

Multi-Jurisdictional Task Forces in Georgia: A Two-Pronged Evaluation

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SUMMARY

This evaluation examined the effectiveness of the 33 multijurisdictional task forces operating in Georgia in 1991. The evaluation consisted of two parts. The first, a survey of the 33 task forces, requested descriptive information about the size and nature of the task force, as well as information regarding the performance of the task force in terms of such measures as number of arrests, amount of assets seized or forfeited, and amount of drugs removed. As an indicator of cost effectiveness, each of these measures was divided by the amount of money the task force received, so that, for example, it was possible to compare the cost per arrest across task forces (see Table 4, p. 11). In addition, a composite effectiveness measure was created that combined these three measures. This composite measure provides a single indicator by which the different task forces can be compared (see Table 7, p. 14).

The second part of the evaluation used arrest data reported to the GCIC for the years 1985-1990. Counties with and without task forces were compared across these six years. Statistical analyses indicated that, compared to counties without task forces, counties with task forces had generally shown a greater increase in the number of arrests made, especially since 1988. This difference suggests that money given to task forces may be effective. However, that conclusion must remain tentative, because the reliability of the data are questionable and alternative explanations cannot be ruled out.

This report ends with proposed changes in the next survey to be conducted, giving specific items to be deleted or added. Finally, there are suggestions about what a process evaluation could include. The survey used this year is attached as Appendix A.

BACKGROUND

The 1986 Drug Control and System Improvement Act made federal funds available to states as grant monies to be distributed to local law enforcement agencies. These federal funds, matched at the rate of 25%, are designed to develop local long-term efforts to combat drugs. A major emphasis of these funds has been on multi-jurisdictional task forces.

Multi-jurisdictional task forces consist of two or more law enforcement agencies working together to reduce drug law violations. Participating agencies investigate, arrest, prosecute, and seize the property of convicted persons involved in the sale, distribution, and use of illegal drugs. These cooperating agencies also develop narcotics intelligence systems. An ancillary goal is the promotion of communication and cooperation among law enforcement agencies. Multi-jurisdictional task forces have been operating in Georgia since 1988.

This evaluation, initiated by the Criminal Justice Coordinating Council, assessed the effectiveness of multi-jurisdictional task forces in reducing drug-related crimes in Georgia. The evaluation consisted of an analysis of two data sources: (a) a survey completed by each of the multi-jurisdictional task forces, and (b) an independent analysis based on data from the publication Georgia Criminal Justice Data for the years 1986-1990 published by the Georgia Bureau of Investigation (GBI).

I. SURVEY

In March, 1992, a survey, based in part on questionnaires developed by the Bureau of Justice Assistance and an evaluation team in Missouri, was mailed to the 33 multi-jurisdictional task forces operating in Georgia. The completed surveys were returned in April, 1992. The survey contained 19 topic areas in two broad areas: descriptive information and outcome information. **Descriptive information** included budget, priorities, disposition of assets, law enforcement improvements, and difficulties. **Outcome information** included the amount of drugs removed from the market, non-drug assets seized and forfeited, and the number of investigations, arrests, convictions, and incarcerations from 1989 to 1991.

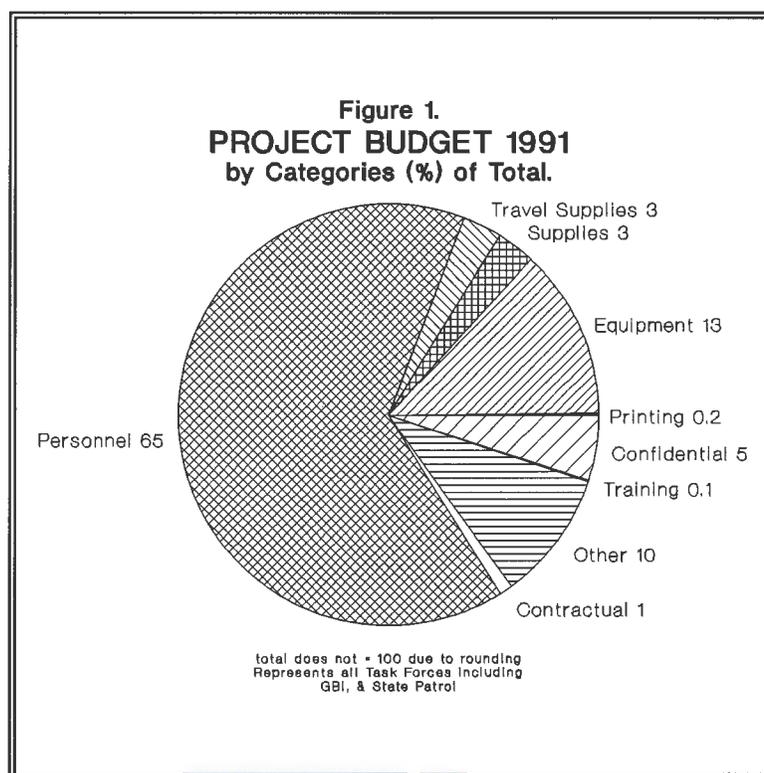
The format of the survey included open-ended, closed-ended (yes/no), and Likert type (5-point scale) questions (see Appendix A for a copy of the questionnaire). Much of the information was descriptive in nature because many of the questions measured general impressions (e.g., problems and improvements regarding law enforcement activities). Moreover, because many of the task forces did not maintain data for the relevant time period (i.e., most did not have data regarding investigations, arrests, convictions, and incarcerations for the years 1989 and 1990), we could provide only simple descriptions of the data.

Descriptive Information

All 33 of the task forces responded to the survey. This number included the 29 regular task forces, 2 special task forces (Clinch and Ware), the Georgia Bureau of Investigation (GBI), and the State Patrol. Because they have state-wide jurisdiction, surveys from the GBI and State Patrol were analyzed separately. Of the 31 regular and special task forces, the GBI was reported to be involved in 6 (19%). Of all 33 task forces, 6 (18%) started in 1988, 13 (41%) started in 1989, 8 (25%) in 1990, and 5 (16%) in 1991. One task force did not respond to this question.

Project Budget

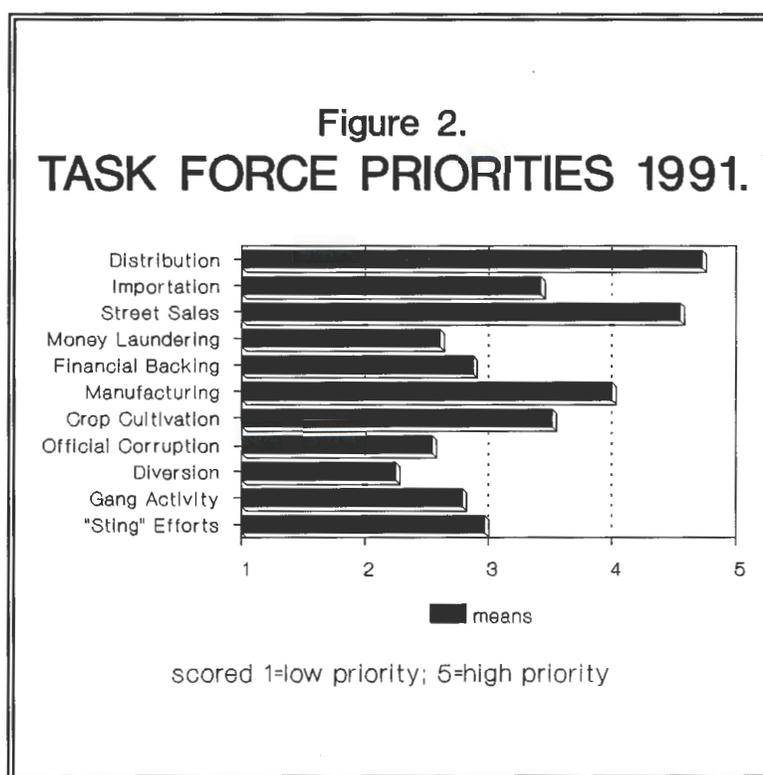
The Project Budget for 1991 by categories is presented in Figure 1. Most of the money was allocated to personnel (65%), with other categories receiving smaller shares: equipment (13%), other (10%), travel (3%), supplies (3%), confidential funds (5%), contractual funds (1%), printing (.2%), and training (.1%). The average amount of federal funds allotted to task forces in 1991 was \$156,072 with the smallest and largest amounts reported as \$27,400 and \$469,596, respectively. The average amount of all other funds allotted to task forces was \$74,721 with the smallest and largest amounts reported as \$9,133 and \$565,806, respectively.



The average amount of total project budgets allotted to task forces was reported as \$226,904 with the smallest and largest amounts reported as \$36,533 and \$607,525, respectively.

Task Force Priorities

The priorities of the task forces are presented in Figure 2. Respondents made these judgments using a 5-point scale, which ranged from low priority (1) to high priority (5). Overall, drug distribution, street sales, and drug manufacturing were rated the most important targets of the task forces, with other possible goals rated much lower in priority.

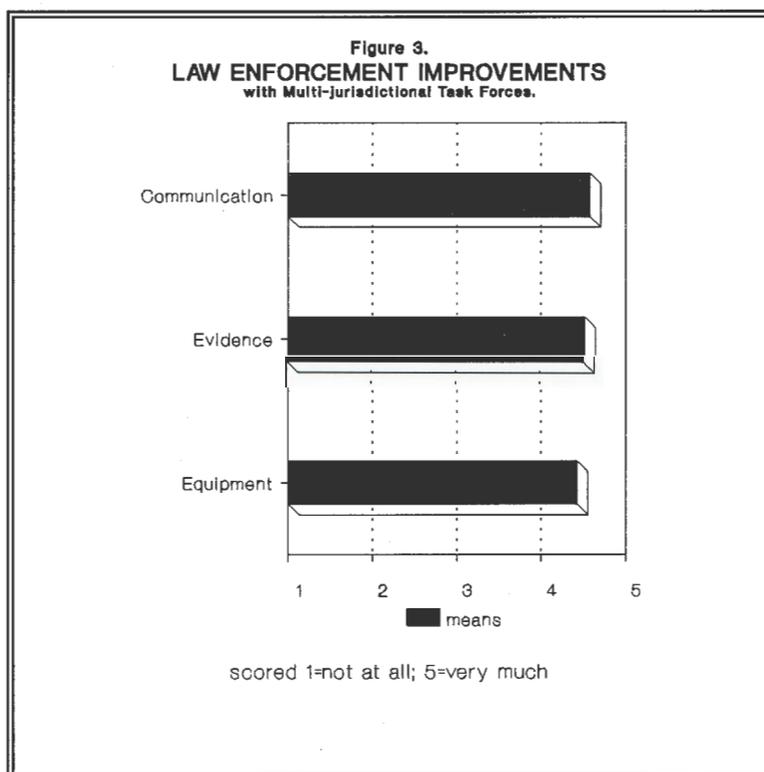


Problems Task Forces Faced

Of the 33 task forces, 19 described one or more problems in implementing the task force. The most frequent response (given by 5 task forces) was communication. Three task forces reported not having enough money, and three others reported difficulty finding agents (including undercover agents) or finding confidential informants. Two task forces reported problems with disposing of seized or forfeited property, two voiced concerns about the lack of a top administrative position for the task forces, and two stated there were not enough personnel. One response was reported for several additional categories (e.g., difficulty obtaining equipment from manufacturers and suppliers, too much paper work, lack of funds when first organized).

Law Enforcement Improvements

Improvements in law enforcement brought about through the multi-jurisdictional task forces are shown in Figure 3. All of these judgments were based on a five point scale (1 = not at all; 5 = very much). Although a few of the task forces reported problems with communication (see above), most task forces reported an improvement in communication. In addition, evidence quality and equipment were said to have improved.



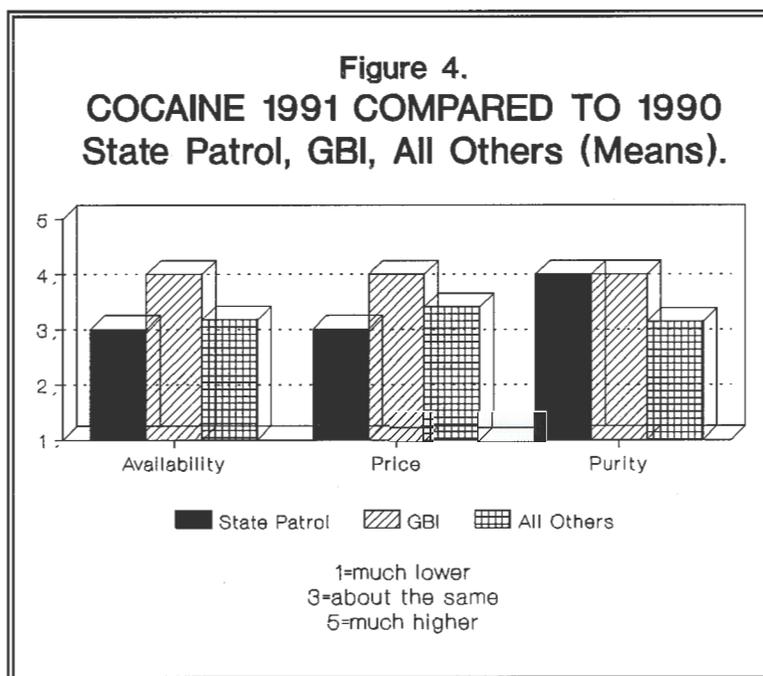
Outcome Measures

In addition to asking for information describing the task force, the survey also requested information that dealt more directly with the outcome effectiveness of the task forces. This requested information included both global judgments about the activities of the task forces (e.g., the cost of cocaine) as well as specific information about investigations and arrests.

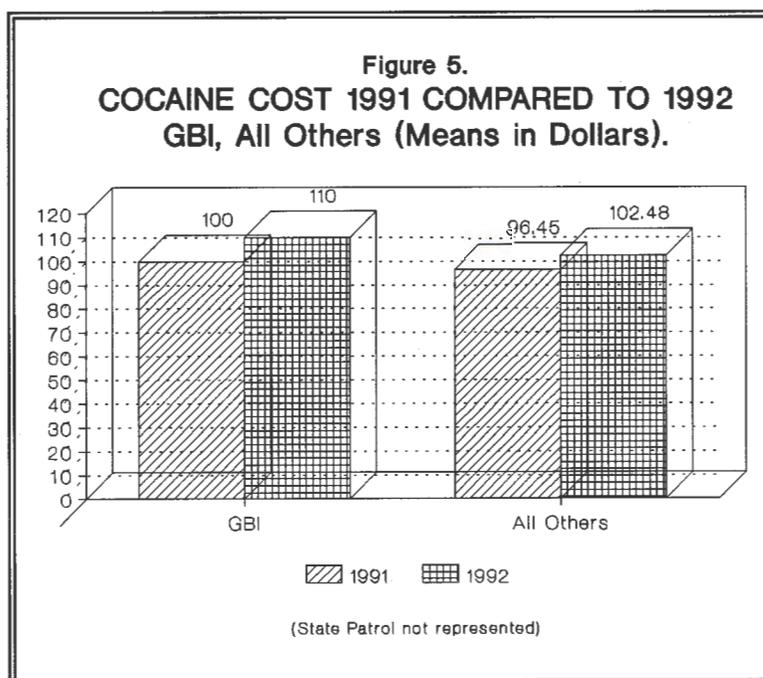
Global Judgments of Effectiveness

The survey asked respondents to make two judgments that related to the effectiveness of the task forces. Both judgments concerned cocaine.

Cocaine in 1991 compared to 1990. All task forces (including the GBI and the State Patrol) compared the availability, price, and purity of cocaine in 1991 with 1990 on a 5-point scale (1 = much lower; 5 = much higher) was used. The mean responses are presented in Figure 4. The State Patrol reported that the availability and price of cocaine remained about the same from 1990 to 1991, but the purity of cocaine was reported to be somewhat higher in 1991. The GBI reported that the availability, price, and purity of cocaine were all somewhat higher in 1991 as compared to 1990. All other task forces reported the availability, price, and purity of cocaine were all between "about the same" to "somewhat higher."



Cocaine cost in 1991 compared to 1992. The second judgment task forces were asked to make concerned the average cost per gram of cocaine on January 1, 1991 compared to January 1, 1992. This information is reported in Figure 5. The GBI and all other task forces responded to this question, but the State Patrol did not. The reported cost of cocaine ranged from \$20 to \$200 per gram with a mean of \$96.45 and a median of \$100. The GBI reported a 10 dollar increase in the price of a gram of cocaine, from \$100 in 1991 to \$110 in 1992. All other task forces reported an average increase in the price of a gram of cocaine of \$6.03, from \$96.45 in 1991 to \$102.48 in 1992.



Specific Task Force Activities

In addition to these global judgments, the task forces reported information concerning their law enforcement activities for calendar year 1991.

Amount of drugs removed from the market in 1991. The amount of drugs removed from the market in 1991 (by drug type) is presented in Table 1. The largest amount of drugs removed from market was cocaine (6641.1 kg) followed by marijuana (12,902 lb). The number of jurisdictions that provided information ranged from 0 to 27 (out of 33).

Table 1. Amount of Drugs Removed from Market 1991

DRUG	MEAN	MEDIAN	VALID CASES
Crack	84.0 kg	.7 kg	23
Hashish	111.6 lb	46.5 lb	10
Heroin	2.4 kg	.3 kg	4
Opium	8.8 kg	8.8 kg	1
Other Narcotics	31.9 kg	8.8 kg	4
LSD	510.7 doses	194.5 doses	18
PCP	0	0	0
Other			
Hallucinogens	550.6 doses	88.0 doses	5
Amphetamine/ Methamphetamine	120.4 doses	88.0 doses	19
Other Stimulants	139.8 doses	88.0 doses	8
Barbiturates	529.8 doses	217.0 doses	8
Other depressants	324.0 doses	211.0 doses	10
Marijuana	672.5 lbs	400.0 lbs	19

Arrests in 1991. The average number of arrests by each task force in 1991, broken down by ethnicity and criminal history, is presented in Table 2.

Table 2. Average Project Arrests 1991

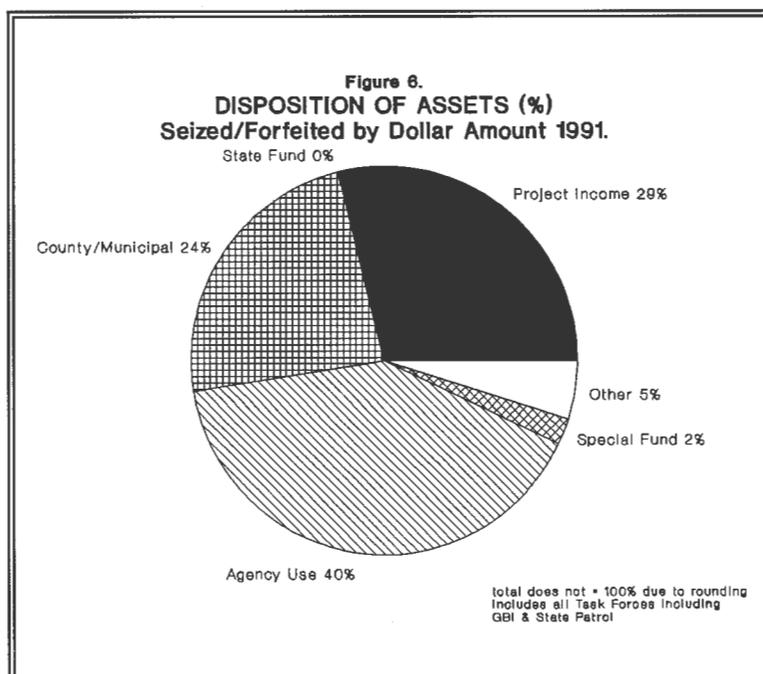
	Criminal History					
	First Time		Repeat		Unknown	
	M	F	M	F	M	F
White	30	11	22	7	12	5
Black	51	16	58	11	41	10
Hispanic	3	3	2	1	2	0
Other	15	3	4	0	0	0

Estimated non-drug assets seized or forfeited in 1991. Task forces reported \$7,061,553 total assets seized in 1991. The category with the largest amount of assets seized was currency (\$2,905,991). Task forces reported \$2,887,887 total assets forfeited in 1991. The categories with the three largest amounts of assets forfeited were currency (\$2,245,108), other financial instruments (\$259,100), and real property (\$251,345). Table 3 combines the information for non-drug assets seized or forfeited in 1991.

Table 3. Estimated Non-Drug Assets Seized or Forfeited 1991

Asset Seized	Average \$	Median \$	Valid cases
Vehicles	62,272.33	35,000.00	27
Aircraft	0	0	0
Currency	104,215.26	41,665.00	27
Other Financial Instruments	3,000.00	3,000.00	1
Real Property	146,878.46	67,962.00	11
Weapons	6,086.91	3,060.00	21
Other	46,904.69	3,474.00	13

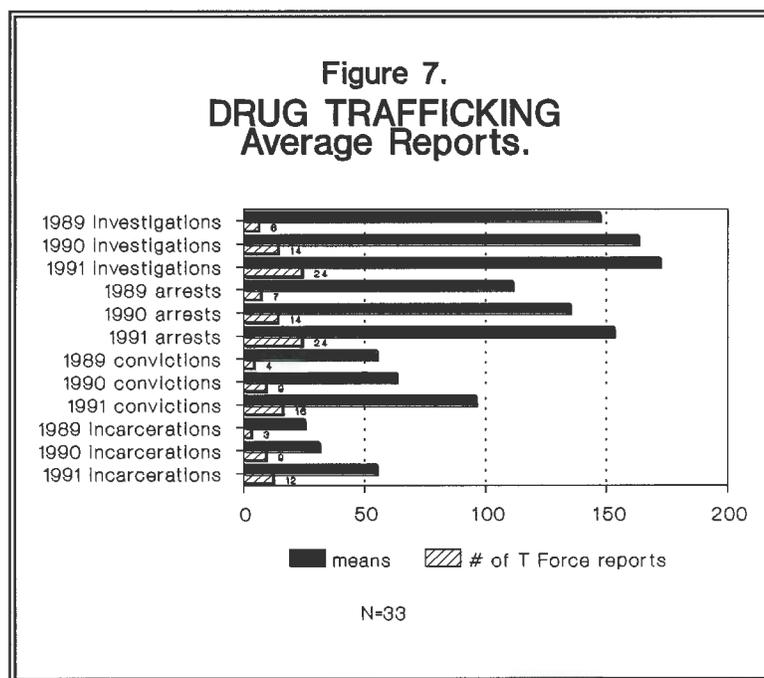
Disposition of assets seized or forfeited. The disposition of assets (% by dollar amount) which were seized or forfeited in 1991 is represented in Figure 6. Dollar amount percentages from largest to smallest were as follows: agency use (40%), project income (29%), county/municipal fund (24%), and special fund (2%).



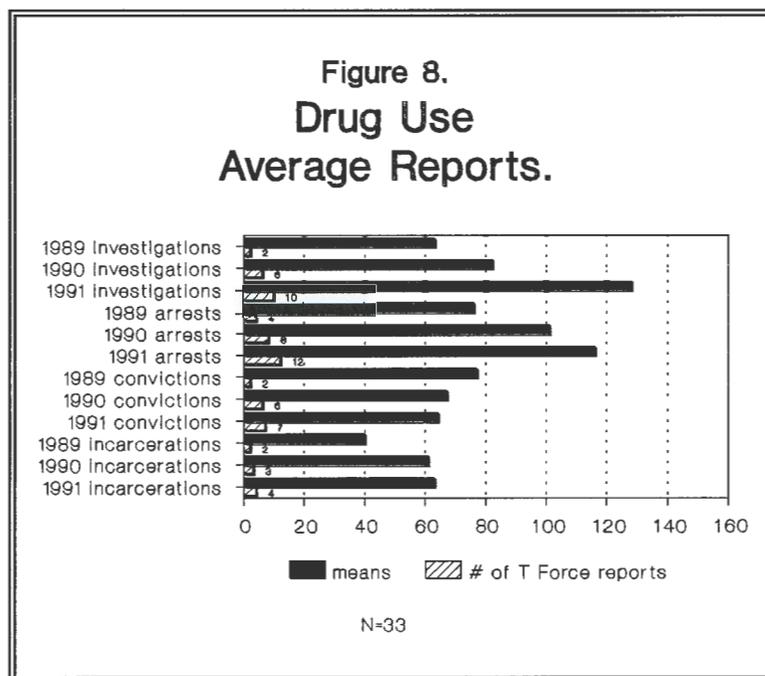
Investigations, Arrests, Convictions, and Incarcerations

In addition to the above specific information, the task forces also provided information for four categories of crimes (drug trafficking, drug use, weapon possession, and misdemeanors) for calendar year 1991. A few task forces provided information for prior years. Because there was insufficient information regarding traffic violations and DUI/HTV, these crimes are not discussed further.

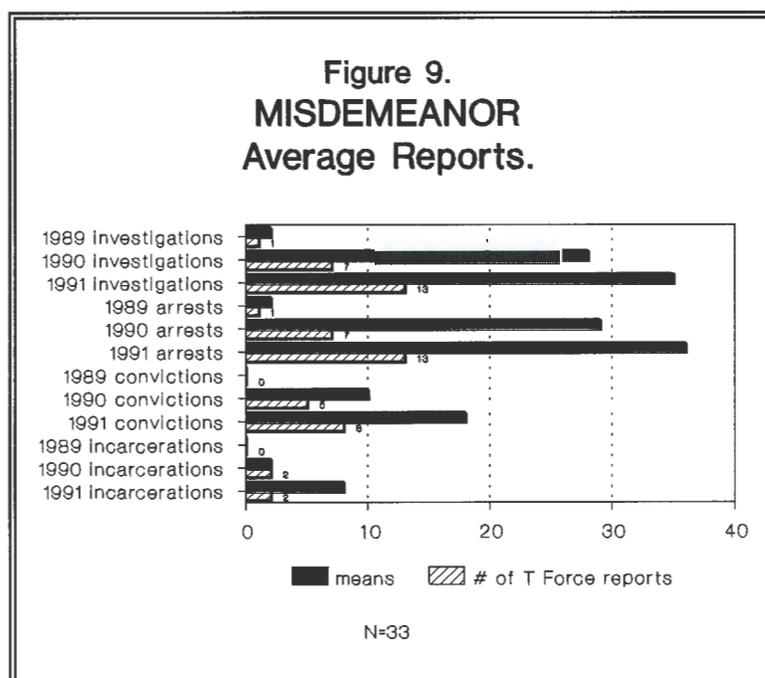
Drug trafficking. Task force activities regarding drug trafficking are presented (as averages) in Figure 7. In the figure, the dark columns represent the average number of reported investigations, arrests, convictions, and incarcerations for each year. The slashed columns represent the number of task forces reporting the information for each year. As can be seen in the figure, from 1989 to 1991 there was an increase in each category. Also, as can be seen there was an increase in the number of task forces reporting. Because the number of task forces reporting was so low (as few as three), the reader should not place too much reliance on the results for the years 1989 and 1990.



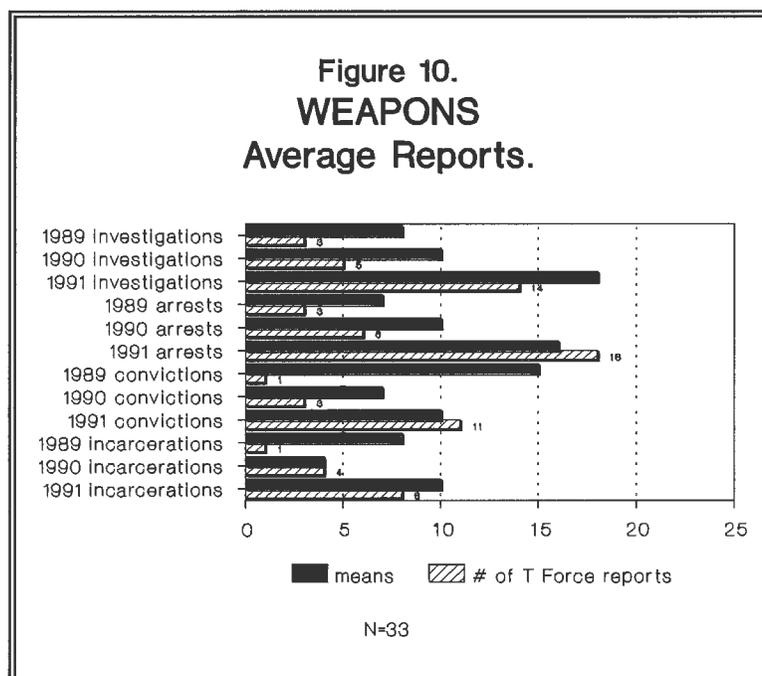
Drug use. Task force activities regarding investigations, arrests, convictions, and incarcerations for drug use are presented (as averages) in Figure 8. The overall pattern shows an increase in investigations, arrests, and incarcerations, but not convictions, from 1989 to 1991. Again, because of the small number of task forces reporting in 1989 and 1990, the reader should not place too much reliance on these results.



Misdemeanors. Task force activities regarding misdemeanors (averages) are depicted in Figure 9. The overall pattern for misdemeanors represents an increase in all categories (investigation, arrests, convictions, and incarcerations) from 1989 to 1991. However, the results for 1989 and 1990 should be viewed skeptically because of the small number of task forces reporting.



Weapons crimes. Task force activities regarding weapons are presented (as averages) in Figure 10. The overall pattern for weapons represents an increase in investigations and arrests from 1989 to 1991. However, that pattern did not hold for convictions and incarcerations. As before, the small number of task forces reporting data for weapons crimes for 1989 and 1990 means the information for those years is unreliable.



Effectiveness Measures

As part of the evaluation, we considered three preliminary measures of task force effectiveness, all based on the amount of federal funds provided to the task force. One measure included was the cost per arrest. Because arrests were strongly related to investigations and convictions, they also serve as an index of these later stages of the criminal justice system. A second measure of effectiveness was the cost of assets seized or forfeited, and a third measure was the cost per kilogram of cocaine seized.

Cost per arrest. One effectiveness measure was based on the amount of federal funds (on average) an arrest cost. Arrest information was supplied by 32 task forces. Federal funds per arrest made is represented in Table 4. For those task forces that supplied information, the highest cost per arrest was \$14,214 (Chatham County). The lowest cost per arrest was \$88 (Lowndes County).

Cost per dollar value of assets seized/forfeited. A second effectiveness measure was based on the amount of federal funds a "seized" dollar cost. This figure, shown in Table 5, represents how much it cost to bring in one dollar of seized or forfeited assets. Thus, for example, it cost Barnesville \$2.78 to return \$1 of assets, but it cost Bibb County only 80 cents to return \$1 of assets. Dollar seized information was supplied by 32 task forces. The largest and smallest amounts of money seized/forfeited respectively were: \$1,387,142 (City of Waycross) and \$433 (Dooly County). The largest and smallest cost per dollar seized/forfeited were \$230.95 (Dooly County) and \$.04 (Lowndes County).

Table 4. Federal Funds Per Drug Arrest Made

Multi-Jurisdictional Task Force	Award \$	Total Arrests*	Cost per Arrest
City of Barnesville	204,000	226	903
Bibb County	176,900	236	887
Chatham County	199,000	14	14,214
Clarke County	200,000	30	6,667
Cobb County	265,000	619	428
City of College Park	197,400	558	354
Columbus Consolidated Govt.	39,700	228	174
City of Conyers	200,000	223	897
City of Cornelia	100,200	104	964
Crisp County	109,100	119	917
Dooly County	100,000	52	1,923
Dougherty County	93,800	86	1,091
City of Dublin	99,300	149	666
Forsyth County	195,610	93	2,103
Glynn County	160,800	181	888
Hall County	256,800	214	1,200
Jones County	63,000	19	3,316
Lowndes County	44,500	507	88
McDuffie County	70,000	174	402
City of Milledgeville	118,320	247	479
Murray County	98,900	127	779
Peach County	103,800	139	747
City of Pembroke	100,000	123	813
Polk County	46,600	88	530
Richmond County	177,100	863	205
City of Rome	70,000	169	414
Twiggs County	27,400	----	----
City of Waycross	270,400	487	555
White County	150,200	78	1,926
Multi-Jurisdictional Special Task Force			
Clinch County	121,300	156	778
Walker County	309,900	100	3,099
Other			
Georgia Bureau of Investigation	296,000	126	2,349
Department of Public Safety	150,000	14	10,714

*The information in this column came from question 14 on the survey, or from question 15 for those who did not complete question 14.

Table 5. Federal Funds Per Dollars Seized/Forfeited

Multi-Jurisdictional Task Force	Award \$	Total Dollars	Cost per Dollar
City of Barnesville	204,000	73,508	2.78
Bibb County	176,900	221,130	.80
Chatham County	199,000	8,480	23.47
Clarke County	200,000	300,900	.66
Cobb County	265,000	850,958	.31
City of College Park	197,400	1,235,572	.16
Columbus Consolidated Govt.	39,700	184,565	.22
City of Conyers	200,000	632,548	.32
City of Cornelia	100,200	780,883	.13
Crisp County	109,100	9,978	10.93
Dooly County	100,000	433	230.95
Dougherty County	93,800	143,770	.65
City of Dublin	99,300	74,592	1.33
Forsyth County	195,610	423,140	.46
Glynn County	160,800	19,228	8.36
Hall County	256,800	252,677	1.02
Jones County	63,000	21,725	2.90
Lowndes County	44,500	1,107,007	.04
McDuffie County	70,000	41,700	1.68
City of Milledgeville	118,320	148,870	.79
Murray County	98,900	48,805	2.03
Peach County	103,800	---	---
City of Pembroke	100,000	69,352	1.44
Polk County	46,600	213,750	.22
Richmond County	177,100	847,483	.21
City of Rome	70,000	102,757	.68
Twiggs County	27,400	2,000	13.70
City of Waycross	270,400	1,387,142	.19
White County	150,200	84,182	1.78
Special Multi-Jurisdictional Task Force			
Clinch County	121,300	225,351	.54
Walker County	309,900	198,765	1.56
Other			
Georgia Bureau of Investigation	296,000	45,089	6.56
Department of Public Safety	150,000	145,000	1.03

Cost per kilogram of cocaine seized. A third measure of effectiveness was the amount of federal dollars it cost to seize one kilogram of cocaine. Federal funds spent per kilogram seized are represented in Table 6. The number of task forces that supplied cocaine seizure information was 26. The smallest and largest amounts of cocaine seized respectively were: .1 kg (small amounts were rounded up to .1 kg; Crisp, Dublin, Forsyth, Murray, and Peach Counties and the Cities of Pembroke and Waycross) and 233 kg (Cobb County). The largest and smallest cost per kilogram of cocaine seized were, respectively, \$2,704,000 (City of Waycross) and \$700 (McDuffie County).

Table 6. Federal Funds Per Kilogram of Cocaine Seized

Multi-Jurisdictional Task Force	Award \$	Cocaine Seized (kg)	Cost per kg
City of Barnesville	204,000	---	---
Bibb County	176,900	3.8	46,553
Chatham County	199,000	---	---
Clarke County	200,000	2.0	100,000
Cobb County	265,000	233.0	1,137
City of College Park	197,400	8.6	22,953
Columbus Consolidated Govt.	39,700	1.0	39,700
City of Conyers	200,000	1.9	105,263
City of Cornelia	100,200	2.1	47,716
Crisp County	109,100	.1	1,091,000
Dooly County	100,000	16.7	5,988
Dougherty County	93,800	---	---
City of Dublin	99,300	.1	993,000
Forsyth County	195,610	.1	1,956,100
Glynn County	160,800	.5	321,600
Hall County	256,800	200.0	1,284
Jones County	63,000	---	---
Lowndes County	44,500	5.5	8,091
McDuffie County	70,000	100.0	700
City of Milledgeville	118,320	1.7	69,600
Murray County	98,900	.1	989,000
Peach County	103,800	.1	1,038,000
City of Pembroke	100,000	.1	1,000,000
Polk County	46,600	---	---
Richmond County	177,100	3.8	46,605
City of Rome	70,000	1.5	46,667
Twiggs County	27,400	---	---
City of Waycross	270,400	.1	2,704,000
White County	150,200	34.0	4,418
Special Multi-Jurisdictional Task Force			
Clinch County	121,300	.3	404,333
Walker County	309,900	3.5	88,543
Other			
Georgia Bureau of Investigation	296,000	3.3	89,697
Department of Public Safety	150,000	40.2	3,731

Composite effectiveness measure. In addition to the three separate measures described above, we created a composite score from the three separate scores.¹ The advantage of the composite score is that it acknowledges that no one measure can or should be an indicator of the effectiveness of a project. However, it should be acknowledged that this measure includes only three of all possible measures, it does not weight the value of the arrests, and does not include all drugs, only cocaine. Nevertheless, it does provide as overall estimate of performance. In future years, the CJCC might want to develop this measure further.

Multijurisdictional Task Force	Effectiveness
City of Barnesville	99.60
Bibb County	99.82
Chatham County	99.96
Clarke County	99.40
City of College Park	102.05
Columbus Consolidated Govt.	98.74
City of Conyers	100.32
City of Cornelia	100.42
Crisp County	98.60
Dooly County	98.42
Dougherty County	98.56
City of Dublin	98.79
Forsyth County	99.70
Glynn County	99.27
Hall County	101.27
Jones County	96.82
Lowndes County	107.62
McDuffie County	100.97
City of Milledgeville	99.59
Murray County	98.60
Peach County	98.61
City of Pembroke	98.65
Polk County	97.51
Richmond County	102.55
City of Rome	98.57
Twiggs County	92.14
City of Waycross	101.45
White County	99.39
Special Multi-Jurisdictional Task Force	
Clinch County	99.36
Walker County	99.65
Other	
Georgia Bureau of Investigation	99.55
Department of Public Safety	99.35

¹For each task force the overall mean of each of the separate scores was subtracted from the task force's score and then divided by the standard deviation for that score. The three standardized scores were then summed and divided by the federal funds each task force received. This composite score has a mean of 100. If a task forces did not report data, a score of 0 was used.

II. CRIMINAL JUSTICE DATA 1985-1990

Because of the fact that an evaluation of the task forces requires a multi-year perspective and because most task forces did not provide this information, we used data from the Georgia Crime Information Center (GCIC) as an additional data source. This section is aimed primarily at showing how an analysis can be done rather than to provide definitive results. The problem with this proposed procedure is that of the true comparability of comparison groups.

We were primarily interested in drug crimes reported in counties with multijurisdictional task forces before and after their implementation. These reported crimes came from GCIC data. However, because GCIC data were reported for only the first six months of 1990, this figure was multiplied by 2 to get an approximation of crime for the entire year.

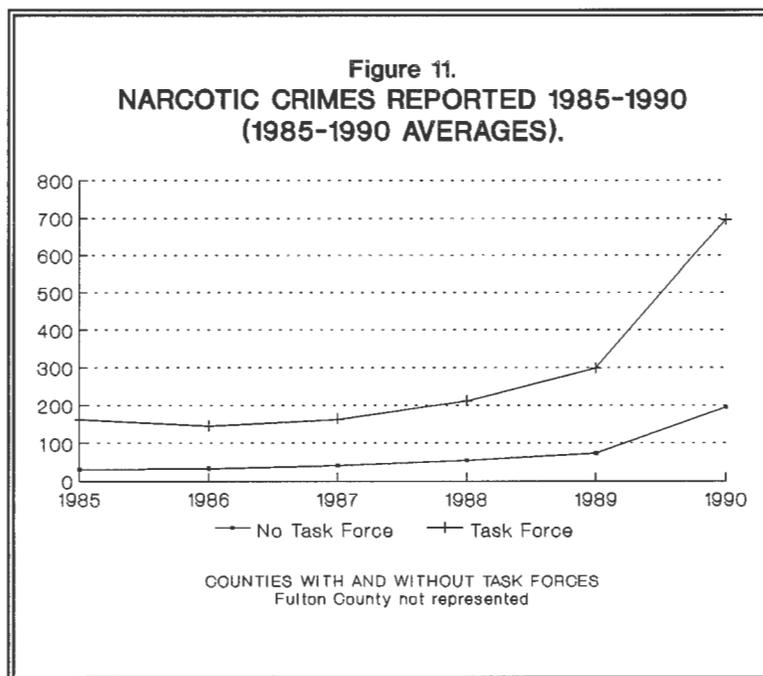
A change in the number of reported crimes may be attributable to, among other factors, the task force's operational efforts. Initially, an overall comparison was made in which all counties with task forces were compared to all counties without task forces for the years 1985 through 1990. It was important to examine at least five years because the effects of the multi-jurisdictional task force are probably not immediate, but rather take time to develop.

Initial descriptive statistics showed that Fulton county appeared to be substantially different from other counties in Georgia and from other Atlanta Metropolitan counties on many factors (e.g., population, crime rate). Therefore, Fulton County was excluded from all further analyses.

Overall analysis. Average narcotics crimes reported in counties with and without task forces (1985-1990) was analyzed and is represented in Figure 11. The data were analyzed using a multivariate analysis of variance (MANOVA). The purpose of MANOVA is to separate out the possible reasons why reported narcotics crimes might differ across counties. In this analysis, we looked at the effect of whether or not a county was part of a multijurisdictional task force, the effect of time, and the effect of counties with or without task forces having different effects over time.

The MANOVA indicated there was a significant difference in narcotic crimes reported between counties with multijurisdictional task forces and counties without multijurisdictional task forces, $F(1, 156) = 24.45, p < .001$. A significant time (years) effect was found regarding narcotic crimes reported, $F(5, 780) = 75.55, p < .001$. In addition, the interaction between time (years) and the task force/no task force distinction was also significant $F(5, 780) = 22.32, p < .001$.

These effects are graphically represented in Figure 11. Counties with task forces have more narcotics crimes than do counties without task forces. Further, there was an effect for time, such that there were more narcotics crimes reported in 1989 and 1990 than there were in 1985-88. Finally, the graph shows that the rate of change (the slopes of the lines) differs over time for counties with and without task forces. That is, the slope of the lines is steeper for counties with task forces than counties without task forces. This result suggests that counties with task forces, especially after 1988 were making more arrests for narcotics crimes.



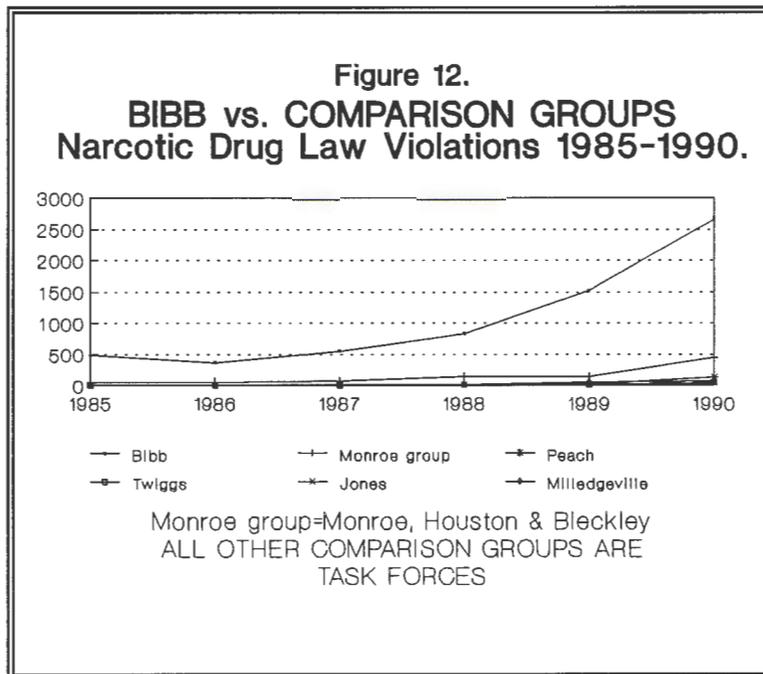
A possible reason for this difference in the reported arrest rate is that counties with multijurisdictional task forces were more effectively counteracting narcotics crimes. Another, and equally possible, explanation is that the crime rates in counties with task forces were increasing much faster than in counties without task forces, and the increased rate of arrests reflects not increased efficiency but simply greater opportunity to make arrests because of the higher crime rate.

In other words, this overall statewide comparison of counties with and without task forces is problematic because of the many differences between the counties in terms of such factors as overall crime rate, region of the state, general economy, demographic characteristics of residents, and gang activity. Because of these many possible alternative explanations, a better comparison would be to compare similar counties, where many of these factors would be approximately equal.

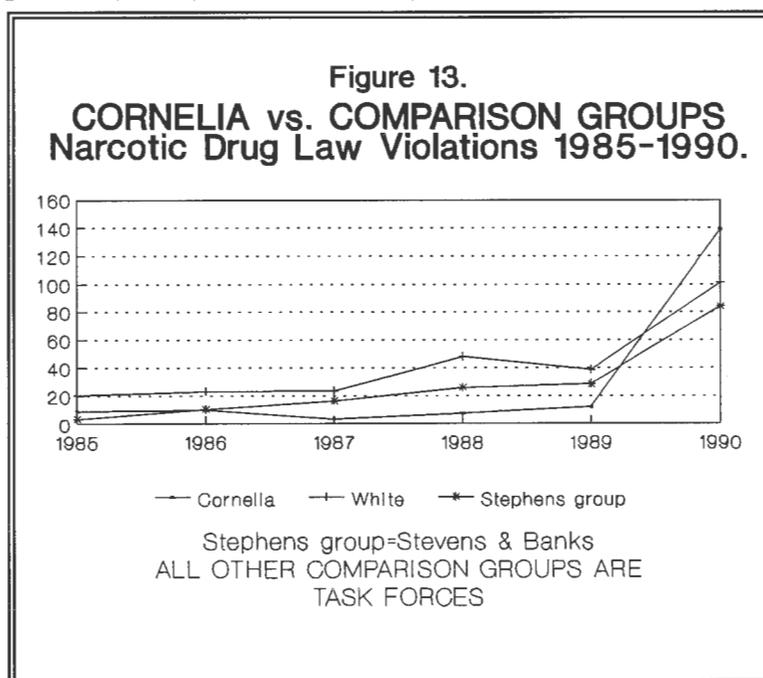
Comparisons of nearby counties. Our general strategy was to compare GCIC data for counties with task forces to similar, nearby counties without task forces, which served as comparison groups. The similar counties were determined from responses to a question on the survey that asked respondents to list counties comparable to their own. If this item on the survey was left unanswered, we chose similar counties based on proximity to task force counties. Some comparison groups had task forces, others did not. Below are five comparisons, used primarily as illustrations of the evaluation strategy. This part is illustrative only because complete 1990 data were not available for analysis.

BIBB vs. COMPARISON GROUPS. The number of drug arrests by the Bibb Task Force (1985-1990) were compared to the following groups: Monroe group (Monroe, Houston, & Bleckley Counties), the Peach County Task Force, the Twiggs County Task Force, the Jones County Task Force, and the Milledgeville Task Force. The results of this analysis are presented in Figure 12. A MANOVA analysis indicated that differences in the average reports of narcotic drug law crimes between the Bibb County Task Force, the Monroe County group, the Peach County Task Force, the Twiggs County Task Force, the Jones County Task Force, and the Milledgeville Task Forces were statistically significant. The effect

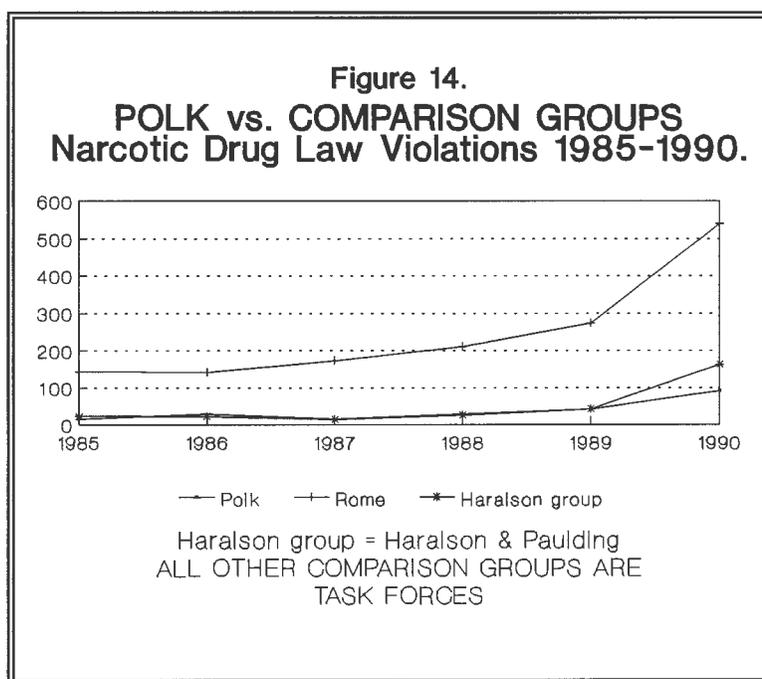
of time (years) was significant, and the effect of the Bibb Task Force over time was significant. In other words, the fact that the slope of the line for the Bibb Task Force was steeper than the lines for the comparison groups suggests that it was more effective in making arrests than were the comparison groups.



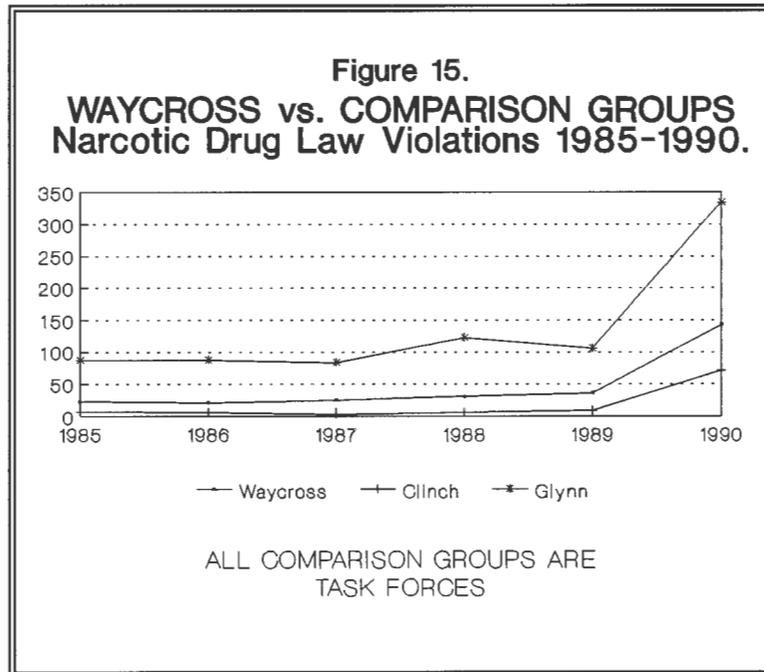
CORNELIA vs. COMPARISON GROUPS. The number of drug arrests by the Cornelia Task Force (1985-1990) was compared to the Stephens group (Stephens & Banks Counties) and the White County Task Force. The results of this analysis are presented in Figure 13. A MANOVA analysis indicated that no differences in the number of reports of drug crimes among the Cornelia Task Force, the Stephens group and the White County Task Force. The effect of time (years) in general was significant, indicating that drug violations increased over the study period. The interaction of the Task Forces over time (years) was not significant. In other words, the Cornelia Task Force was not different from the other groups for any one year or across all years.



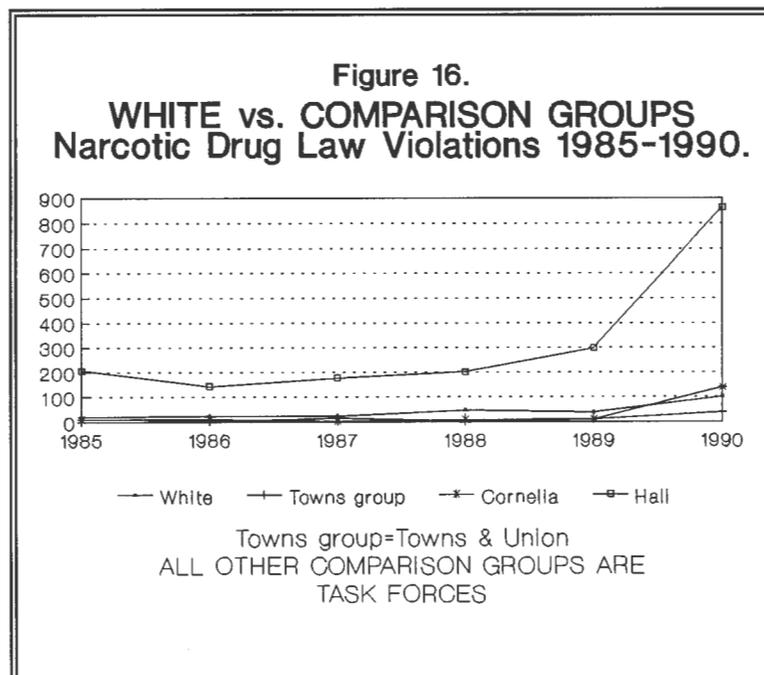
POLK vs. COMPARISON GROUPS. The number of narcotic drug crimes in the Polk County Task Force (1985-1990) was compared to the Haralson group (Haralson & Paulding Counties) and the Rome Task Force. The results of this analysis are presented in Figure 14. A MANOVA indicated no differences in the average reports of narcotic drug law crimes between the Polk County Task Force, the Haralson group, and the Rome Task Force. The effect of time (years) in general was significant (i.e., drug crimes were increasing). The interaction effect looking at the different task forces over time (years) was statistically significant, suggesting that the Rome Task Force group was more effective than were the two others.



WAYCROSS vs. COMPARISON GROUPS. The number of drug crimes in the Waycross Task Force (1985-1990) was compared to the Clinch and Glynn Task Forces. The results of this analysis are presented in Figure 15. A MANOVA analysis indicated significant differences in the reports of drug crimes among the Waycross, Rome and Glynn Task Forces. The effect of time (years) in general was significant (drug crime was increasing). However, the interaction effect of the task forces over time (years) was not significant. That is, there was no differential effectiveness in the task forces across time.



WHITE vs. COMPARISON GROUPS. The number of drug arrests by the White Task Force (1985-1990) was compared to the Towns group (Towns & Union Counties), the Cornelia Task Force, and the Hall County Task Force. The results of this analysis are presented in Figure 16. A MANOVA analysis indicated significant differences in the number of drug crimes among the White County Task Force, the Towns group, and the Cornelia and Hall Task Forces. The effect of time (years) in general was significant (i.e., more crime in recent years). As is apparent from the figure, the Hall Task Force faced more crime than did the other groups. The interaction effect of the task forces over time (years) was significant. In other words, as is evident from the different slopes of the lines, the performance of the task forces was different over time, especially in recent years. In particular, the steep slope of the line for the Hall Task Force suggests that it showed the strongest increase in arrests.



GCIC REPORTS

Although these data suggest that counties with task forces were effective in dealing with drug crimes, for several reasons this conclusion must remain tentative. First, as with all UCR data, there is a question of the reliability of the information, and this may be especially true of drug-related crimes. Second, even assuming the validity of the data, there is the question of the comparability of the arrests, across counties since the quality of the arrests is not known. The person arrested could have been a small time seller, a buyer for his own use, or a large dealer. Finally, we do not know how the various units operated before they received federal funds.

Suggestions for Future Evaluations

Improvements to the Survey

The survey instrument could be improved in several ways, both by deleting items that were included in this year's survey and adding a few additional items. One of the changes that must be made is a statement in the instructions about how crucial it is that **all** of the requested information be provided. In the absence of complete information, the CJCC will be unable to make valid comparisons or to draw correct conclusions. If the CJCC is to determine the effectiveness of the program in general or of a specific task force, there must be complete base-line information against which future performance could be assessed. In addition, to ensure some consistency across reporting periods, the respondents should be the same from year to year (if possible). If that is not possible, at least the respondents who complete the survey next year should have the same job title as did the person who completed it this year.

Questionnaire items to be deleted. Respondents were requested to indicate the total amount of drugs removed from the market during calendar year 1991. Some categories did not provide useful information and probably should be deleted. The categories that might be deleted include the following: "other narcotics," "other hallucinogens," "other stimulants," "other depressants," and "unknown." Respondents were requested to provide information for offenders arrested as a result of project activities during calendar year 1991. Some categories did not provide useful information and probably should be deleted in next year's survey. The categories that might be deleted include the following: Native American, and Asian/Islanders.

It is probably not necessary to have the respondents provide the amount of funds given to their task force. Not only is this information available from CJCC, but also in several instances this year the amounts reported by the respondents were not the same as those reported by CJCC.

Questionnaire items to be added. The productivity and effectiveness of a task force can be measured in many ways, some of which we may not have considered. For the next survey, administrators in the field should be contacted to get their opinions as to how they think productivity should be measured. In addition to those that they suggest, there are two measures of productivity that we believe should be included in the next survey. First, the survey should request information about the nature of the arrests made. It is not enough to know the race and sex of the arrested individuals; the CJCC needs to know whether the arrested person was a small user, the head of a major distribution ring, or something in between. Additional information that might be included to address this issue would be the assets seized/forfeited with each arrest and the number of other arrests that followed from this one (e.g., as part of testifying to satisfy a plea bargain). Another indicator of the quality of the arrests made by a task force would be the percentage of arrests that resulted in convictions.

A second type of information that should be requested in future surveys is the effect of task forces on crimes other than drugs. Presumably, if small-time users are removed from the streets to jail, there should be fewer robberies and burglaries in the jurisdiction.

Process Evaluation

Process evaluation involves the documentation of day to day activities to determine if they are completed in accordance with agency goals and objectives. The documentation of a process evaluation may be quantitative (e.g., records of meetings attended, frequency of patrols, number of community contacts per month etc.) or qualitative (e.g., responses to open ended questions, such as respondents' perceptions of agency effectiveness, suggestions for operations improvement etc.).

In addition to a written questionnaire, the CJCC would probably find it valuable to have a process evaluation of a few of the task forces, especially those that appear to be successful overall, like the Lowndes Task Force. In this more in-depth evaluation, more open-ended (qualitative) questions could be administered in face-to-face interviews with the evaluators. More complete and potentially "richer" information is likely to be collected in this manner.

As part of this process evaluation, the CJCC would probably want to focus on only one or two aspects of the task forces. Because the communication process is key to the proper implementation of multi-jurisdictional task forces, we suggest that communication be highlighted in next year's process evaluation. As part of this evaluation, respondents' knowledge about collaborative organizations and the frequency with which they have interacted with those organizations with respect to arrests should be documented. In addition, the evaluation could examine whether joint efforts were expanding beyond the initial networks of officers or were remaining as initially set. Also, as part of the process evaluation of interagency communication, the evaluation team could look at issues like turf protection and agency jealousy. Moreover, the organization and coordination of activities with other groups could be monitored.

Future Evaluations

Now that the basic form of the evaluation is in place, much of the work in the future can be done in-house at the CJCC rather than by the SAB. The only exception is probably statistical treatment of the data. What members of the Council will have to decide is whether and how much they rely on statistical analyses. Should there be general agreement that such analyses are helpful, the SAB will provide any assistance that is needed.

Appendix A

Survey of Multi-Jurisdiction Task Forces

This survey is being sent to each of the multi-jurisdiction task forces in Georgia set up with funds from the Bureau of Justice Assistance under the auspices of the Criminal Justice Coordinating Council. It is important that you answer every question.

Task Force Name _____

1. What jurisdictions (counties and/or cities) are involved in the task force?

a) Have there been any other jurisdictions that have participated in the task force? Yes No
If Yes, which ones?

b) Would the task force be more effective if other jurisdictions could be added? Yes No
If Yes, which ones?

2. What is the total population of the target area? _____

3. What counties near you have crime problems that are similar to what faces your multijurisdiction task force?

4. Please provide the following project financial information for calendar year 1991:

Federal funds	\$	_____
All other funds	\$	_____
TOTAL PROJECT BUDGET	\$	_____

5. Please provide the amount allocated from the total project budget for all applicable budget categories of the project:

Personnel (with benefits)	\$ _____
Equipment	_____
Supplies	_____
Travel	_____
Printing	_____
Other	_____
Training	_____
Confidential Funds	_____
Contractual	_____
 TOTAL	 \$ _____

6. In what year did you first receive Federal funds from the CJCC? _____

7. How many full-time equivalent (FTE) persons (e.g., 2 staff at half-time = 1 FTE) are assigned to this task force?

_____ Total FTE's (irrespective of fund sources)
 _____ Total FTE's funded by Federal funds
 _____ Total FTE sworn personnel

8. Was training the focus or a key element of this task force?
 Yes No (If No, skip to question 9)

- a) Please indicate the type and amount of training provided for the following categories:

Type of Training	Total Hours of Training	Number of Persons Trained
1) _____	_____	_____
2) _____	_____	_____
3) _____	_____	_____

- b) Have new procedures or practices been implemented as a result of training provided under this project?
 Yes No Unknown

If Yes, how have these new procedures or practices increased efficiency or effectiveness?

- c) What improvements resulted from this training?

9. How much of a priority is each of the following?

Distribution							
Low priority	1	2	3	4	5	High priority	
Importation							
Low priority	1	2	3	4	5	High priority	
Street sales							
Low priority	1	2	3	4	5	High priority	
Money laundering							
Low priority	1	2	3	4	5	High priority	
Financial backing							
Low priority	1	2	3	4	5	High priority	
Manufacturing							
Low priority	1	2	3	4	5	High priority	
Crop cultivation							
Low priority	1	2	3	4	5	High priority	
Official corruption							
Low priority	1	2	3	4	5	High priority	
Diversion							
Low priority	1	2	3	4	5	High priority	
Gang activity							
Low priority	1	2	3	4	5	High priority	
"Sting" efforts							
Low priority	1	2	3	4	5	High priority	
Other (describe)							
Low priority	1	2	3	4	5	High priority	

10. Please indicate the total amount of drugs removed from the market during calendar year 1991. Report opiates, cocaine, and crack in kilograms, cannabis in pounds and other drugs in dosages.

Type of Drug

Cocaine _____	kilograms
Crack _____	kilograms
Hashish _____	pounds
Heroin _____	kilograms
Opium _____	kilograms
Other Narcotics _____	kilograms
LSD _____	dosages
PCP _____	dosages
Other Hallucinogens _____	dosages
Amphetamines/Methamphetamine _____	dosages
Other stimulants _____	dosages
Barbituates _____	dosages
Other Depressants _____	dosages
Other _____	
Unknown _____	

11. Please complete the following assessment of the availability, price, and purity of cocaine purchased or seized during calendar year 1991 compared to calendar year 1990:

Availability

Much lower	Somewhat lower	About the same	Somewhat higher	Much higher
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Price

Much lower	Somewhat lower	About the same	Somewhat higher	Much higher
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Purity

Much lower	Somewhat lower	About the same	Somewhat higher	Much higher
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How much did a gram of cocaine cost on January 1, 1991? \$ _____

How much did a gram of cocaine cost on January 1, 1992? \$ _____

12. Please indicate the number of non-drug assets seized or forfeited during calendar year 1991, and the estimated dollar amount of the assets.

	<u>Seizures</u>		<u>Forfeitures</u>	
	Number of Seizures	Dollar Amount	Number of Forfeitures	Dollar Amount
Vehicles	_____	_____	_____	_____
Vessels	_____	_____	_____	_____
Aircraft	_____	_____	_____	_____
Currency	_____	_____	_____	_____
Other Financial Instruments	_____	_____	_____	_____
Real Property	_____	_____	_____	_____
Weapons	_____	_____	_____	_____
Other	_____	_____	_____	_____

13. Please indicate, by dollar amount, the disposition of the proceeds realized from assets seized or forfeited for calendar year 1991.

Project income	\$ _____
Agency use	_____
County/municipal general fund	_____
State general fund	_____
Special fund (education, etc.)	_____
Other (describe) _____	_____
TOTAL	\$ _____

14. Please provide the following information for offenders (M = male, F = female) arrested as a result of project activities during calendar year 1991. Repeat offender is defined as any offender having one or more prior felony convictions.

	<u>Criminal History</u>						<u>TOTAL</u>
	<u>1st Time Offender</u>		<u>Repeat Offender</u>		<u>Unknown</u>		
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	
White	_____	_____	_____	_____	_____	_____	_____
Black	_____	_____	_____	_____	_____	_____	_____
Hispanic	_____	_____	_____	_____	_____	_____	_____
Native American	_____	_____	_____	_____	_____	_____	_____
Asian/Islanders	_____	_____	_____	_____	_____	_____	_____
Other	_____	_____	_____	_____	_____	_____	_____
Unknown	_____	_____	_____	_____	_____	_____	_____
TOTALS	_____	_____	_____	_____	_____	_____	_____

15. Please provide the following information for calendar year 1991.

	<u>Investigations</u>	<u>Arrests</u>	<u>Convictions</u>	<u>Incarcerations</u>
Drug Trafficking	_____	_____	_____	_____
Drug Use	_____	_____	_____	_____
Weapons	_____	_____	_____	_____
DUI/HTV	_____	_____	_____	_____
Traffic violations	_____	_____	_____	_____
Misdemeanor	_____	_____	_____	_____
Other	_____	_____	_____	_____

16. Please provide the following information for calendar year 1990, if available.

	<u>Investigations</u>	<u>Arrests</u>	<u>Convictions</u>	<u>Incarcerations</u>
Drug Trafficking	_____	_____	_____	_____
Drug Use	_____	_____	_____	_____
Weapons	_____	_____	_____	_____
DUI/HTV	_____	_____	_____	_____
Traffic violations	_____	_____	_____	_____
Misdemeanor	_____	_____	_____	_____
Other	_____	_____	_____	_____

17. Please provide the following information for calendar year 1989, if available.

	<u>Investigations</u>	<u>Arrests</u>	<u>Convictions</u>	<u>Incarcerations</u>
Drug Trafficking	_____	_____	_____	_____
Drug Use	_____	_____	_____	_____
Weapons	_____	_____	_____	_____
DUI/HTV	_____	_____	_____	_____
Traffic violations	_____	_____	_____	_____
Misdemeanor	_____	_____	_____	_____
Other	_____	_____	_____	_____

18. The following questions ask about the ways the multijurisdiction task force has affected law enforcement in your area.

Since the task force was formed, to what extent is there better communication among agencies?

Not at all 1 2 3 4 5 Very much

Since the task force was formed, to what extent is better evidence of drug activity available for prosecutions?

Not at all 1 2 3 4 5 Very much

Since the task force was formed, to what extent do the participating agencies have better equipment?

Not at all 1 2 3 4 5 Very much

19. Describe the difficulties, if any, you have faced in implementing the task force?

Your name: _____

Your position: _____

Your agency: _____