
MAINE JUSTICE ASSISTANCE COUNCIL

Bureau of Justice Assistance
Edward Byrne Memorial
Formula Grant Program

FY2003 ANNUAL REPORT

Commissioner Michael Cantara, Maine Department of Public Safety
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Executive Summary

Established by the Anti-Drug Abuse Act of 1988, the Byrne program makes available to states and units of local government formula grant funding for the purpose of enforcing state and local drug laws and to improve the functioning of the criminal justice system, with emphasis on violent crime and serious offenders. Program specific activities are directed at achieving the goals of a drug-free nation, reducing incidents of violent crime and improving the criminal justice system.

Overall crime rates have fallen in Maine following the National trend. Still, the level of substance abuse and violence, particularly domestic and youth related violence, remain issues and primary areas of concern in communities throughout the State. Substance abuse consistently raises crime and social concern among governmental officials and community groups. Likewise, juvenile related problems and domestic violence ranked among the top issues in local or state problem identification forums.

To meet Maine's challenges, guided by analysis of crime trends and survey results of criminal justice system practitioners, the Maine Drug Control, Violence Prevention Improvement Strategy identified three priority issues:

- **Illicit drug activity and drug abuse**
- **Violent crime and victimization**
- **Juvenile related crime**

Central to Maine's on-going strategy response is the enlistment of local communities in the identification and solution of crime problems. Our belief is that the success of a multidisciplinary problem identification and solution approach depends on the establishment of coordinated efforts of law enforcement, community groups, social service agencies, government, courts, and the private sector. So, essential to addressing community problems was active community participation because we knew the police did not create and cannot resolve the community conditions that stimulate crime.

Our strategy maintained a range of programs and projects considered fundamental to addressing enforcement, demand reduction, crime prevention, and criminal justice system improvement. Resource constraints required priority be given to selected issues and programs. Projects receiving funding were those offering the greatest potential in:

Seeking out, investigating, arresting, prosecuting, and convicting those individuals and organizations who are responsible for smuggling and distributing illicit drugs through and into the State of Maine.

Working to reduce drug abuse and crime, particularly violent crime, by expanding community policing which promotes a total system of interaction within local, county and state law enforcement and the communities they serve.

Fostering partnership and collaboration with local, county and state criminal justice and other service agencies for the integration of efforts addressing drug abuse, crime and order maintenance, education, prevention and treatment issues.

Providing public correctional resources and improving the corrections system, including treatment of offenders.

Promoting enhancement of system wide capabilities for criminal justice planning and problem solving, particularly information system upgrades.

Program Responses

Program responses constituting the activities directed at achieving the goals and objectives in Maine's efforts to combat drug abuse, prevent and respond to violent crime, and provide for the overall improvement of our criminal justice system were:

Multi-jurisdictional Task Force Support Program

Community Policing Program

Violence and Crime Prevention Program

Sex Offender Management and Treatment

Information Systems Upgrade Program

Drug Enforcement Activities

Maine Drug Enforcement Agency (MDEA) multi-jurisdictional task force activities continued as the keystone to Maine's drugs enforcement efforts. The multi-jurisdictional task force initiative is a vital element in the State's efforts to reduce the availability and use of illicit drugs. MDEA combines the talents of a variety of organizations and eliminates procedural barriers that otherwise would hamper criminal justice efforts due to jurisdictional limits. MDEA provided a coordinated intergovernmental approach to combat illicit drug activity. The task force supplied a statewide resource and critical, although limited, drug enforcement assets statewide.

The unified multi-jurisdictional task force model avoided overlap and duplication of effort, encouraged information sharing, and provided an efficient and effective administrative structure, minimizing overtime and administrative costs. It provided a flexible capability for coordinated resources throughout the state where drug activities were identified.

Maine's Department of Attorney General continued to provide dedicated, statewide support of the multi-jurisdictional enforcement activities. Direct prosecutor involvement greatly strengthened the task force's ability to process cases and evidence, planning and tactics used in pursuing cases, and the law enforcement linkages to other components of the criminal justice system.

Community Focused Problem Solving and Crime Prevention

Both the Community Policing and Violence Prevention Programs enlisted communities in the identification of solutions to the most pressing community problems, which in many cases included substance abuse. Both programs supported local problem solving efforts, promoting the development of effective, comprehensive, local drug and crime prevention and early intervention responses. Our FY2003 goal remained to encourage and support community policing and violence and crime prevention strategies, and to promote use of policing resources to achieve greater effectiveness in handling public safety problems, such as crime, fear of crime, drug abuse, violence and disorder.

Other projects received support that directed efforts to address integration of criminal justice and community action in response to domestic violence and juvenile related crime.

Sex Offender Treatment and Management

The Sex Offender Treatment and Management program provided correctional options for the community management of sex offenders, a group representing an increasing number of offenders under the control of the Maine Department of Corrections. The intensive probation provided a sex offender released to Maine communities is proving a viable response to reduce victimization and the current focus on institutional treatment and management will provide response to sex offenders incarcerated in state correctional institutions.

Criminal Justice Records Improvement

Our criminal justice community deems timely and accurate criminal history information essential. Criminal justice information system data provides the basis for the allocation of our resources, identification and apprehension of those individuals who violate the law, and supports problem oriented policing. Advancements continued to achieve full automation of the Maine State Police criminal history records and Maine's court system, that upon completion, will provide the entire criminal justice community essential information concerning criminal histories, protection from abuse orders, bail information, etc.

The Justice Assistance Council, in collaboration with the Maine Criminal Justice Information System Policy Board, completed a statewide on-line web based Law Enforcement Technology Survey. The survey inventoried the on-going information technology capabilities/efforts of local law enforcement agencies. Survey information aided strategic planning within and among local law enforcement agencies; provided information to aid local decision-making; helped determine technology needs and targeting technical assistance; and offers a roadmap for future improvements in Maine's Criminal Justice Information System Up-grade program.

I. INTRODUCTION

Through the Bureau of Justice Assistance (BJA) Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, the Maine Department of Public Safety (DPS) and the Maine Justice Assistance Council (MJAC) provide leadership on crime and violence prevention and control, and work in partnership with State and local governments to make communities safe and improve the criminal justice system. Established by the Anti-Drug Abuse Act of 1988, the Byrne program makes available to states and units of local government formula grant funding for the purpose of enforcing state and local drug laws and to improve the functioning of the criminal justice system, with emphasis on violent crime and serious offenders. Program specific activities are directed at achieving the goals of a drug-free nation and reducing incidents of violent crime.

Purpose of Formula Grant Funds: Grants may provide state agencies and units of local government personnel, equipment, training, technical assistance and information systems for the more widespread apprehension, prosecution, adjudication, detention and rehabilitation of persons who violate such laws, and to assist the victims of such crimes (other than compensation), for approved purposes.

STRATEGY

Maine is required by the Act to develop a statewide strategy for drug and violent crime control to assist the state in targeting available resources on activities that will have the greatest impact on the drug and crime problems. The Justice Assistance Council, a broad based policy board, annually reviews the strategy to determine current trends, the impact of the strategy on the drug and violent crime problems in the State and the efficacy of Byrne funded activities implementing the strategy. It follows those priority issues and program responses for which funds will be allocated are developed.

PRIORITY ISSUES AND PROGRAM RESPONSES

For the reporting period, Edward Byrne Memorial Formula Grant Program funds were earmarked to support programs with the priorities of:

- *Seeking out, investigating, arresting, prosecuting, and convicting those individuals and organizations who are responsible for smuggling and distributing illicit drugs through and into the State of Maine.*
- *Working to reduce drug abuse and crime, particularly violent crime, by expanding community policing which promotes a total system of interaction within local, county and state law enforcement and the communities they serve.*
- *Fostering partnership and collaboration with local, county and state criminal justice and other service agencies for the integration of efforts addressing drug abuse, crime and order maintenance, education, prevention and treatment issues.*
- *Providing public correctional resources and improving the corrections system, including treatment of offenders.*
- *Enhancement of system wide capabilities for criminal justice planning and problem solving, particularly information system upgrades.*

Programs identified to respond to the priority issues receiving funding through the auspices of the Byrne Formula Grant program during the period **July 1, 2002 through June 30, 2003** were:

Multi-jurisdictional Task Force Support Program
Community Policing Program
Information Systems Upgrade Program
Violence Prevention Program
Corrections Sex Offender Treatment Program

PROGRAM COORDINATION

Maine's Drug Control and System Improvement Strategy elements, goals and objectives are a product of collaboration with a broad spectrum of the criminal justice system and multiple levels of government representing federal, state and local agencies, as well as Maine citizens and interest groups.

Advisory Board: Maine Justice Assistance Council: Executive Order designates the Maine Justice Assistance Council as a broad based policy board to serve as a forum for communication and a structure for coordination in the development and implementation of this statewide strategy. This officially constituted advisory board was established in order for the strategic planning and policy direction to be comprehensive and ensure the regular inclusion of guidance and advice from knowledgeable criminal justice practitioners and stakeholder groups. Membership of the Justice Assistance Council is comprised of 16 members ([See Addendum A](#)):

Coordination Among Federally Funded Programs: The Justice Assistance Council has oversight of other programs authorized under the Crime Act. These include the: Violence Against Women S*T*O*P* Formula Grant Program, Residential Substance Abuse Treatment Program, and the Law Enforcement Block Grant Program. Similarly, the Department of Public Safety is the designated state administrative agency for these programs. This arrangement promotes the consideration of other BJA programs in the planning process and the development of coordinated and comprehensive approaches to programming the use of Federal grant resources.

Moreover, the Maine Justice Assistance Council's membership includes individuals with direct policy and administrative responsibility for other federally funded programs. These include those supporting State and local drug abuse treatment, juvenile justice, education, and prevention representing interests of Federal, State, and local criminal justice professionals, substance abuse, and victims and service providers. Its composition is designed to facilitate coordinated planning and program implementation of both federally, state and locally funded programs and projects.

Coordination with Intergovernmental Drug Enforcement Policy Board: In 1987, legislation was enacted in Maine creating the Maine Intergovernmental Drug Enforcement Policy Board. The Board was charged with developing, coordinating, and implementing a statewide drug enforcement program that integrates the prosecutorial and investigative functions in the state with respect to drug law enforcement. The Board was also directed to oversee the integration of law enforcement officers from county, municipal, and state agencies within the newly established Bureau of Intergovernmental Drug Enforcement (now MDEA). In developing the Maine's Drug Control and System Improvement Strategy, the Justice Assistance Council solicits input from the Maine Drug Enforcement Advisory Board. Cross membership on the Board and Council facilitates communication of the Board's suggestions for priorities and funding to the Justice Assistance Council during the Strategy development.

Program and Project Summary

Active programs/projects, listed in the following table, include those funded during the report period, as well as those funded prior to the report period, but for which activities occurred, products/reports were produced, or evaluations were completed during the report period.

Program Title	Active Projects
Multi-jurisdictional Task Force Support Program	2
Community Policing Program	14
Information Systems Upgrade Program	1
Sex Offender Treatment Program	1
Violence Prevention Program	5
Total	23

This report provides a summary of these programs, citing examples of projects illustrating, activities, and results. A listing of all sub-grant activity by program and purpose area (including the number of sub-grants, sites, and funding information) active during the report period July 1, 2002 to June 30, 2003 is contained in Appendix A.

II. Evaluation Plan and Activities

A requirement of the Drug Control and Systems Improvement Program is that states provide evaluation results of programs and projects and analyzes formula grant activities.

The purpose of evaluation is to provide administrators and policy makers with an understanding of whether specific activities accomplish their desired results of furthering the state strategy, documenting program and project success, identifying problems and guiding refinements. Maine's evaluation rationale and activities and methods selected have been determined by constraints imposed by limited staffing but are deemed effective. Presently, one full time equivalent position is assigned responsibility for the full range of programmatic and fiscal activities for the Byrne Memorial Formula Grant Program. A second position provides part time program fiscal management support, providing much needed additional capacity.

Present evaluation efforts focus on internal project and program dynamics and how actual operations/activities are carried out, that is process evaluation. This evaluation is built into each program response. Data developed is applied and provides for on going program improvement. Evaluation methods seek to answer the questions of decision-makers, the Justice Assistance Council, and provide program methods and activity recommendations that are readily useful to practitioners.

Each program requires funded projects include an evaluation addressing program goals and objectives. Required quarterly progress and financial reports submitted by sub-grantees are reviewed to monitor project progress and assess achievement of the project and program goals and objectives. On-site program and fiscal monitoring of selected projects are conducted and selected sub-grantees must submit an Annual Project Report citing actual project accomplishments, including qualitative and quantitative results, consistent with the program evaluation plan. Summarized project-level data provides information to the Justice Assistance Council concerning the effectiveness of projects and programs relative to program response activities and strategy goals and objectives.

The Justice Assistance Council, in collaboration with the Maine Criminal Justice Information System Policy Board, initiated a state-wide on-line web based Law Enforcement Technology Survey, which inventoried the on-going information technology capabilities/efforts of local law enforcement agencies. Survey information aided strategic planning within and among local law enforcement agencies; provided information to aid local decision-making; helped determine technology needs and targeting technical assistance; and offers a roadmap for future improvements in Maine's Criminal Justice Information System Up-grade program.

Mortality Study: Maine Drug-Related Mortality Patterns: 1997-2002

Recognizing the ability of Maine state government to assess current need, strategy effectiveness, and generate effective and appropriate public policy responses to drug-related problems depends on having valid and reliable data. With this need in mind, the Justice Assistance Council awarded the Office of Chief Medical to analyze medical examiner data concerning drug-related deaths. The goal of the Maine Drug-Related Mortality Patterns project was to provide immediate, comprehensive review and analysis of the drug-induced and drug-related deaths in the State of Maine from 1997 through the first two quarters of 2002. The data was compared with published national data on drug deaths, data from the 2000 U.S. Census, as well as available analyses from other states.

The project represented a collaborative effort between the Office of Chief Medical Examiner (OCME) and its project partners, the Office of Attorney General (OAT), the Office of Substance Abuse (OSA), and the Margaret Chase Smith Center for Public Policy at the University of Maine (MCSC). The Maine Justice Assistance Council (Edward Byrne Memorial Formula Grant) and OSA funded the project.

The report, authored by Dr. Marcella H. Sorg of the Margaret Chase Smith Center for Public Policy at the University of Maine and Chief Medical Examiner Dr. Margaret Greenwald, measures for the first time the nature and extent of Maine's epidemic of deaths related to drugs. Drs. Sorg and Greenwald analyzed medical examination and toxicological testing files for Maine drug deaths dating from January of 1997 through the first six months of 2002.

Key findings of the report are:

- * Four-fold increase in drug deaths in Maine over last five years;
- * Increase due mainly to accidental overdoses;
- * Vast majority of deaths attributable to prescription drugs; and
- * Drug deaths approximately evenly distributed across state on a population basis.

The report concluded the annual rate of drug deaths in Maine have raised rapidly. These deaths are caused by a mix of drugs, both prescription and illicit. Opiate drugs are the most prevalent, primarily prescription narcotic analgesics (including methadone) and heroin, but the most frequent pattern involves combinations of drugs.

The Maine Drug-Related Mortality Patterns: 1997-2002 study is contained in [Addendum B](#).

III. Summary of Programs and Activities

MULTIJURISDICTION DRUG TASK FORCE PROGRAM

Number of Projects **Two**

Authorized Purpose Area: **2**

Program Description: A guiding principle underlying the State of Maine's Drug Control, Violence Prevention and System Improvement Strategy is the integration and unification at all levels of law enforcement, including prosecutorial as well as investigative agencies, in drug enforcement. Our aim is to immobilize drug trafficking organizations by incarcerating their members, seizing their drugs, obtaining drug-related asset forfeitures, and deporting alien traffickers. A successful investigation and prosecution effort reduces drug trafficking and abuse, as well as related criminal activities, such as money laundering, tax evasion, and corruption. The enhancement of multi-agency operations, in the form of regional task forces, is a primary component of Maine's Drug Control, Violence Prevention and System Improvement Strategy. Central to Maine's approach to drug enforcement is a joint federal/state/county/local effort, formalized and structured, to provide effective and efficient use of limited resources. The expertise necessary to combat drug trafficking resides in a diverse collection of federal, state, county, and local departments and agencies within the State of Maine. Each of these brings a unique combination of skills, expertise, and experience to the fight against drug trafficking and abuse. For most of these organizations, however, drug law enforcement is only one of many missions to be performed. The State of Maine has great need for a focal point for policy, strategy, and resource development in the war against drug trafficking and abuse. This program devotes financial resources in support of the Maine Drug Enforcement Agency and the complementary prosecution support of the Maine Office of Attorney General to overcome obstacles to full-county and local participation in ventures and expansion of the number of operating task forces to realize full statewide coverage.

Purpose:

The purpose of this program is to demonstrate the effectiveness of coordinated, multi-jurisdictional investigations, involving federal, state, and local law enforcement agencies against drug and drug related crime. Shared intelligence, technologies, expertise, resources, tactics, and strategies are elements of this model.

Goals:

Reduce the supply of illegal drugs by immobilizing drug trafficking organizations; and

Enhance the ability of law enforcement to detect, convict, and incarcerate drug traffickers by improving coordination and communication among criminal justice agencies.

Objectives:

Through the use of a multi-jurisdictional task force:

Disrupt the flow of drugs among suppliers, distributors, or users.

Detect, apprehend, prosecute and incarcerate participants in drug trafficking organizations.

Provide coordinated, controlled and directed drug intelligence capabilities.
Seize drugs and the proceeds and assets of drug traffickers as a consequence of increased apprehension, prosecution and financial investigation activities.

Provide a method of central acquisition and distribution of specialized equipment for drug enforcement activities.

Critical Elements:

Oversight policy board comprised of principal stakeholders that provide policy, direction and coordination for the integration of investigative and prosecution efforts at the Federal, State and local levels.

Joint agency management

Formalized agreements to support apprehension and prosecution efforts of projects within regional jurisdictions

Program Activities:

Investigation of drug related criminal activity

The collection, analysis, and dissemination of intelligence on drug related criminal activity

Interdiction and seizure of illicit drugs and assets

Development and prosecution of drug trafficking cases.

Evaluation:

Program evaluation consists of measuring through data collection quarterly the increase/decrease of the number and rates of the following:

Drug arrests by drug and type of offense	Local availability of drugs
Assets seized and/or forfeited	Illicit drug prices
Quantity by type(s) of drugs and weapons seized	Drug related convictions

Program Components, Activities and Accomplishments

This program advances the goals of the State of Maine Drug Control, Violence Prevention and System Improvement Strategy by seeking out, investigating, arresting, prosecuting, and convicting those individuals and organizations who are responsible for smuggling and distributing illicit drugs through and into the State of Maine. Additionally, it seeks to integrate Federal, state, county and local drug law enforcement agencies for the purpose of enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations.

The program directs support to Maine Drug Enforcement Agency (MDEA), the lead agency in Maine's fight against drug trafficking and abuse and the Office of Attorney General. MDEA provides the administrative structure for coordination and control of multi-agency task force efforts. Participating agencies provide the resources permitting full county and local participation in the multi-jurisdictional efforts and statewide coverage. MDEA also serves as the mechanism for implementation of other components of the Maine Drug Enforcement Strategy elements, specifically, upgraded drug information systems, a formalized drug intelligence network, and the pooling of specialized resources and equipment. Absent Byrne Memorial Formula Grant Program funding, there would not be the level of county and local participation in the multi-jurisdictional task force project. The Office of Attorney General, the second of two agencies implementing this program, provides dedicated prosecutorial support to drug task force activities.

As the keystone of State's Strategy to drug law enforcement activities, Maine Drug Enforcement Agency, featuring a centralized administrative office and six (7) field offices across the state, provided:

- Coordinated intergovernmental approach to the State's drug enforcement efforts;
- Statewide resources and critical drug enforcement assets for rural areas, coordinating resources throughout the State where drug activities are identified;
- Avoidance of overlap, and duplication of effort;
- Encouragement for information sharing; and
- Reduced overtime and administrative costs.

Since its' inception the MDEA has been supported by funds allocated from Edward Byrne Memorial Formula Grant Program. These funds were passed through to local and county governments to support their commitment of personnel to this strategy. This financial support has encouraged and permitted both large and small law enforcement agencies to participate in the task force concept. Byrne Program funding, which pays for officer salary reimbursement and benefits while assigned to MDEA, makes possible local agencies' participation and provides expertise their police officer acquire while assigned to MDEA.

Accomplishments and Evaluation Results

During FY 2003, MDEA had a total of thirty-seven (37)-sworn personnel and nine (9) non-sworn personnel assigned.

- Operations Commander
27 Task Force Agents¹

During FY2003, the Maine Drug Enforcement Agency generated the following outputs:

¹Eleven agents were assigned by their agency at no cost (Bangor Police and Portland Police with 3 each; Rockland Police, Westbrook Police, State Police and U.S. Border Patrol with one each)

- Received 672 reports of suspected drug trafficking.
- Conducted 678 investigations, 244 criminal debriefings and 161 search warrants resulting in the arrest of 528 individuals (a increase of <1% from FY2002) involving 703 crimes.
- Assisted other agencies with 154 investigations resulting in the arrest of 74 individuals involving 94 crimes.
- Of MDEA's drug-related arrests:
 - 45% were cocaine / crack cocaine related (increase of 14% from FY2002).
 - 19% heroin related (decrease of 2% from FY2002).
 - 18% were marijuana related (decrease of 3% from FY2002).
 - 16% prescription drug related (decrease of 3% from FY2002).
 - 2% all other drugs (decrease of 7% from FY2002).
- 77% of all Agency arrests were for felony crimes (an increase of 3% from FY2002) and responsible for 32% of all adult drug sale arrests in the State.
- Seized 225 firearms (7 that were modified or assault type) used in the furtherance of drug crimes; seized thirteen (13) vehicles valued at \$105,850; four (4) all-terrain vehicles valued at \$20,300 and \$471,011 in drug related currency.

MDEA's Fiscal Year 2003 Annual Report, Addendum A, provides further activities, accomplishments and analysis details.

Maine Department of Attorney General
Multi-Jurisdictional Drug Prosecution Support

Overview

The *Multi-Jurisdictional Drug Prosecution Support Program*, administered through the Office of the Attorney General, employs six Assistant Attorneys General as drug prosecutors, and one legal secretary. Of the six Assistant Attorneys General, one serves as Drug Prosecution Coordinator, and five serve as Drug Task Force Attorneys.

Maine Drug Task Force (MDTF) Attorneys not only conduct all of the ordinary prosecutorial functions in drug cases (e.g. grand jury, motions, trial, sentencing), but also perform many other functions such as reviewing all search warrants for the Maine Drug Enforcement Agency (MDEA) and a number of local law enforcement agencies, drafting asset seizure warrants, filing applications for telephone records, conducting investigative

grand juries, and law enforcement training. Unlike typical prosecutors, MDTF Attorneys are charged with assisting drug investigators in the earliest stages of an investigation, resulting in more appropriate charging, and a reduced possibility of a constitutional challenge to the case or civil liability to the State. MDTF Attorneys also function as an important part of the system of “checks and balances” on agents and drug investigations in general, providing essential guidance on investigative priorities.

Because all MDTF Attorneys are Assistant Attorneys General, they have prosecutorial authority throughout the State and are not prohibited or hampered from working with grand juries of various counties or prosecutorial districts. Because most of the MDTF Attorneys are physically situated in the offices of the District Attorneys and work closely with the other prosecutors, MDTF Attorneys can help monitor drug investigations in order to insure that investigations of identical targets by different law enforcement agencies are coordinated even if the agencies themselves are not initially engaged in joint or cooperative investigations. In many counties, the MDTF attorney acts as the preliminary screener of all drug cases, whether the MDTF Attorney or the DA will ultimately prosecute the drug case. This has been a successful approach as the MDTF Attorney acts as a “clearing house” for all drug cases.

The MDTF Attorneys and the Prosecution Coordinator meet monthly, and consult by telephone frequently. The MDTF Attorneys work collaboratively with the Prosecution Coordinator on policies intended to ensure consistency of prosecution and sentencing throughout the state in drug cases.

FY 2003 will be remembered as the year of the fatal drug overdose. A report prepared by the Office of Medical Examiner and the Margaret Chase Smith Foundation, with substantial assistance by the Attorney General’s Office and the Drug Prosecution Coordinator, brought the scope of the opiate addiction problem into sharp focus. Accidental drug overdoses increased more than fourfold from 1997 to 2002. Most drug overdoses involved at least one prescription narcotic drug, although heroin was a factor in many deaths.² Another study conducted by Dr. Robert Heimer of Yale University Medical School determined thorough field research that the most abuse opiate in the Portland area was OxyContin (187 users), followed by other short-acting prescription opiates (165 users), and heroin (105 users). The least frequently abused opiate was found to be methadone (59 users).³

The Office of Attorney General worked in close cooperation with the law enforcement, substance abuse treatment and prevention, and public health communities to address the opiate abuse problem in the state. The steps taken, and the level of inter-agency cooperation brought to bear to address this problem was described as “a model

² Maine Drug-Related Mortality Patterns: 1997-2002, by Marcella H. Sorg, PhD and Margaret Greenwald, MD.

³ Illicit Opiate Use in Maine, by Robert Heimer, Ph.D., et. al., Yale University, Summer 2002.

for other states faced with similar situations” by the federal Center for Substance Abuse Treatment (CSAT).⁴

⁴ Technical Review Report: Phase I – Assessment of State Management and Oversight of Opioid Treatment, CSAT, Division of State and Community Assistance, August 15, 2003.

Closed Cases

The Drug Prosecution Support Program closed a total of 509 cases in FY 2002-2003, up sharply from the previous year, and was a historical high.

<i>Fiscal Year</i>	<i>Number of Cases Closed</i>
2002-2003	509
2001-2002	435
2000-2001	468
1999-2000	458
1998-1999	437

The attached charts illustrate trends in drug prosecutions. Past trends have continued: Heroin and Powder Cocaine cases are growing, with prescription pill cases remaining steady at a high level. Marijuana cases continue to shrink as a proportion of cases handled, largely due to more focused targeting of schedule W cases by the Maine Drug Enforcement Agency. One-half the marijuana cases were done in FY 2003 compared to FY 2000.

The decrease in closed cases involving Ecstasy (MDMA) is an obvious and predicted result of the Lewiston Civic Center no longer hosting “raves” (all night, all-ages dance parties). As these events are no longer taking place due to the efforts of the

Attorney General's Office, this reduction in the number of these types of cases is expected to continue.

Age of Defendants

A striking difference exists in the average age of drug defendants depending on the type of drug involved in their criminal case.

Average age of defendants by drug⁵

<i>Drug Type</i>	<i>FY 02- 03</i>	<i>FY 01- 02</i>	<i>FY 00- 01</i>	<i>FY 99- 00</i>	<i>FY 98- 99</i>
Ketamine	21	22	22		23
Ecstasy	24	24	24	23	
L.S.D.	27	24	22	23	22
Heroin	27	30	32	30	30
Crack Cocaine	31	35	30	32	30
Cocaine	32	30	33	34	36
Prescription Drugs	34	30	35	35	32
Marijuana	36	36	37	34	32
ALL DRUGS	32	<i>31</i>	<i>36</i>	<i>33</i>	<i>32</i>

Hallucinogenic drugs associated with “raves” or the “club scene,” such as Ketamine, Ecstasy, and L.S.D., continue to be used and trafficked by the youngest offenders. Heroin users and traffickers average age is 27, showing involvement by younger persons as compared to previous years – a disturbing development. Prescription drugs are beginning to be used and trafficked by older persons, with the disparity of age between heroin and prescription drug defendants being greater than ever. Marijuana users continue to be older than the overall average.

⁵ Average age is calculated as of 1/1/2003 – mid-point of the fiscal year – rather than age at time of offense.

Open Cases

During this past fiscal year, the Prosecution Coordinator has continued the practice of keeping track of the number of pending cases at the beginning of each quarter. A case is defined as one defendant, not one count, and includes probation violations. The trends for the year shows the number of open, unresolved cases continuing to fluctuate within normal ranges. The number of cases being referred to and accepted in Drug Court has steadily increased to 71 cases over the year. The number of pending cases typically reflects both workload and any backlogs in the Superior Courts.

	<u>7/01</u>	<u>10/01</u>	<u>1/02</u>	<u>7/02</u>	<u>1/03</u>	<u>4/03</u>
CUMBERLAND (Lea-Anne Jameson):	156	135	128	152	166	176
<i>Drug Court Cases (not counted above):</i>		(9)	(8)	(10)	(17)	(22)
YORK (Scott Winne/Robert LeBrasseur):	110	109	82	119	119	{119}
<i>Drug Court Cases (not counted above):</i>		(14)	(15)	(7)	(19)	{19}*
ANDRO/OXFORD/FRANKLIN (David Fisher):	126	126	118	143	112	81
<i>Drug Court Cases (not counted above):</i>		(14)	(16)	(21)	(26)	(22)
PISCATA/PENOBSCOT WASH/HANCOCK (Matt Erickson):	133	81	72	93	71	85
<i>Drug Court Cases (not counted above):</i>		(5)	(2)	(2)	(5)	(8)
KENNEBEC/SOMERSET KNOX/WALDO/LIN/SAG (Lara Nomani):	<u>56</u>	<u>56</u>	<u>58</u>	<u>62</u>	<u>60</u>	<u>52</u>
STATEWIDE TOTALS:	581	507	458	569	528	513
<i>Drug Court Cases:</i>	<i>(42)</i>	<i>(41)</i>	<i>(33)</i>	<i>(40)</i>	<i>(67)</i>	<i>(71)</i>

* NOTE: Accurate case numbers for York County are not available this quarter due to the sudden illness and resulting temporary disability of AAG Bob LeBrasseur (see below). The numbers listed are carried forward from the prior quarter and are therefore estimates only.

Workload

The numbers of open cases remain high. Noteworthy is the dramatic increase in the number of criminal cases closed by the drug attorneys, an all time high of 507 cases, an 18% increase. The breakdown of the number of cases closed the past two fiscal years is::

<i>Total</i>	<i>416</i>	<i>507</i>
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Drug Prosecution Accomplishments in FY 2002-2003 include:

1. Drug prosecutors continue to increase their presence in their local MDEA field offices, and continue to be available 24 hours a day by pager to MDEA agents and to all local law enforcement agencies.
2. The Drug Prosecution Coordinator (DPC) regularly attended MDEA supervisors' meeting.
3. The DPC drafted legislation that was enacted into law that will establish an Electronic Prescription Monitoring System in Maine to track all schedule II, III, & IV controlled substances. Attorney General Rowe gave the bill a great deal of personal attention, successfully building a bipartisan coalition of support for the bill
4. The DPC drafted a bill that was enacted into law that increased the penalties for trafficking or furnishing a scheduled drug that causes death or serious bodily injury.
5. The Office of the Attorney General revised their Protocol for the Investigation of Deaths, and the Coordinator worked with the revising committee to add, for the first time, policies for investigating the scene of a fatal accidental drug overdose. Pursuant to the new policy additional investigation is being done in fatal overdose cases, in order to determine the source of drugs used by the victim. The MDTF attorneys give prosecutorial guidance to the MDEA agents and the MSP detectives, or other responders, in order to try to determine the source of the drugs. This approach has been successful in Portland, where during FY 2003 one-quarter of death scene investigations have resulted in prosecutable cases.
6. The DPC participated in the Maine Center for Public Health and Maine Public Health Association Opiate Abuse and Overdose Project, which issued a report on December 31, 2002 giving a number of important policy recommendations, all of which are in the process of being implemented.
7. The DPC, also, was involved in the Maine Benzodiazepine Study Group, a coalition of health professionals and law enforcement representatives studying the abuse and inappropriate prescribing of Benzodiazepines. This group's work is ongoing.

8. The DPC assisted the federal Center for Substance Abuse Treatment in its review of the Maine Office of Substance Abuse's delivery of substance abuse treatment services in Maine, with a particular focus on Office of Substance Abuse's management of Opioid (methadone) Treatment Clinics.
9. The DPC has attended meeting of the Opioid Treatment Workgroup, consisting of representatives of the four methadone dispensing drug treatment centers and representatives of the Office of Substance Abuse. Enhanced and more secure delivery of methadone therapies has been the direct result of the efforts of this group, including limitation and better monitoring of "take-home" doses, and improved communication between law enforcement officials and the clinics.
4. The drug prosecutors regularly taught classes related to drug prosecution and search and seizure at the Maine Criminal Justice Academy as well as conduct training on various legal issues for local law enforcement agencies and for MDEA.
5. The DPC worked with MDEA Director and other staff to draft administrative rules requiring all Maine physicians to use tamper-resistant prescription pads for all schedule II drug prescriptions. These rules went into effect on January 1, 2003, and have already had an impact on the number of forged prescriptions. The transition from standard to tamper-resistant blanks went relatively smoothly. The DPC worked closely with Director to evaluate numerous requests from manufacturers and doctors for opinions as to various types of blanks. An issue was raised regarding non-compliant out-of-state prescriptions being filled in Maine pharmacies. As a result, legislation was submitted by Rep. Joseph Bruno to address the issue. The DPC drafted a committee amendment that allowed such prescriptions to be filled after telephone verification with the prescriber's office, and after photo ID is shown – a solution that balanced the needs of patients with the risk of diversion and fraud.
6. The DPC continued having the responsibility of handling all Maine Supreme Judicial Court appeals, as well as all post-conviction review matters, in order to take some of the burden off the MDTF Attorneys. This has been a big relief to the MDTF attorneys as the preparation of an appellate brief can easily take a full workweek. The Coordinator also has taken on personal responsibility for several time-consuming controversial cases at the requests of the District Attorneys.
7. This year, for the first time, the DPC took over responsibility for all civil forfeiture actions. It is the policy of the Department of Attorney General to pursue criminal forfeitures as opposed to civil forfeitures whenever possible, for a variety of reasons. However, occasionally a criminal forfeiture cannot be done, and no alternative exists to a civil action. These matters are very time consuming for the MDTF attorneys. Having these cases done by the Prosecution Coordinator frees up time for the MDTF attorneys, and has worked well. Experience has shown that civil forfeitures are very time-consuming, similar to scope to conventional civil litigation.

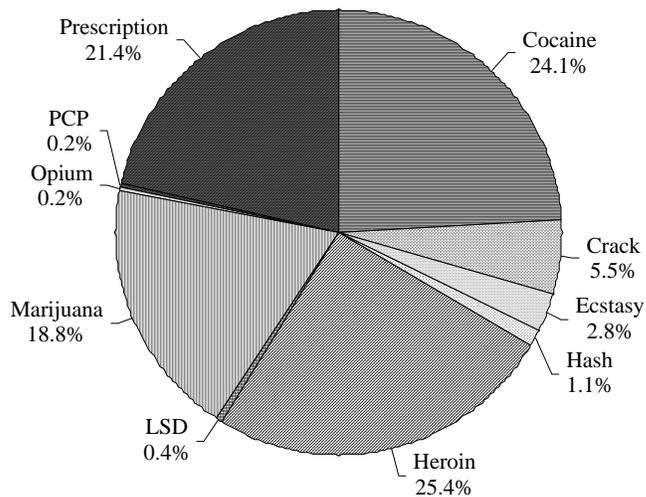
8. The MDTF attorneys have continued to provide prosecutorial support to the several federal and joint state/federal task forces operating in Maine: the High Intensity Drug Trafficking Area (HIDTA) program, the Violent Crimes Task Force, and the Organized Crime Drug Enforcement Task Force (OCDETF).
9. The DPC continued to spend considerable time covering court appearances, and calls from police officers seeking advice, for the other attorneys during vacations or other absences.
10. The Attorney General's office has continued to take a leadership role in the design and implementation of the Adult Drug Court. MDTF attorneys have referred approximately one-half (up from one-third last year) of the cases currently in drug court, the rest coming from the District Attorneys' offices. The Drug Prosecution Coordinator has continued to spend considerable amounts of time assisting John Richardson, State Drug Court Coordinator, with planning and implementation issues relating to Drug Court. The Coordinator also attends the monthly meetings of the Statewide Drug Court Steering committee. The Coordinator also spoke at several drug court trainings for various members of the drug court team.
11. All but one of the MDTF attorneys have also been attending most of the ongoing sessions of Drug Court. The MDTF attorneys, due to the nature of their cases, all have responsibility for a significant proportion of the total number of Drug Court cases – about one-half. The Drug Court process is considerably more time consuming than a regular, straightforward plea, and requires ongoing attention by the prosecutor even after the plea. Drug Court has substantially increased the time commitments of the MDTF attorneys.
12. The DPC has been active in assisting the Attorney General with participation in the National Association of Attorneys General Prescription Drug Abuse Task Force. The Prosecution Coordinator has had numerous press contacts regarding prescription drug abuse in Maine, frequently serving as a spokesperson for the Attorney General.
13. The DPC and the MDTF attorneys have continued to meet monthly and have developed standard policies on cash forfeiture thresholds, equitable sharing of forfeitures among cooperating departments, drug court eligibility for traffickers, and the lab testing of drug samples. The meetings have also focused on developing strategies for making drug sentences more consistent across the state.
14. Considerable progress has been made organizing the police reports relating to seized guns remaining in the MDEA warehouse. In the early to mid 1990's, this program funded a full-time Assistant Attorney General to resolve either through forfeiture proceedings, or otherwise, the status of the large number of firearms in the MDEA warehouse. Great progress was made, and most cases capable of resolution were disposed of. What were left are the difficult cases, and older cases where the police reports are missing, incomplete, or disorganized. Personnel sorted through hundreds of pages of police reports relating to these guns, and organized them so that further action may be taken on

these remaining seized guns. Personnel completed this project in the summer of 2003. The remaining guns are to be treated as abandoned property under Maine law.

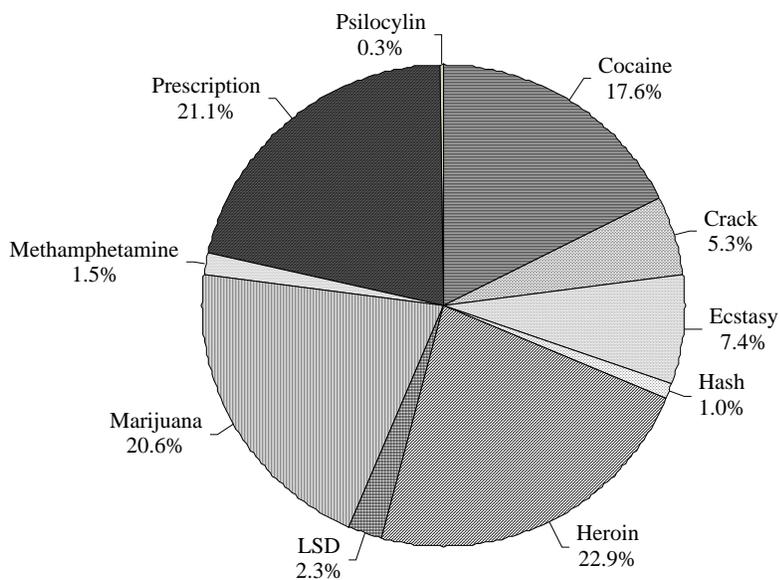
15. As a follow-up to the efforts in past years to limit illegal activities at “raves,” the DPC and MDEA agents have continued to closely monitor these and similar events. No raves of the type that took place in Lewiston have been organized in Maine since October 2001. “Outlaw” raves -- which are not publicly announced and are essentially private, invitation-only parties -- have taken place through the summer of 2003, with sparse attendance – most notably in the Bangor area in an abandoned factory building. These events have been monitored by MDEA and local police departments, and have presented relatively few problems. An exception may be at weekly events at a nightclub in Orono, where agents have made undercover purchases of methamphetamine. This venue for events will continue to be scrutinized.

Maine Office of Attorney General
Drug Task Force Attorney Cases

July 1, 2002 -- June 30, 2003

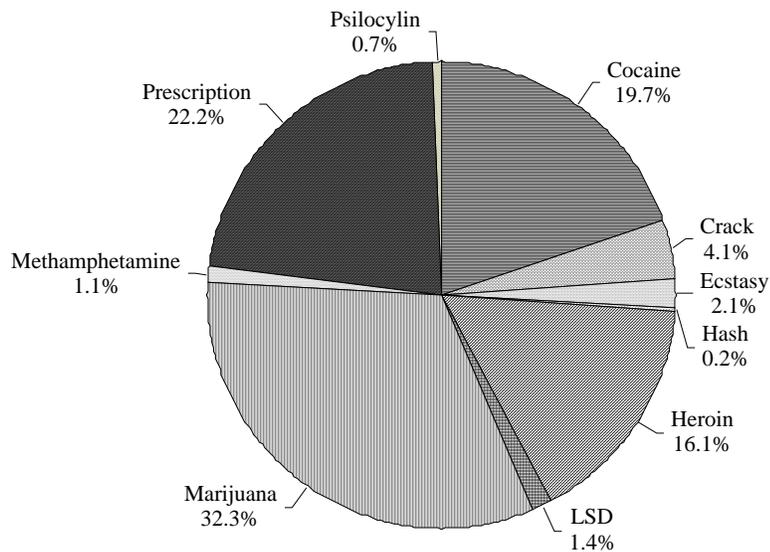


July 1, 2001 -- June 30, 2002

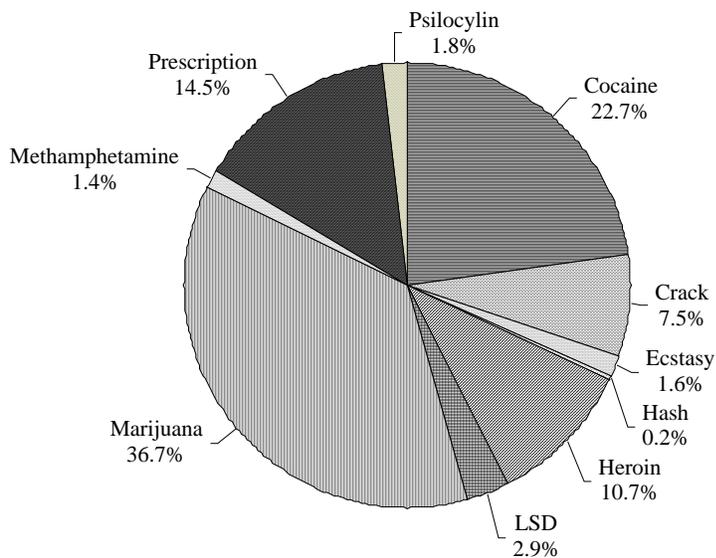


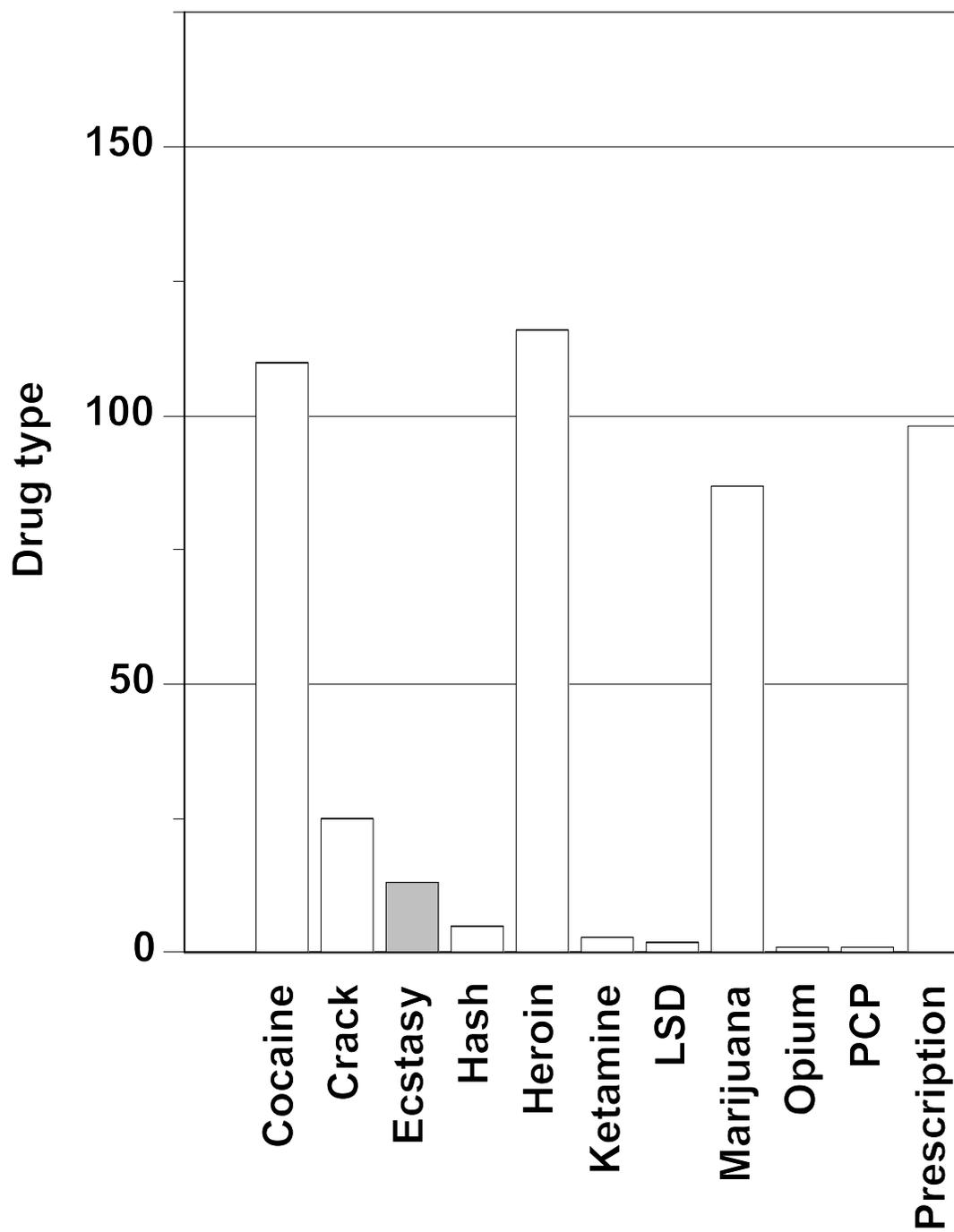
Maine Office of Attorney General
Drug Task Force Attorney Cases

July 1, 2000 -- June 30, 2001

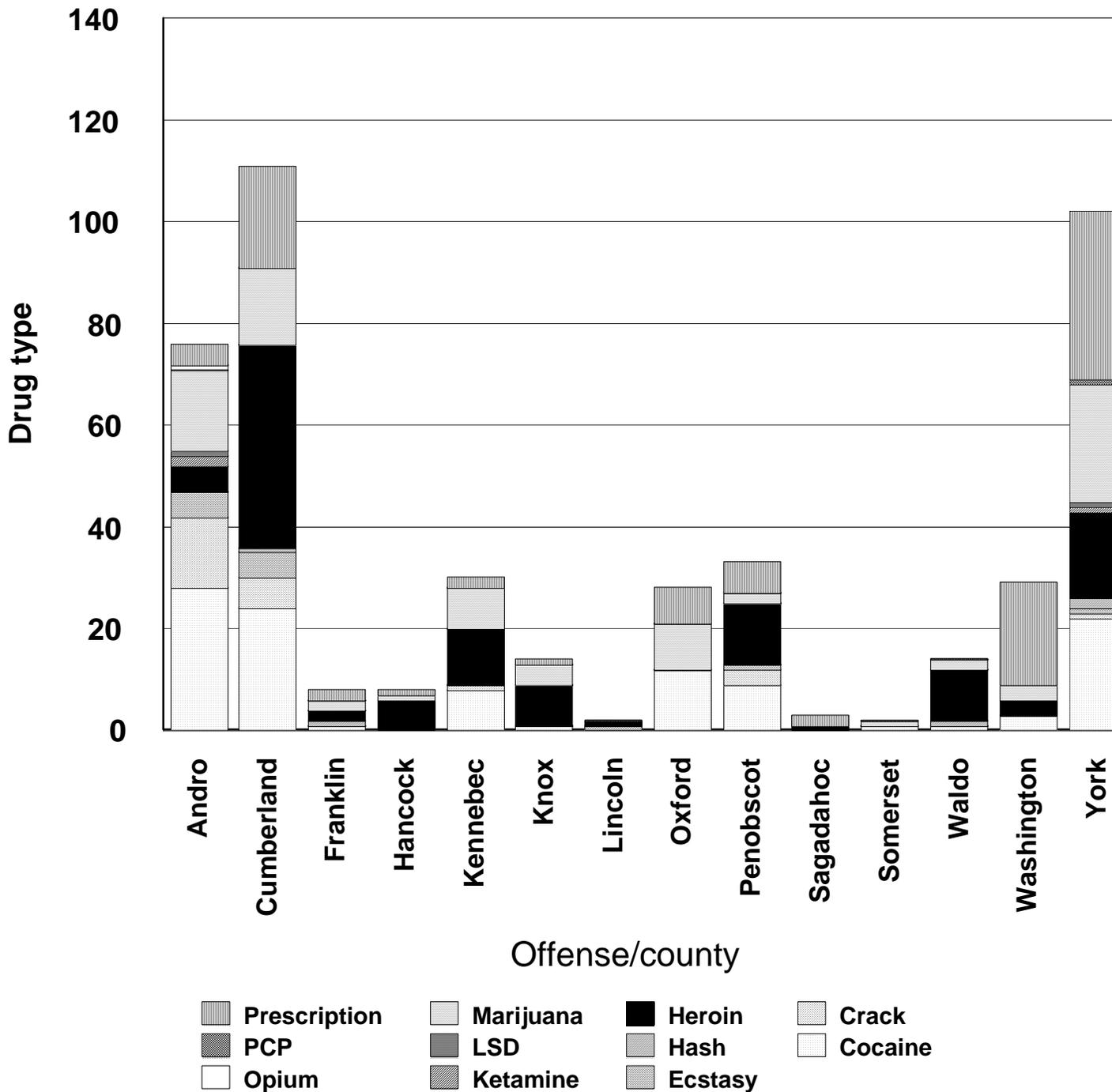


July 1, 1999 -- June 30, 2000



Closed Cases 7/1/02 to 6/30/03

Office of the Attorney General Closed Cases FY 2002 - 2003 by County and Drug Type



VIOLENCE AND CRIME PREVENTION PROGRAM

Number of Projects: Five

Authorized Program Area: 4

Program Description: While Maine has some of the lowest crime rates in the Nation when compared to other states, serious crime and violence always pose safety threats in any Maine community. We are all too frequently reminded of this reality by disquieting news of a serious or violent crime in one of our cities or towns. We believe preventing violence is essential to safer communities.

Developing effective criminal justice system and community responses affected by these incidents of crime, gangs, drugs, and violence create challenges. Programs are needed that reinforce the avoidance of substance and alcohol abuse, train conflict resolution and increase recognition that government, business, education, the media, neighborhoods all have an interdependent role in identifying and solving problems related to crime and violence. People representing every interest in this area, families, schools, law enforcement, business and labor, media, religious institutions, health delivery systems, government and service organizations, must come together, identify their unique problems, organize and plan a response, and take action.

Increased knowledge about the causes and risk factors related to youth violence as well as effective programs hold promise in reducing the rates of these crimes. As a concept, prevention has a strong, community-wide appeal. Encouraging positive, healthy lives and preventing the documented personal and social tragedy of substance abuse and violent crime makes sense. In practice, we recognize prevention activities and programs pose difficult problems in planning and implementation. To be effective, barriers must be eliminated that prevent effective responses to youth and family violence by the criminal justice system, social service agencies and schools. Interagency collaboration must result in better information sharing on issues and responses to incidents of youth and domestic violence.

Purpose:

This program is designed to assist State agencies and local communities address crime and violence problems placing emphasis on developing and implementing comprehensive approaches to crime, neighborhood-based programs with active citizen involvement, and violence prevention and control initiatives with an emphasis on youth and domestic violence. It will also focus on improving the ability of the criminal justice system to remove serious and violent offenders from our communities.

Goal:

Ensure safe communities in Maine

Objectives:

- Increase effective community response to youth and gang violence, drug-related crimes, and domestic violence through the implementation of integrated systems of community actions.
- Improve the efficiency of State and local law enforcement investigative capabilities to apprehend

perpetrators of violent crimes, particularly crimes against women.

- Develop and implement comprehensive strategies to reduce and prevent crime and violence in local communities.
- Provide national-scope training to support local anti-crime, drug use, and violence-prevention efforts.
- Improve the effectiveness and efficiency of all aspects of the adjudication process to hold violent criminals accountable.

Evaluation:

While many of the results of a prevention effort are difficult to measure the evaluation plan will focus on the question; “Did we accomplish our objectives?” Individual projects will be required to report and rate the degree of success towards the accomplishments of project objectives that include:

Creation of community prevention initiatives;

Development of comprehensive violence prevention strategies;

Creation and/or expansion of community partnerships;

Increase in the capacity of law enforcement to deal with youth and family violence to include the investigation and conviction of violent criminals;

Hours of training delivered; and

Increase in the number of cooperative agreements entered into or revised between criminal justice and social service governmental entities aimed at improving the response to community crime issues.

Program Components, Activities and Accomplishments

The focus of the Violence Prevention Program is to increase the capacity of communities to deal with youth and family violence and provide law enforcement enhanced capacity to investigate and convict serious violent criminals. Annually the Justice Assistance Council competitively solicits through requests for proposals (RFP), projects to achieve one or more of the program’s goals and objectives. In FY2003 the program supported five projects in continued efforts to make communities safer.

Violence Prevention Program

Purpose Area 04

Bureau of State Police	CCM - Rapid Response Program	\$100,000.00
Augusta Police Department	CP - Crisis Intervention Team	\$23,060.00
Westbrook Police Department	Crisis Intervention Team	\$9,950.00
Franklin County Sheriff's Department	Tri-County Property Crime Task Force	\$22,370.00
Office of Attorney General	DV Homicide Review	\$20,000.00
	Total	\$175,380.00

Each project addresses one or more of the Programs Objectives. For example:

Rapid Response Program

The Maine State Police in collaboration with Catholic Charities Maine Rapid Response Program initiated a project to address and reduce the cycle of learned violent behavior, substance abuse, and symptoms of post-traumatic stress disorder through an innovative and immediate response to the needs of children exposed to violent or traumatic situations. The program, designed in response to emerging medical information on the immediate and long-term effects of exposure to violence on children, which includes symptoms of post-traumatic stress disorder, focused its attention on children from birth to 18 years of age in Washington and Hancock Counties

The aim of Rapid Response Program is to reach children affected by violence and trauma at the earliest possible point after the incident, and start a course of healing, through physical or mental health treatment, as quickly as possible, before long-term damage is done.

The Rapid Response Specialist made available on a 24-hour basis, when alerted by customary first responders to a situation (law enforcement, tribal agencies, fire departments, school officials, hospital staff, etc.), provided intervention on the child's behalf. Their presence helped stabilize situations by working with the child, and letting other professionals carry on their own work, whether investigating a crime scene or attending to the medical needs of a parent victim of assault.

The objective is to ensure appropriate emergency care and long-term treatment and services to children in rural Maine involved in violent or traumatic situations, either as victims or witnesses.

The Rapid Response Program is built on an established network of public, private and tribal agencies working cooperatively for the sake of children's welfare. The Program is educating law enforcement personnel, social service providers, educators, and others on the effects of trauma on children. It has created a corps of specialists who work directly with a child involved in a traumatic incident and established a comprehensive and interactive list of services available in the target area for immediate care and building long-term resilience in children and works with community stake-holders to identify services and programs still needed.

Further, the Rapid Response Program starts the child on a course of support and/or treatment, through direct services available in their own community, to address their physical and mental health needs. Through this combination of immediate response and any necessary long-term treatment, a reduction in the cyclical nature of violence and substance abuse will be addressed.

Collaboration between law enforcement, domestic violence projects, state agencies such as Dept. of Human Services, and the court system, community agencies, churches, and social service providers, is integral to the program and deemed critical to the success of this effort. Evaluation by an independent institution is incorporated in the plan to assess the impact of the program on the target area, and the program's efficacy in other areas. The program is intended to provide a medical-legal model for rapid intervention on behalf of a child in a violent or traumatic situation, to be replicated in other rural communities in the state and in the nation.

Crisis Response Team Initiatives

* **Community Policing**

Number of Projects: **Fifteen**

Authorized Program Area: **4**

Program Description

Alliances between community residents and the police are essential for making neighborhoods and communities safe and drug-free. In recent years, law enforcement agencies have been experimenting with alternative approaches to traditional policing methods in order to increase coordination and interaction with the communities they serve. These approaches call for police departments to be pro-active as well as problem oriented and to act as catalysts for developing and sustaining a coordinated network of services for communities and neighborhoods.

This method of policing is not a particular program per se, but rather a process and a philosophy for conducting daily police services. Proponents of this approach to policing believe that it will provide law enforcement agencies with a broader range of options for addressing the root causes of crime and drug abuse, fear of crime, and criminal victimization and improve the quality of life in local communities. In addition, with a pro-active orientation to policing, law enforcement and other municipal agencies will be in a better position to assist in developing grass roots self-help approaches to crime and drug problems.

Purpose

The purpose of this program is to develop and demonstrate community-policing strategies that focus on crime and drug demand reduction at the community level. The program involves the co-production of public safety through extensive partnership efforts between law enforcement, other local government agencies, businesses, schools, community/civic organizations and citizens.

Goals

To improve the quality of life in neighborhoods by creating an environment that stimulates police, other governmental agencies and community residents to work closely together to solve problems of crime and neighborhood disorder. We seek:

- To explore and demonstrate the potential of community-oriented policing in drug abuse and crime prevention, deterrence and control.
- To develop and demonstrate innovative model strategies promoting a police service orientation that are effective in drug demand reduction and crime reduction and prevention at the community level.
- To establish a relationship between the community and the police that reduces isolation, opens up avenues of communication and collaboration, and embodies shared responsibility for the safety of our citizens.

Objectives

It is envisioned the Community Policing Program will provide law enforcement and other local governmental agencies with a broader range of options for addressing the root causes of crime and drug abuse, fear of crime, and criminal victimization while improving the quality of life in local communities. The program is based on the premise that the entire community must address crime and drug problems, not just by the law enforcement agency. In addition, top-level management support and involvement is required for overall management of these projects.

In order to achieve this, we need innovative, comprehensive, pro-active as well as problem solving strategies, which emphasize demand reduction; involve law enforcement, other city/town agencies, social and religious organizations, businesses, schools, and citizens; and which occur within an operational framework of community oriented policing. Program objectives are:

- Provide for the development of grass roots self-help efforts to address crime and drug problems;
- Develop processes for designing and implementing community-oriented approaches to demand reduction;
- Develop a mechanism for long-term continuation of the program; and
- Provide for the evaluation of the demonstration project.

Critical Elements of Community Policing/Program Activities

Community policing embraces a philosophy that is reflected in a style that contains certain critical elements. These elements are:

- Institutionalization of community policing throughout the law enforcement agency;
- Extensive community interaction and participation;
- Crime analysis/data management coupled with police resources assigned based on geographical areas vs. conducting random patrol;
- Use of problem solving techniques; and
- A multi-disciplinary, inter-agency team of professionals to conduct a need assessment, plans and designs the best approaches, and implement the plan with active community participation.

Evaluation

Program evaluation will consist of measuring the increased:

- Growth of law enforcement partnerships with communities
- Building of partnerships within the police organization
- Decentralized police decision making

- Restructure of police training and education supporting a community policing philosophy

Program Components, Activities and Accomplishments

Community based initiatives remain a continued focus in Maine communities efforts to reduce crime and improve the criminal justice system. Numerous Maine law enforcement agencies and communities have adopted a community oriented policing philosophy and practices during the past decade to that end. The transitions promote partnerships with citizens to work closely together in new ways to solve problems of crime, physical and social disorder, and community decay. Activities engaged in by these communities rest on the belief that the citizens and stakeholders deserve input into the police process in exchange for their participation and support. This belief holds that solutions to contemporary community problems demand to free both the citizens and the police to explore creative, new ways to address neighborhood concerns beyond a narrow focus on individual crime incidents. The new philosophy embraces joint initiatives and, most important, sets goals of eliminating identified problems applying strategies that are regularly reviewed and supplemented, if necessary, until each identified problem is eliminated

Projects and activities modeling this philosophy and directed at the achievement of the program goals are evident throughout Maine, many a direct result of past and present Byrne funded activities. Virtually all of Maine's communities have directly or indirectly benefited from the Community Policing Program, either through direct awards, or training and technical assistance and are to a greater or lesser extent adopting community policing practices and philosophy.

During this reporting period, the following Byrne 14 funded projects, representing local governments, were active as a result of successful competitive awards.

Scarborough Police Department	Skate Park
Cumberland County Sheriffs Department	Community Policing Citizen Police Academy
Kennebec County Sheriffs Department	Community Policing Mentoring Project
Washington County Sheriff's Department	Washington County Drug Court Initiative
Auburn Police Department	Auburn Police Community Policing Initiative
Kittery Police Department	Kittery Community Investigation Officer
Caribou Police Department	Community Skate Park
Bath Police Department	Mobile Data Computer Project
York Police Department	Enhance Speed Reduction
York Police Department	Reverse 911
York Police Department	Jump Start: Mentoring for Youth
Brewer Police Department	C P: Efficiency/Citizen Participation
Berwick Police Department	Berwick Police Citizen Police Academy
Bath Police Department	Citizen Police Academy

These projects had varying focuses. A number of local agencies received needed funding to acquire mobile data terminal technology, leveraging limited law enforcement resources while others used grant funds to conduct Citizen/Police Academies. Direct and ancillary supported activities and accomplishments included:

- Formalizing problem solving through beat/patrol/patrol profiling and action planning.
- Increasing patrol officer efficiency through technology, i.e. mobile data terminals for patrol use.
- Establishing Community Advisory Committees.
- Holding meetings between the law enforcement command representatives, the Community Advisory Committee and other relevant parties at least monthly to identify community issues and problems and helping set broad priorities.
- Holding monthly beat/patrol level community meetings, to identify problems and plan solutions, on each beat/patrol in every district/neighborhood.
- Establishing monthly newsletters concerning community policing activities and a telephone hotline for community policing feedback.
- Establishing formal relationships with other community service agencies.
- Establishing procedures for requesting, logging and following up on requests for services.
- Developing service resource guides for distribution to department members.
- Cross-training police officers and personnel from other community agencies.
- Decentralizing the decision making process so that officers at the beat/patrol level have the opportunity and authority to identify and prioritize problems and to make decisions about how to solve them, and so that supervisors have the chance to be mentors and motivators and to manage people and resources.
- Improving crime data collection and analysis capacity, making available more accurate and timely information to personnel to analyze and map crime hot spots, track other neighborhood problems (such as problem liquor establishments) and to share this information with the community.
- Establishing new ways of measuring individual performance, rewarding initiative and creativity based on results, not just activities.

- Developing and delivering training curricula for community members that will enable them to develop a deeper understanding and appreciation of police work and a greater willingness to take responsibility for the safety of their own neighborhoods.
- Delivering training to supervisors followed by beat/patrol officers, then rapid response officers and, finally, other department personnel.

Sex Offender Management Program

Number of Projects: One

Authorized Program Area: 11

The goal of the Sex Offender Management Program is to increase protection to victims and communities by providing enhanced probation supervision and treatment to identified sex offenders. The enhanced probation combines measures of external control, such as ongoing risk and needs assessments and appropriate levels of surveillance, with the requirement that sex offenders exert internal behavioral controls. This combined approach can increase the likelihood that sex offenders can be effectively and safely managed in the community. The treatment component recognizes that for there to be any meaningful long-term reductions in the incidences of sex offenses, the perpetrators of those crimes must receive treatment. If, as the statistics suggests, that for example pedophiles can violate several hundred times during the course of their lives, absent lifetime sentences for pedophiles, the only viable option for meaningful reductions in the incidence of their violations is treatment. The combination of enhanced supervision and treatment offers hope to beleaguered criminal justice professionals long frustrated by the ineffectiveness of incarceration as the sole tool for managing sex offenders.

At the inception of this program in 1997, it was observed sex offenders constituted over 28% of the 1650 inmates incarcerated in Maine's correctional facilities. Pending implementation of a therapeutic community treatment program for inmates, the Division of Adult Community Corrections was the primary provider of treatment for offenders. Available research estimated 50% to 85% of sex offenders would re-offend if supervision does not include a treatment program. It is further observed that the cycle of offense/punishment/re-offending often results in an increased pathology of escalating defiance and increased danger to public safety.

The Maine Department of Corrections, Division of Adult Community Correction, has been actively engaged in a process that captures the perspective of policy makers, enlists the partnership with law-enforcement and establishes essential communication with victims, advocates and the community in providing a sexual offender management program in the community.

Program Components, Activities and Accomplishments:

The Maine Department of Corrections (MDOC) during the past three years developed a comprehensive system of community supervision for sex offenders. MDOC has:

- Designed, developed and implemented program guidelines for the Sex Offender Management Program;
- Designed, developed, validated and implemented a risk/needs assessment instrument;
- Enhanced community contact with high-risk sex offenders and support systems;
- Implemented systematic monitoring of sex offender compliance with conditions of supervision;
- Coordinated treatment for offenders;
- Networked with offender and clinicians to identify relapse prevention strategies;

- Coordinated with law enforcement and communities to provide appropriate levels of community notification; and
- Enhanced education about victimization and sex offender typologies and actively enhanced prevention efforts.

Considered a successful demonstration, the protocols and use of specialized probation officers trained in assessment and community management of sexual offenders now is institutionalized. The Sex Offender Management Program has been adopted by MDOC having demonstrated, as the literature suggests, the efficacy of on-going community supervision. At the conclusion of FY2001, after three years of Byrne funded support, the Sex Offender Management Specialists transitioned to general funded positions, institutionalizing the program.

The Program, while aiding offenders to avoid high-risk situations and acquire skills for coping with such situations when they occur, achieved and is continuing to provide:

- Uniform standards of sex offender management, field supervision and treatment interventions;
- Specialized community case supervision of sex offenders consisting of high-risk offenders; Assigned sex offender specialist (probation & parole officers) managing a targeted sex offender population;
- Collaboration with law enforcement to increase community awareness through Notification and Registration laws;
- Community based multidisciplinary teams familiar with relapse prevention to manage sex offenders;
- Multidisciplinary collaboration with educators, victim groups and criminal justice agencies;
- Relapse prevention education and training opportunities for multidisciplinary groups;
- Treatment coordination between institutions and community mental health providers for sex offenders;
- Increased the number of treatment providers throughout the State.
- Coordination with other state and county agencies and persons working in the reduction of sexually assaultive behaviors.
- Educational and training opportunities on the sex offender management program to mental health professionals and multidisciplinary team members
- Improved availability of data for evaluating the impact and effectiveness of sex offender programming; and
- Improved ability to assess the relative risk presented by both adult and juvenile sex offenders released to the community.

Goal

Provide a fully automated criminal justice information management system that will provide timely, complete, and accurate criminal justice record information to all local, State and Federal components of the criminal justice system.

Objectives

Provide a mechanism for electronic transfer and sharing of criminal justice record information between criminal justice agencies to increase the availability of criminal histories, bail information and protective orders and conditions of release of those persons on probation or parole to include:

1. Offender tracking information. Offender-based tracking information, including any active status of offenders in the criminal justice system;
2. Criminal history information. Criminal history record information that includes information on the potential risk of individuals;
3. Crime data. Specific crime data for investigations and statistical analysis;
4. Warrant information. Warrant and wanted persons information;
 - A. Conditions of release information. Status and conditions of release of those persons on probation or parole or admitted to bail.
 - B. Protective order information - Information pertaining to conditions of protection, protected persons and the subjects of protection from abuse orders.
5. Stolen property information. Stolen property listings; and
6. Other information - Other information available through communications or networking with other states or federal criminal justice agencies, or both.

Provide necessary data processing equipment required by criminal justice agencies to implement and automate information systems.

Ensure that accurate criminal history record information is available in a timely fashion to all criminal justice agencies in Maine.

Critical Elements

Enhanced record keeping for all arrests and convictions made within the last five years and in the future;

Improving the accuracy, completeness and timeliness of criminal justice information residing at State central repositories;

Completion of criminal histories to include the final disposition of all arrests for felony offenses;
Full automation of all criminal justice histories and fingerprint records; and

Improving frequency and quality of criminal history reports to the Federal Bureau of Investigation.

Program Activities

Acquisition of automated data processing equipment

Develop and procure criminal justice information system software

Hiring/contracting for technical assistance

Provide necessary resources for connection to wide area network (WAN) for the electronic transfer of information

Develop and expand specialized criminal justice information databases.

Provide advanced information management technology to law enforcement agencies.

Evaluation

Evaluation will consist of on going monitoring of projects by quarterly reports, information audits, and accomplishment of tasks directed to:

- Completion of criminal histories to include the final dispositions of all arrests for felony offenses;
- Full automation of all criminal justice histories and fingerprint records; and

ports to the Federal Bureau of
Investigation.

Program Components, Activities and Accomplishments.

Appendix A

**Byrne Memorial Formula Grant Program Funded Projects By Purpose Area and Program
Response Active During Reporting Period 7/1/02 – 6/30/03**

Multi-Jurisdictional Task Force Support		Purpose Area 02
MDEA	Multi Jurisdictional Drug Task Force	\$1,617,899.00
Office of Attorney General	Drug Task Force Prosecution Support	\$525,792.00
		Total \$2,143,691.00
Community Policing		
Scarborough Police Department	Skate Park	\$18,000.00
Cumberland County Sheriffs Department	Community Policing Citizen Police Academy	\$4,160.00
Kennebec County Sheriffs Department	Community Policing Mentoring Project	\$27,095.00
Washington County Sheriff's Department	Washington County CP/Drug Ct Initiative	\$29,693.00
Auburn Police Department	Auburn Police Community Policing Initiative	\$29,945.00
Kittery Police Department	Kittery Community Investigation Officer	\$29,557.00
Caribou Police Department	Community Skate Park	\$30,000.00
Bath Police Department	Mobile Data Computer Project	\$30,000.00
York Police Department	Enhance Speed Reduction	\$29,956.00
York Police Department	Reverse 911	\$29,737.00
York Police Department	Jump Start: Mentoring for Youth	\$13,662.00
Brewer Police Department	C P: Efficiency/Citizen Participation	\$6,834.00
Berwick Police Department	Berwick Police Citizen Police Academy	\$11,581.00
Bath Police Department	Citizen Police Academy	\$7,067.00
		Total \$297,287.00
Violence Prevention Program	Purpose Area 04	
Bureau of State Police	CCM - Rapid Response Program	\$100,000.00
Augusta Police Department	CP - Crisis Intervention Team	\$23,060.00
Westbrook Police Department	Crisis Intervention Team	\$9,950.00
Franklin County Sheriff's Department	Tri-County Property Crime Task Force	\$22,370.00
Office of Attorney General	DV Homicide Review	\$20,000.00
		Total \$175,380.00
Sex Offender Management	Purpose Area 11	
Department of Corrections	Behavior Health Curriculum	\$100,000.00
Criminal Justice Information System Up-grade Purpose Area 15B		
Administration	Byrne Administration	\$159,000.00

Dollar Amounts by Program Response

Multi-jurisdictional Task Force	\$2,143,691.00
Community Policing	\$297,287.00
Violence & Crime Prevention	\$175,380.00
Sex Offender Management	\$100,000.00
CJ Information System Up-grade	\$.00

Addendum A

Maine Criminal Justice Council Membership

- Commissioner of the Department of Public Safety, or his designee

Commissioner Michael Cantara
- Commissioner of the Department of Corrections, or his designee

Commissioner Martin Magnusson; represented by Associate Commissioner Denise Lord,
- Attorney General or his designee

Attorney General Steve Rowe; represented by Deputy Attorney General William Stokes
- Chief Justice of the Supreme Court, or his designee

The Honorable Chief Justice Leigh Saufley, represented Ted Glessner, Court Administrator
- Coordinator, U.S. Attorney's Office, District of Maine

Randy Harriman
- Department of Corrections Associate Commissioner of Adult Services

Associate Commissioner Harold Doughty
- Chairperson of the Maine Commission on Domestic Abuse, or designee

Joseph Missbach, represented by Bonny Hardwick
- The Director of the Maine Criminal Justice Academy

Director John Rogers
- Director of the Office of Substance Abuse, or designee

Director Kimberly Johnson; represented by William Lowenstein
- Two Police Chiefs

Chief Michael Coty

Chief John Morris
- One Sheriff

Sheriff Mark Dion
- A District Attorney

Neale Adams, Chairperson

- A representative of a state law enforcement agency Investigator Charles Love, Office of the Attorney General
- A representative of a domestic abuse prevention organization Lois Reckitt
- A representative of a victims group Marty McIntyre