following types of information in periodic progress reports. (Check either "No" or "Yes" for each type of information.)

If "Yes" in PART A, indicate in PART B about what proportion of the subgrantees receiving Edward Byrne formula grant funds during FY 1991 were required to provide your agency with this information in periodic progress reports. (Check one box for each.)

In PART C, indicate how often during FY 1991 subgrantees were required to provide your agency with this information in periodic progress reports. (Check all that apply.)

Type of information	Part A		If yes -->	Part B				If yes -->	Part C				
	No (2)	Yes (1)		All Sub- grantees (1)	Most Sub- grantees (2)	Some Sub- grantees (3)	No Sub- grantees (4)		Monthly (1)	Quarterly (2)	Semi- annually (3)	Annually (4)	Other (5)
a. How grant funds were spent during a specified reporting period.	0	55	* 1	53	0	2	0	-->	23	32	1	1	0
b. The results of grant program efforts (e.g. statistics about drug-related arrests and/or convictions, statistics about amounts of drugs seized) during a specified reporting period.	1	54	* 1	45	4	5	0	-->	7	39	4	5	0
c. Other (Please specify) _____ _____	19	22	* 15	15	2	4	0	* 1 -->	4	13	2	2	1

\* Don't know/No answer



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**III. Evaluations of Formula Grant Program Areas**

Under the provisions of the Anti-Drug Abuse Act of 1988, states are required to evaluate program areas funded under the Edward Byrne formula grant program. The next questions are about your state's evaluation efforts.

By evaluation, we mean attempts to assess how well the activities have been implemented and the extent to which these activities have achieved program goals.

24. From FY 1989 through FY 1991, did your agency ever submit a BJA Annual Project Report, or an equivalent state report, to BJA or to the Justice Research and Statistics Association (JRSA) for any project in your state for which formula grant funds were used? By equivalent state report, we mean a report that your state used as a substitute for a BJA Annual Project Report.

Yes, submitted report to BJA . . .  --> (Go to Question 26.) 52

Yes, submitted report to JRSA . . .  --> (Go to Question 26.) 12

No . . . . .  2

25. Why did your agency not submit any BJA Annual Project Reports, or equivalent state reports, to either BJA or JRSA? (Please explain.)

If you answered Question 25, go to Question 31 next.

26. For about how many of the projects in your state that received FY 1991 formula grant funds, did your agency submit a BJA Annual Project Report, or equivalent state report? (Check one.)

For all projects . . . . .  --> (Go to Question 28.) 31

For most projects . . . . .  9

For some projects . . . . .  6

For none of the projects . . . . .  8

27. Why did your agency not submit BJA Annual Project Reports, or equivalent state reports, for all projects that received FY 1991 formula grant funds? (Please explain.)

28. Has BJA ever used information given in your state's BJA Annual Project Reports, or equivalent state reports, to provide feedback to your state about your use of BJA formula grant funds?

Yes . . . . .  25

No . . . . .  28

Don't know/No answer 1

29. From FY 1989 through FY 1991, did your agency ever analyze data from BJA Annual Project Reports, or equivalent state reports, to evaluate any project in your state that received BJA formula grant funds?

Yes . . . . .  34

No . . . . .  --> (Go to Question 31.) 19

Don't know/No answer 1

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30. Did your agency analyze data from FY 1991 BJA Annual Project Reports, or equivalent state reports, to evaluate all, most, some, or none of the projects in your state that received BJA formula grant funds? (Check one.)

- All projects .....  9
- Most projects .....  7
- Some projects .....  15
- None of the projects .....  2
- Don't know/No answer 1

31. Consider all projects in your state funded under the Edward Byrne formula grant program from FY 1989 through FY 1991.

- Have any studies using
- surveys,
  - performance audits, or
  - experimental control or comparison groups been used to evaluate any of these projects?
- Yes .....  41
  - No .....  --> (Go to Section IV on page 9.) 14
  - Don't know/No answer 1

For Questions 32 through 36, consider all projects in your state that were being funded under the Edward Byrne formula grant program as of September 30, 1991.

32. Including efforts, if any, that have not been completed, how many of these Edward Byrne projects have been evaluated by a study? (Record number. If none, record "0.")

Minimum 0  
Maximum 49  
Mean 15

\_\_\_\_\_ projects (If "0," go to Section IV on page 9.)

33. Which of the following criteria were used to select these projects? (Check all that apply.)

- The amount of a project's grant award .....  12
- The first time a project had received a grant award .....  7
- A project's geographical area of coverage (e.g., more than one county, a large metropolitan area) .....  12
- The results of a project's efforts .....  14
- The BJA program area under which a project was funded .....  17
- Demonstration project .....  15
- Other (Please specify) \_\_\_\_\_  12

34. Have written reports ever been prepared about the results of any of these studies? (Check all that apply.)

- Yes, written reports have been prepared .....  27
- Yes, written reports will be prepared .....  16
- No .....  --> (Go to Question 36.) 2

35. Have copies of any of these study reports ever been provided to BJA? (Check all that apply.)

- Yes, reports have been provided to BJA ...  23
- Yes, reports will be provided to BJA .....  16
- No .....  4

**Appendix IV  
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36. Including efforts, if any, that have not been completed, in which of the following Edward Byrne program areas have evaluation studies been conducted? (Check all that apply.)

Program area 01 - Drug demand reduction programs .....	<input type="checkbox"/>	13
Program area 02 - Multi-jurisdictional task forces .....	<input type="checkbox"/>	26
Program area 03 - Domestic sources of controlled/illegal substances .....	<input type="checkbox"/>	3
Program area 04 - Community/neighborhood crime prevention .....	<input type="checkbox"/>	7
Program area 05 - Disruption of illicit commerce in stolen goods/property .....	<input type="checkbox"/>	1
Program area 06 - Investigation/prosecution of drug-related official corruption cases .....	<input type="checkbox"/>	1
Program area 07a - Operational effectiveness of law enforcement .....	<input type="checkbox"/>	2
Program area 07b - Anti-terrorism plans .....	<input type="checkbox"/>	1
Program area 08 - Career criminal prosecution .....	<input type="checkbox"/>	3
Program area 09 - Financial investigations .....	<input type="checkbox"/>	3
Program area 10 - Improving the court process .....	<input type="checkbox"/>	7
Program area 11 - Improving the correctional system .....	<input type="checkbox"/>	9
Program area 12 - Prison industry projects .....	<input type="checkbox"/>	0
Program area 13 - Treatment needs of drug/alcohol-dependent offenders .....	<input type="checkbox"/>	15
Program area 14 - Assistance to jurors, witnesses, and victims of crime .....	<input type="checkbox"/>	1
Program area 15a - Improvements in drug control technology .....	<input type="checkbox"/>	4
Program area 15b - Criminal justice information systems .....	<input type="checkbox"/>	8
Program area 16 - Innovative programs .....	<input type="checkbox"/>	7
Program area 17 - Drug trafficking in public housing .....	<input type="checkbox"/>	0
Program area 18 - Domestic and family violence .....	<input type="checkbox"/>	1
Program area 19 - Drug control evaluation programs .....	<input type="checkbox"/>	2
Program area 20 - Alternatives to detention .....	<input type="checkbox"/>	4
Program area 21 - Urban street drug sales enforcement/prosecution efforts .....	<input type="checkbox"/>	7

**Appendix IV  
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**IV. Assistance Provided by BJA to Your Agency**

This section asks about any assistance BJA officials may have provided your agency concerning the Edward Byrne formula grant program.

Please consider all 21 grant program areas when responding.

37. Has your agency ever requested any assistance from BJA about how to monitor subgrantees that receive Edward Byrne formula grant funds?

- Yes . . . . .  31
- No . . . . .  24
- Don't know/No answer 1

38. Has your agency ever received any assistance from BJA about how to monitor subgrantees that receive Edward Byrne formula grant funds?

- Yes . . . . .  46
- No . . . . .  --> (Go to Question 40.) 10

39. Which of the following types of subgrantee monitoring assistance from BJA has your agency received? (Check all that apply.)

- Help from BJA staff in developing monitoring procedures . . . . .  20
- Written material from BJA about how to monitor subgrantees . . . . .  40
- Other (Please specify) \_\_\_\_\_  12
- Don't know/No answer 1

40. According to each of the following dimensions, how would you rate BJA's assistance to your agency on monitoring Edward Byrne grant program subgrantees? (Check one box in each row.)

	Very high (1)	Generally high (2)	Neither high nor low (3)	Generally low (4)	Very low (5)	Don't know (6)
a. Timeliness	17	20	8	0	0	1
b. Usefulness	17	21	7	0	0	1
c. Clarity	18	18	9	0	0	1

(Note: Question 40 includes only responses for states that answered "Yes" in Question 38.)

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41. Has your agency ever requested any assistance from BJA about how to evaluate projects funded under the Edward Byrne grant program?

Yes .....  35  
No .....  21

42. Has your agency ever received any assistance from BJA about how to evaluate projects funded under the Edward Byrne grant program?

Yes .....  48  
No .....  --> (Go to Question 44.) 8

43. Which of the following types of evaluation assistance has your agency received from BJA? (Check all that apply.)

Help from BJA staff with evaluation methods .....  31  
Written material from BJA about how to evaluate subgrantees .....  42  
Other (Please specify) \_\_\_\_\_  16

44. According to each of the following dimensions, how would you rate BJA's assistance to your agency on evaluating Edward Byrne grant program projects? (Check one box in each row.)

	Very high (1)	Generally high (2)	Neither high nor low (3)	Generally low (4)	Very low (5)	Don't know (6)
a. Timeliness	17	18	11	1	1	0
b. Usefulness	15	21	11	0	1	0
c. Clarity	13	21	11	1	2	0

(Note: Question 44 includes only responses for states that answered "Yes" in Question 42.)

45. Has your agency ever requested any other type of assistance from BJA concerning the Edward Byrne formula grant program?

Yes .....  46  
No .....  10

46. Has your agency ever received any other type of assistance from BJA concerning the Edward Byrne formula grant program?

Yes .....  50  
No .....  --> (Go to Question 48.) 6

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47. What type of other assistance has your agency received from BJA? (Please explain.)

48. What other types of assistance concerning the Edward Byrne grant program, if any, could BJA provide to your agency? (Please explain.)

**V. Information About Multi-jurisdictional Task Forces in Your State Receiving Funding Under Edward Byrne Program Area 02**

This section asks specifically about multi-jurisdictional task forces in your state that have received funding under statutory program area 02 of the Edward Byrne formula grant program.

By multi-jurisdictional task force, we mean any law enforcement effort involving two or more law enforcement agencies that received funding through the 1986/1988 Anti-Drug Abuse Act(s). Such task forces may include multiple police agencies in the same county; police agencies and prosecutors' offices; state, local or federal law enforcement agencies; or multiple law enforcement agencies operating in two or more counties or other jurisdictions.

A task force is considered to have received funding under program area 02 when at least one participating agency has received these funds.

49. At any time from FY 1989 through FY 1991, did your state ever use Edward Byrne formula grant funding for multi-jurisdictional task forces under program area 02?

- Yes . . . . .  54
- No . . . . .  --> (Go to Section VI on page 14.) 2

50. During each of the following federal fiscal years, how many multi-jurisdictional task forces in your state received funding for the first time under Edward Byrne program area 02? (Record numbers. If none for any year, record "0.")

Minimum 0  
Maximum 28  
Mean 5

a. FY 1989: \_\_\_\_\_ multi-jurisdictional task forces received first-time funding

Minimum 0  
Maximum 28  
Mean 6

b. FY 1990: \_\_\_\_\_ multi-jurisdictional task forces received first-time funding

Minimum 0  
Maximum 23  
Mean 5

c. FY 1991: \_\_\_\_\_ multi-jurisdictional task forces received first-time funding

51. About what amount of FY 1991 BJA formula grant funds did your state use for multi-jurisdictional task forces under Edward Byrne program area 02? (Record amount. Please provide an estimate if the exact amount is unknown. If none, record "0.")

Minimum \$0  
Maximum \$23,151,847  
Median \$1,384,030

\$ \_\_\_\_\_ .00 (If "0," go to Section VI on page 14.)

52. During FY 1991, including task forces receiving continuation funding as well as first-time grants, how many multi-jurisdictional task forces in your state received any funding under Edward Byrne program area 02? (Record number.)

Minimum 1  
Maximum 49  
Mean 17

\_\_\_\_\_ multi-jurisdictional task forces

**Appendix IV  
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For Questions 53 through 56, consider all multi-jurisdictional task forces in your state that received funding under Edward Byrne program area 02 at any time during FY 1991.

53. In **PART A**, please indicate whether or not any multi-jurisdictional task forces in your state used Edward Byrne program area 02 funds for each spending category listed below. (Check either "No" or "Yes" for each spending category.)

If "Yes" in Part A, in **PART B** enter the approximate percentage of total FY 1991 Edward Byrne program area 02 funds used in your state for the spending category. (Record a percentage for each.)

In **PART C**, indicate about how many of the multi-jurisdictional task forces in your state used Edward Byrne program area 02 funds for the spending category. (Check one box for each.)

Spending category	Part A			Part B			Part C		
	No (2)	Yes (1)		Percentage of Funds	All Task Forces (1)	Most Task Forces (2)	Some Task Forces (3)		
a. Base salary for task force members	5	47	* 1	If yes Min 0 Max 100 Mean 46 -->	17	23	7		
b. Overtime pay for task force members	7	45	* 1	If yes Min 0 Max 60 Mean 11 -->	10	16	19		
c. Equipment purchases (e.g., radios, vehicles, or weapons)	4	48	* 1	If yes Min 0 Max 64 Mean 17 -->	17	21	10		
d. Rental expenses (e.g., vehicles, furniture, building space)	4	48	* 1	If yes Min 0 Max 21 Mean 6 -->	11	11	26		
e. Confidential funds (e.g., to pay informants, to buy drugs for undercover operations)	9	43	* 1	If yes Min 0 Max 40 Mean 11 -->	10	21	12		
f. Other (Please specify) _____ _____	15	34	* 4	If yes Min 0 Max 100 Mean 10 --> + _____ 100%	9	15	9		

\* Don't know/No answer

**Appendix IV  
Questionnaire About the Edward Byrne  
Formula Grant Program**

54. (If you answered "Yes" to Question 53d Part A above--"Rental Expenses," answer Question 54.) For which of the following types of rental expenses did multi-jurisdictional task forces use Edward Byrne program area 02 funds? (Check all that apply.)

- Vehicles .....  40
- Office furniture .....  7
- Building space .....  38
- Other (Please specify) \_\_\_\_\_  16

55. About how many of the multi-jurisdictional task forces in your state that received any funding under program area 02 had each of the following types of agencies participating in them? By participating, we mean agencies with written agreements for staff members to be assigned on either a full- or part-time basis to the task force. (Check one box in each row.)

Agencies	All Task Forces (1)	Most Task Forces (2)	Some Task Forces (3)	None of the Task Forces (4)	No Such Agency in State (5)	
a. County/municipal police department(s)	35	13	1	1	3	
b. State police department(s)	13	14	7	13	4	* 2
c. County prosecutor office(s) (i.e., staff assigned on a full- or part-time basis)	9	7	21	7	9	
d. City prosecutor/district attorney office(s) (i.e., staff assigned on a full- or part-time basis)	2	4	12	16	17	* 2
e. State prosecutor/attorney general's office (i.e., staff assigned on a full- or part-time basis)	11	5	11	24	1	* 1
f. Federal agencies	6	7	19	18		* 3
g. Other (Please specify) _____ _____	3	1	5	26		* 18

\* Don't know/No answer



**Appendix IV  
Questionnaire About the Edward Byrne  
Formula Grant Program**

56. About how many of the multi-jurisdictional task forces in your state that received any funding under program area 02 targeted their efforts toward each of the following? (Check one box in each row.)

	All Task Forces (1)	Most Task Forces (2)	Some Task Forces (3)	None of the Task Forces (4)	
a. Major drug organizations/ traffickers/dealers	17	7	29	0	
b. Mid-level drug organizations/ traffickers/dealers	21	21	10	1	
c. Street-level drug organizations/ traffickers/dealers	26	10	13	1	* 3
d. Drug users	10	7	17	14	* 5
e. Other (Please specify)  _____	2	1	6	23	* 21

\* Don't know/No answer

VI. Additional Information

57. Please enter the name, title, and telephone number of the person who was primarily responsible for completing this questionnaire and the state.

Name: \_\_\_\_\_ State: \_\_\_\_\_

Title: \_\_\_\_\_ Telephone number: (\_\_\_\_) \_\_\_\_\_

58. If you have any comments related to these questions or to the BJA Edward Byrne formula grant program, please write them in the space below. If you need more space, attach a separate sheet.

Thank you for your help!

# Number of and Dollars Spent on MJTFs and States' Byrne Program Grant Awards, Fiscal Year 1991

State	Number of MJTFs	Byrne formula grant dollars spent on MJTFs	Total state Byrne program formula grant award	Percent of total state award spent on MJTFs
Alabama	29	\$4,625,934	\$7,023,000	65.87
Alaska	3	1,126,520	1,821,000	61.86
American Samoa	1	200,000	771,000	25.94
Arizona	19	3,679,330	6,209,000	59.26
Arkansas	25	4,114,138	4,543,000	90.56
California	36	16,245,951	43,161,000	37.64
Colorado	13	1,251,088	5,863,000	21.34
Connecticut	1	450,000	5,750,000	7.83
Delaware	<sup>a</sup>	<sup>a</sup>	2,032,000	0.00
District of Columbia	0	0	1,933,000	0.00
Florida	10	1,185,553	19,414,000	6.11
Georgia	33	4,900,000	10,381,000	47.20
Guam	2	111,000	1,262,000	8.80
Hawaii	1	220,838	2,668,000	8.28
Idaho	13	557,048	2,526,000	22.05
Illinois	29	4,450,250	17,946,000	24.80
Indiana	29	4,167,069	9,160,000	45.49
Iowa	24	1,790,470	5,172,000	34.62
Kansas	31	1,709,000	4,698,000	36.38
Kentucky	3	1,070,023	6,457,000	16.57
Louisiana	40	2,392,027	7,406,000	32.30
Maine	1	1,312,470	2,828,000	46.41
Maryland	15	1,600,000	7,858,000	20.36
Massachusetts	23	1,200,000	9,624,000	12.47
Michigan	22	7,187,395	14,491,000	49.60
Minnesota	29	2,500,000	7,364,000	33.95
Mississippi	17	2,400,000	4,855,000	49.43
Missouri	28	2,269,333	8,531,000	26.60
Montana	11	1,384,030	2,225,000	62.20
Nebraska	8	1,910,795	3,391,000	56.35
Nevada	11	1,115,300	2,667,000	41.82
New Hampshire	1	450,000	2,661,000	16.91
New Jersey	23	4,275,475	12,265,000	34.86
New Mexico	10	649,000	3,271,000	19.84
New York	4	715,000	27,062,000	2.64
North Carolina	32	2,965,117	10,577,000	28.03

(continued)

**Appendix V  
Number of and Dollars Spent on MJTFs and  
States' Byrne Program Grant Awards, Fiscal  
Year 1991**

<b>State</b>	<b>Number of MJTFs</b>	<b>Byrne formula grant dollars spent on MJTFs</b>	<b>Total state Byrne program formula grant award</b>	<b>Percent of total state award spent on MJTFs</b>
North Dakota	14	813,408	2,014,000	40.39
Northern Mariana Islands	1	275,000	380,000	72.37
Ohio	33	4,752,000	16,858,000	28.19
Oklahoma	14	1,184,720	5,728,000	20.68
Oregon	7	647,441	5,143,000	12.59
Pennsylvania	7	3,303,843	18,500,000	17.86
Puerto Rico	0	0	5,825,000	0.00
Rhode Island	5	1,200,000	2,503,000	47.94
South Carolina	9	402,672	6,145,000	6.55
South Dakota	12	449,950	2,093,000	21.50
Tennessee	28	1,260,000	8,214,000	15.34
Texas	49	23,151,847	25,672,000	90.18
Utah	14	1,392,358	3,530,000	39.44
Vermont	5	1,225,209	1,879,000	65.21
Virginia	23	556,684	9,892,000	5.63
Virgin Islands	0	0	1,201,000	0.00
Washington	22	4,256,000	7,955,000	53.50
West Virginia	26	1,689,405	3,748,000	45.07
Wisconsin	29	4,219,623	8,108,000	52.04
Wyoming	6	1,746,000	1,746,000	100.00
<b>Total</b>	<b>881</b>	<b>\$138,706,314</b>	<b>\$423,000,000</b>	<b>32.79</b>

<sup>a</sup>Delaware funded one task force in fiscal year 1991, but funding was still being expended at the time of our questionnaire.

Source: GAO questionnaire and BJA data.

# Cities With Both an MJTF and a DEA State and Local Task Force as of September 4, 1992

Albany, NY	Houston, TX	Phoenix, AZ
Albuquerque, NM	Jackson, MS	Portland, OR
Atlanta, GA	Knoxville, TN	Raleigh, NC
Boston, MA	Laredo, TX	Richmond, VA
Brownsville, TX	Lexington, KY	Sacramento, CA
Burlington, VT	Little Rock, AR	Salt Lake City, UT
Charleston, WV	Louisville, KY	San Francisco, CA
Charlotte, NC	Lubbock, TX	San Juan, PR
Chattanooga, TN	Macon, GA	Savannah, GA
Cincinnati, OH	Memphis, TN	Seattle, WA
Cleveland, OH	Milwaukee, WI	Springfield, IL
Columbus, OH	Minneapolis, MN	Springfield, MA
Denver, CO	Mobile, AL	St. Louis, MO
El Paso, TX	Nashville, TN	Tucson, AZ
Fargo, ND	New Orleans, LA	Washington, DC
Fort Worth, TX	New York, NY	Yakima, WA
Grand Rapids, MI	Newark, NJ	
Greenville, SC	Oklahoma City, OK	

Source: GAO analysis.

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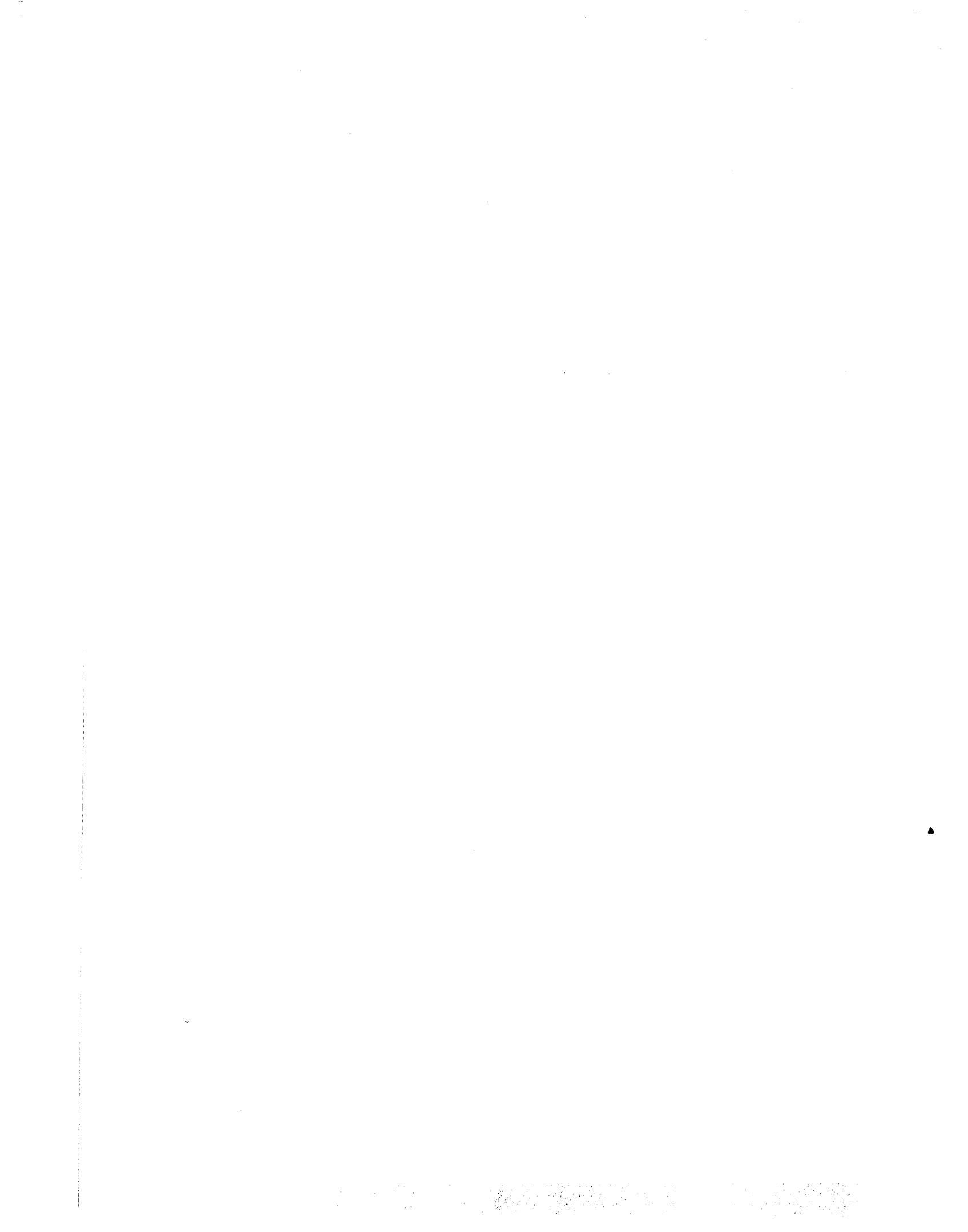
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