

COMMONWEALTH OF PUERTO RICO

Puerto Rico Department of Justice

Division of External Resources

***Application Proposal for Federal Fiscal Year 2015
Justice Assistance Grant (JAG) Program***

Program Narrative

I. EDWARD BYRNE JUSTICE ASSISTANCE GRANT

The Edward Byrne Justice Assistance Grant (JAG) Program, administered by the Bureau of Justice Assistance (BJA), was established to streamline justice funding and grant administration through the merge of the Edward Byrne Formula Grant and the Local Law Enforcement Block Grant. The Purpose of the JAG program is to allow states to support a broad range of activities to prevent and control crime based on local needs and conditions. Grant funds may support programs under seven (7) broad purpose areas. The Purpose Areas of the JAG program define the nature and scope of the programs and projects that might be funded under it. These Purpose Areas include:

- 1) Law Enforcement Programs
- 2) Prosecution and Court Programs
- 3) Prevention and Education Programs
- 4) Correction and Community Correction Programs
- 5) Drug Treatment and Enforcement Programs
- 6) Planning, Evaluation, and Technology Improvement Programs
- 7) Crime Victim and Witness Programs (other than compensation)

II. ABSTRACT

The Puerto Rico Department of Justice (PRDOJ) will use its Fiscal Year 2015 JAG formula funds to support these program areas: law enforcement, prosecution and courts, prevention and education, corrections, drug treatment, and technology improvement. The top identifiers of the PRDOJ JAG Program are: 1) Law Enforcement, 2) Investigation and Prosecution Improvement 3) Technology Improvement Programs, 4) Corrections Programs, and 5) Education and Crime Prevention.

JAG funds will focus on improving the operational effectiveness of state and local law enforcement jurisdictions to control and deter crime, improving investigation and prosecution systems by strengthening the operational capacity and effectiveness of the criminal investigations, as well as their processing system. In addition, to improve the criminal justice information system, and to improve and expand existing programs to educate and rehabilitate criminal offenders in penal institutions. Funds will also focus on improving the operational effectiveness of forensic laboratories by enhancing their capacity to conduct improved investigations and analysis of evidence related to violent crimes, reducing the flow of illegal drugs, narcotics and arms; improving data collection efforts; and improving the criminal and juvenile justice system.

Additional priorities include, reducing the high rate of domestic violence, sexual offenses, and abuse of children and the elderly through joint and integrated coordination, providing witness protection and educational programs; establishing drug and alcohol addiction treatment programs, for adults and juvenile offenders as to reduce the use of alcohol, tobacco, and other drugs; and promoting citizens education and crime and drug prevention campaigns.

In tandem with the USDOJ and Homeland Security priorities in the area of counter-terrorism, the Puerto Rico Department of Justice will continue to strengthen and upgrade its Criminal Justice Information System (PR-CJIS). The goal is to augment, expedite and improve communication among agencies and departments in order to prevent and counteract internal and external acts of terrorism as well as its fight against local crime. PR-CJIS is the product of a joint effort of the Police, Department of Justice Courts System, the Correction and Rehabilitation Department and the National Criminal Justice components of the FBI, NCIC, NLETS and others. Its primary goal is to share information among agencies and programs and constantly update the PR Criminal History Repository.

III. PROGRAM NARRATIVE

A. General Program Description

The Commonwealth of Puerto Rico will utilize federal fiscal year ((FFY) 2015 Edward Byrne Memorial Justice Assistance Grant (JAG) to support the following general programs under the seven (7) purpose areas:

A. Prevention and Education Programs

- Promote prevention activities and community agreements to reduce violence in high- risk communities.
- Promote prevention campaigns and services for high-risk populations.

B. Prosecution and Court Programs

- Improve investigation and prosecution efforts of drugs, arms and violent crimes, related to gangs and organized crime.
- Promote alternatives to detention, jail and imprisonment of non-violent offenders.
- Promote the reorganization of the prosecution system, including training for criminal justice professionals and effective case protocols.

C. Law Enforcement Programs

- Increase the operational effectiveness of Law Enforcement Programs with training of its members and new equipment and practices.

D. Corrections and Community Corrections Program

- Improve the education and rehabilitation capabilities of the Correctional System.
- Increase security in the Correctional Institutions with new technology and new protocols.

E. Drug Treatment Programs

- Provide treatment services for adults and juvenile offenders with drug addiction problems.

F. Planning, Evaluation and Technology Improvement Programs

- Improve the Criminal Justice Record System (CJRI).
- Improve the Forensic Laboratory Systems, to enhance criminal investigative support and quality assurance.
- Establish and improve the use of technology in evidence-based programs.
- Collect data of cybernetic crimes and human traffic and enhance the crime statistics system.

G. Crime Victim and Witness Program

- Improve the services at the Victims and Witnesses Protection Shelter
- Provide assistance for victims of crime.

The JAG funds for FY 2015 will be geared to finance those projects within the seven (7) purpose areas that represent the highest cost benefit. Other criteria in the selection of projects will be that they are consistent with the PRDOJ's priorities of improving the criminal justice system, improving the quality and use of criminal justice information systems and the implementation of new technologies. Also for equipment and training of law enforcement officers, the reduction of illegal arms and drugs smuggled through our borders and of related crimes, and the improvement of the education capabilities of the correctional institutions.

B. Needs for the Programs

1. Overview

Puerto Rico has a high violence problem due to local drug consumption, gang rivalries for control of drug markets and transshipment of drugs to the continental United States. The formula funds of the Byrne Justice Assistance Program in coordination with state and local available resources will address these high priority areas. JAG funds will also be coordinated with SORNA funds for the Criminal History Records improvement and the VOCA program to offer services to victims of crime.

The targets of the projects funded with JAG resources will be to improve the Criminal Justice System, to improve the quality of criminal justice information systems, to increase the use of these systems and to the implementation of new technologies. Training of law enforcement officers and new equipment will be important tactics within the strategy to reduce violent crime and drug trafficking. Our goal is to promote special efforts to combat the flow of illegal arms and drugs smuggled through our borders. Other projects of high priority will be those that improve the education and rehabilitation capabilities of our correctional institutions, avoid recidivism and to provide drug treatment services to adults and juvenile offenders.

2. Drug Traffic and Drug Use in Puerto Rico

In the Caribbean Region, cocaine is the principal drug threat and a source of associated violence. However, marijuana, heroin and prescription drugs continue to pose significant challenges to Puerto Rico. The documented cocaine flow from the source zone to the United States via the Caribbean has more than doubled in the past three years, from 38 metric tons (MT) in 2011 to 59 MT in 2012 and 91 MT in 2013, according to the Interagency Counterdrug Database.

The United Nations estimated that by 1999 the Caribbean had, for the first time in years, outstripped the Mexican border as leading point of entry for cocaine into the United States. In the Caribbean, Puerto Rico is located close to Haiti and the Dominican Republic, which is considered the primary Caribbean drug hub and a major source of drug trafficking via Puerto Rico. The geophysical composition of the Caribbean islands, with more than 50 small islets facilitates clandestine activities. The more than 700 miles of coastline and tropical forests in the inland make it also ideal for drug smuggling.

Drug traffickers have long used this region as a transshipment point. Recently, however, the nature of the trafficking has changed. Drug traffickers have decreased air activity and increased maritime shipping. There has also been an increase in detected maritime transport of cocaine loads to the Puerto Rico area.¹ Go-fast boats, fishing vessels, luxury yachts, ferries, cruise ships, and containerized cargo are commonly used to transport narcotics into and through the region by the Transnational Criminal Organizations (TCO), primarily Dominican and to a lesser extent Puerto Rican, that are the wholesale and retail distributors of cocaine in the region. Illicit drugs are then, transported from the coastlines to various locations in the Island, for further distribution to local drug points and to the United States by plane. The drug trafficking organizations (DTO) are also using the US Postal Service and private and human couriers to send smaller loads to the United States. From 70 to 80 percent of the cocaine that transits Puerto Rico is destined to the continental United States.

Prescription drug abuse also continues to increase at alarming rates. Based on data from the DEA pharmacy robberies appear to be an emerging trend in Puerto Rico. The use and traffic of heroin has also increased according to data from the P.R. Administration of Mental Health and Anti-addiction Services and the state and federal correctional systems. Puerto Rico based DTO/TCO have established heroin trafficking routes from Venezuela to Puerto Rico, via New York or Miami, to facilitate heroin delivery to Puerto Rico.²

¹ *Office of National Drug Control Policy, Securing our Nation's Caribbean Border*

² **Caribbean Border Counternarcotics Strategy**, January 2015

Last year, 17,591 kilograms of cocaine and 4,341 pounds of marihuana were seized during 25 counter-drug interdictions in the Caribbean by the Coast Guard. These results were due to the coordinated efforts of State and Federal law enforcement partners. The U.S. Coast Guard, the Custom and Border Protection, and the Puerto Rico Police Department's Maritime Unit conduct maritime interdiction efforts based on intelligence provided by law enforcement agencies.

The Caribbean Corridor Strike Force (CCSF) investigates South-American based drug trafficking organizations responsible for the movement of multi-kilograms quantities of narcotics using the Caribbean as a transshipment point for further distribution. In April of 2014, the CCSF dismantled a drug trafficking organization responsible for the importation of cocaine into Puerto Rico and the transportation of drug money to Saint Thomas using Culebra as a transshipment point. In January of 2015, the CCSF dismantled, in coordination with the Colombian Government, an international drug trafficking and money laundering organization, charging 29 individuals. The go-fast vessels that transported drugs departed from Venezuela and used Vieques Island as transshipment point, in route to Puerto Rico and the United States. Wire transfers to Panama, China, Colombia and Peru repatriated illegal proceeds of the business.

The increase of drug trafficking activities brings an increase in financial crimes. Smugglers move bulk cash using the same routes they use to move drug loads. In the Luis Muñoz Marín International Airport, DEA currency seizures increased from \$1.5 million in 2012 to \$2.9 million in FY2013. Traffickers also launder illicit proceeds to avoid moving large amounts of bulk currency. According to the 2015 Puerto Rico/ Virgin Island HIDTA threat assessment, leaders of high profile money laundering organizations based in Central and South American countries maintain money laundering cells or components in Puerto Rico and the U.S. Virgin Islands. These cells launder the illicit proceeds by multiple methods including the use of financial institutions, money remitters, and shell corporations to structure bank deposits and money order purchases to avoid reporting requirements.

The transportation of illegal firearms through airports and ports has also increased, according to the Puerto Rico Police. The information is that firearms and parts of firearms enter the Island for the use by gangs in violent crimes. The Puerto Rico Police seized 1,494 firearms in the year 2013.

3. Violent Crimes in Puerto Rico

The public safety in Puerto Rico is major challenge for all law enforcement agencies. The murder and homicide rate is high and the residents of the Island are concerned with the response of law enforcement agencies to drug related violent crime. The level of violence is due to local use of drugs and gang problems related to drug distribution and to the Island strategic point of entry to the continental United States. Puerto Rico drug consumption is estimated at about 30 percent of the drugs transshipped and the predominant drug of choice is cocaine.

Although efforts to reduce crime have been successful in the reduction of murders and homicides in the last years, more initiatives are needed to combat gangs, vandalism and corruption.

During 2014, 681 murders and homicides were reported in the island of Puerto Rico, a reduction of 221 from the previous year. The numbers for the year 2013 were 902 and for the year 2012, 978 murders and homicides. The rate of murders and homicides per 100,000 inhabitants in 2014 was of 19.19, which compares with a rate in 2011 of 31.57 per 100,000 inhabitants. The World Health Organization considers that a country with more than 10 homicides per 100,000 inhabitants suffers an epidemic of violence; Puerto Rico rate is two times this standard.

The table below illustrates the violent crime rate per 100,000 inhabitants for 2014 compared with various previous years.

Violent Crime Rate in Puerto Rico

Year	Violent Crimes (Rate per 100,000 inhabitants)
2014	1,521.5
2013	1,617.9
2012	1,694.5
2011	1,689.2
2010	1,673.2

Source: Statistics Division, Puerto Rico Police; Census of Population

The number of murders and homicides present a reduction of 221 from last year a trend that started in 2012. The violent crimes rate has also decreased in the last two years compared to the previous three years. According to the Puerto Rico Police, over 70% of the murders are related to drug trafficking activity. Statistics show that 80 percent of the murders occur among the population between the ages of 10 to 39 years. In 2009, the male population between 15 and 29 years of age were the prime victims of murders.

The most popular drugs in the market are cocaine, marihuana and heroin. HIDTA officials estimate that 20 to 30 percent of the cocaine that arrives in Puerto Rico is consumed in the island.

The Courts Administration reports that of all criminal cases submitted to the Courts in 2013, 13.2% are for illegal arms and 12% for drugs.

The estimated number of drugs addicts in the island exceeds 100,000. In a survey conducted among Middle and High School students in 2007, approximately 5.6% reported being current users of marihuana. In 2012 the percentage of students reporting the use of marihuana increased to 12.4 percent. This alarming statistic together with a high dropout rate from school makes young people more vulnerable to be lured into the world of organized crime.

Many contributing factors to crime and violence can be identified in the Puerto Rican society. The disintegration of the family structure, a high percentage of teenage pregnancies, an increased number of young parents without the maturity and preparation to raise children; have been cited by experts of the social conduct. Also cited are the lack of formal education due to a high dropout rate from high school and lack of access to formal employment. Recognizing that lack of access to formal employment is harder than access to informal underground economy of crime and drugs, and that compensation in underground economy is higher than a full time job at minimum wage, together with the erosion of family values, is key to understanding the high percentage of young adults that enter the life of crime.

C. Proposed program activities for the FY 2015 Grant Period

Law Enforcement Program:

Improvement of the Operational Effectiveness of Law Enforcement

1) Program Goals and Objectives

The main goals of this program are: to reduce the flow of illegal drugs and narcotics into and through Puerto Rico, to reduce the flow of illegal firearms into Puerto Rico and to reduce the incidence of violent crimes by improving the operational effectiveness of law enforcement agencies. Tactical and operational training and other coordination initiatives will be provided for state and local law enforcement personnel, including access to top of the line equipment and the latest in training and education. The main objective will be to reduce the continuous attempts to introduce illegal drugs and firearms, through the interception of the illegal shipments and seizure of drugs, arms and money produced by such activities and gathering the necessary evidence for the criminal prosecution of the individuals and the organizations responsible.

2) Brief Need Analysis for the Program

According to the Puerto Rico Profile of Drug Indicators (March 2004, Office of National Drug Control Policy), due to its geographic location and association with the United States, Puerto Rico is a major Caribbean point of entry for metric-ton quantities of cocaine destined for the continental United States. Puerto Rico is also a transit point and consumer market for Colombian heroin. In recent years the proximity of Puerto Rico to the Dominican Republic, a major drug hub in the Caribbean, has been subject to an inflow of drugs through maritime routes between the two islands. By having one of the busiest seaports in North America and numerous commercial airline flights to the United States, Puerto Rico is an even more attractive point of entry for drug trafficking. The San Juan port is the fourth busiest container port in the Western Hemisphere.

This high incidence of drug trafficking in Puerto Rico creates drug dealing points and competence among dealers to control the drug market. The drug distribution and promotion is located close to middle and high schools, in sports and recreational facilities, in the youth and adults correctional institutions and openly in public housing projects and places with limited access to outsiders and with the necessary control for a "service car lane". More so, the drug markets have moved to the center of the island, to include the outskirts or "barrios" and rural areas.

Police surveillance and the intervention of specialized State, Federal and Local police are necessary to deter organized crime and reduce the flow of illegal drugs and arms into the Island. Police intervention requires new technologies, equipment and weapons of equal or better quality than the ones used by criminal organizations. The Puerto Rico Police Department expects to strengthen the coastal border patrol with new equipment such as, helicopters, planes and radars.

The PRPD is using the shot-spotter technology in selected areas. It will take only thirty six seconds for the Police to detect a shot in the covered areas. This initiative, together with the acquisition of better vehicles and other necessary equipment, will allow the Police Corp to be more effective in the intervention of areas with a high incidence of crime, reducing response time.

The Puerto Rico Department of Justice will spearhead through various Interagency Committees, the response of the law enforcement agencies. One of these committees is the Interagency Committee to Combat the Traffic of Illegal Firearms. Among the recommendations it is expected to offer to the Legislature is the need to provide more effective tools to intercept the entrance of illegal arms at the airports.

The new Cybercrime Unit established in the P.R. Department of Justice has among its personnel six prosecutors that received training offered by the Secret Service. The Cybercrime Unit also acquired new equipment that allows for the investigation of cellphones information. It designed and published a media campaign for the prevention of minor's sexual harassment through the internet. Conferences are offered and brochures are distributed in schools and law enforcement agencies. The unit will continue its efforts to investigate inquiries and educate the public.

The Puerto Rico Department of Justice will also continue to strengthen and upgrade its Criminal Justice Information System (PR-CJIS) to augment, expedite and improve communication among agencies and departments in order to prevent and counteract internal and external acts of terrorism, as well as to continue its fight against local crime. PR-CJIS is the product of a joint effort of the PR Police Department, PR Department of Justice, the Institute of Forensic Science, the Courts System, the Correction and Rehabilitation Department, and the National Criminal Justice components of the FBI, NCIC, NLETS and others. Its primary goal is to share information among agencies and programs and constantly update the PR Criminal History Repository.

A key priority of the National Strategy on Information Sharing for preventing terrorism includes support for state and major urban area fusion centers to address gaps in achieving full implementation of DOJ's Global Information Sharing Initiative (Global) Baseline Capabilities for the fusion centers. The goal of a fusion center is to maximize the ability to detect, prevent, apprehend, and respond to terrorist and other criminal activity. The information usually collected by public safety entities and private sector organizations must be fused with law enforcement data to provide meaningful information and intelligence. The PR Department of Justice is in charge of the Puerto Rico fusion center together with the State Agency for Emergency and Disaster Management in order to be a part of the national effort.

Prosecution and Court Programs:

Improvement to the Investigation and Prosecution Systems

1) Program Goals and Objectives

This program will focus toward strengthening the operational capacity and effectiveness of the criminal investigation and processing system with emphasis on those offenders involved in violent crimes, murders, drugs dealing, child and sexual abuse. The Interagency Working Group will work on establishing close coordination between federal, state and local law enforcement agencies, making the fight against crime more productive. The performance measurements of implementing the new initiatives will be the increase in closed cases and the drop in cases archived because of lack of evidence. The PR Department of Justice, as well as other agencies that work with crime, will identify new investigative mechanisms to expedite the identification of necessary information in the investigation phase of criminal cases and to assist in obtaining the evidence leading to the arrest, the processing and conviction of criminals. The strengthening of this system through the acquisition of new technology will help to complete current and new investigations, resulting in more cases closed, and a higher percentage rate of arrests of recurrent offenders.

2) Brief Need Analysis for the Program

The continued increase in crime rates and recidivism has increased the caseload of the courts and of the prosecutors. Consistent with this problem, case processing has to be expedited by increasing the investigative resources of the attorneys and reducing the number of requests for case postponement due to a lack of documentation or necessary evidence. An increase in investigative agents is one of the needs as well as a reevaluation of the witness protection programs. There is a special need to protect citizens who are witnesses of murder and homicide cases in order to obtain their collaboration in the investigation and prosecution of these crimes.

The State Prosecutor Office has been aware of the need for innovative solutions and besides the new, Cybercrime Unit is implementing a new system to expedite the investigation and prosecution of criminal cases. A new upgraded version of the Integrated Criminal Record (RCI) is operating in all of the State Prosecutor Office's Regions. The system provides information of criminals, witnesses, and victims, including photo, criminal records, address, vehicles owned, social security, and driver license number. It allows the Prosecutor to verify information of individuals using the technology of tablets to access the information systems of the Police Department and of the Department of Transportation Vehicle Information System. The use of a tablet offers the possibility of obtaining on site information in the investigative phase, improving and expediting the submission of criminal charges. It also provides for the electronic entrance of the complaint submitted to the Courts for the petition of accusation.

The next phase will provide for the interconnection of information with the Division of Services to Victims and Witnesses. This interconnection will expedite services and provide resources to the victims of violent crimes when needed. It will also allow for faster investigations and the production of statistics for state and federal reports. Another major improvement to the RCI will be the production of statistics using the database of the system. This module will be in production for next fiscal year.

There is need for a new unit to investigate and process civil rights cases. The P.R. Justice Department is working on an administrative order and the assignment of specialized resources to this unit.

Efforts to train and evaluate the prosecutors will continue in order to obtain high levels of performance. However, the lack of resources due to the economic conditions of the state government will limit the possibilities of training in different specialized areas.

The P.R. Police Department (PRPD) submitted four action plans in order to comply with the agreement signed with DOJ to restructure the Puerto Rico Police. The action plans were in the areas of Professionalization, Equal Protection and No Discrimination, Use of Force and Raids and Searches. The PRPD will give priority to the development of policies in each of the areas to identify resources, training, equipment, infrastructure and technology needed to implement each policy.

Another priority area is the establishment or expansion of special judicial courts such as, Domestic Violence Courts, Drug Courts and Illegal Arms Courts, in high incidence regions. Due to a reduction of money available, the Drug Court Program had to limit its services for the current year. However, 67% of the participants completed all the requirements of the program. A new Drug Court Program for Minors initiated services in the Bayamón Region and continued its pilot project in San Juan.

Improvements to the Juvenile Justice System

1) Program Goals and Objectives

This Program goal is to reduce juvenile delinquency cases, reduce recidivism and protect minors in judicial procedures established by law. An integrated approach of various disciplines is required to improve the capability of the juvenile justice system to improve, through joint and integrated coordination, the ability of the Juvenile Justice System to reduce the high rates of domestic violence incidents and other related crimes, such as child abuse. The Program has two main objectives: to strengthen the prosecution process of juvenile delinquency cases and to provide shelter and support services to victims of domestic violence and child abuse.

2) Brief Need Analysis for the Program

The Juvenile Justice System is in the process of implementing a new information system to strengthen the integration and sharing of information. The positive and expedient identification of individuals and the availability and fast access to information, related to these individuals by Federal, State and Local Law Enforcement agencies, will make the Juvenile Justice System reliable and more efficient in the processing of cases. On July 2014, the first phase of the information system started with the migration of the information of the PRPD. Once that phase is completed, the information of the Minors Prosecutors Office of the PRDJ will begin.

According to the Administration of Juvenile Institutions, in 2011, 41 percent of all offenders in the institutions were adjudicated for drug related offenses. The intake information of the population in the institutions for the same year shows that 86.9 percent were using alcohol and illicit drugs, 59.6 percent of which were using marihuana.

Although the Prosecutors were able to obtain an 80% adjudication rate of the petitions submitted to adjudicatory hearings in FY2011 through FY2014, there is a need for support personnel in all of the phases of the prosecution process. Expedite processing of the legal forms, sworn affidavits and other evidences as well as information of the youth behavior and environment in their community, will reduce time in the youth intake process and benefit the victim's recovery. One goal is to reduce the time between arrest and the submission of a complaint; also to strengthen the judicial waiver process.

Movement of Delinquency Cases, FY 2011, 2012, 2013, 2014

Delinquency cases	2011	2012	2013	2014
Complaints investigated	9,073	8,091	7,182	6,481
Petitions submitted to Courts	6,429	5,730	4,846	4,303
Petitions submitted for probable cause	6,130	5,485	4,675	4,160
-Probable cause determined	5,075	4,705	3,935	3,335
Petitions submitted to adjudicatory hearings	5,108	4,741	3,970	3,356
Offenses adjudicated	4,304	4,145	3,301	2,703
Minors adjudicated	2,265	2,053	1,568	1,413

Source: Division of Planning and Statistics, Department of Justice

Prevention and Education Program:

Communities and Neighborhood Assistance to Prevent and Control Crime

1) Program Goals and Objectives

This program will encourage an effective collaborative effort between the pertinent state and local agencies, local non-profit organizations, community leaders and law enforcement agencies, to improve the quality of life in neighborhoods and communities.

The program's main objective is to work with youth and families in their communities, using different strategies. Some of the strategies are: 1) to promote sport and art activities geared to reduce youth leisure time, substance abuse and school dropout rates in communities showing a high crime rate, in close partnership and collaboration with the community not for profit organizations; 2) to develop a system of social and economic indicators and violence trends of communities with a high incidence of crime; 3) to empower communities with a high incidence of crime with capabilities to organize the community and promote actions to reduce and prevent violence in their neighborhoods; 4) to provide adequate training and equipment to law enforcement officers that will work in the neighborhoods in order to strengthen communication with community leaders and residents; 5) to implement tutoring programs and other educational after school programs in the public school system in order to reduce the school dropout rate and offer special assistance to high risk students and 6) to develop programs that will promote family communication and parent's involvement in their children's school performance.

The DOJ will continue its successful initiative Justicia Va a Tu Comunidad. This project has not only successfully connected with its intended clientele, they have also disseminated the message and mission that the PRDOJ wishes to convey in order to generate more community support and be more effective.

2) Brief Need Analysis for this Program

There is evidence that environmental, cultural, social and psychological risks and protection factors increase or reduce the probabilities that a person begins or remain using drugs or develop troublesome behavior. Experts on human behavior, particularly in Puerto Rico, have recognized that the lack of discipline and good role models in the family leads to disruptive violent behavior or drug abuse. At the middle school, we encounter more frequent problems with disruptive students, which translate into absenteeism and constant challenge to the authority. The importance given to education by some of our adolescents is low and constitutes a factor for school dropout, the use of drugs and violent behavior.

According to the Office of Security of the P.R. Department of Education, criminal behavior incidents in the school system, such as violence, vandalism, and property theft are increasing. Additionally, abuse and trafficking of controlled prescription drugs and marijuana have increased within the Puerto Rico schools over the past year. A report from the P.R. Department of Education, (School Incident Report Database System, 2014), states that 40.8 percent of school students that had engaged in criminal activity in schools reported that their friends sell drugs.³

A contributing factor to the culture of violence in the island may also be the increasing trend of child abuse in Puerto Rico, which has experienced an increase in cases reported. In the year 2013, the Department of the Family received 34,376 referrals, of which the agency confirmed 5,232 cases of child maltreatment in Puerto Rico, an increase of 10.8% from 2012. The movement of cases for the years 2009 to 2014 in the Minors and Family Prosecutors Office of the Puerto Rico Department of Justice shows that the total of active cases of child abuse in those years ranged from 5,000 to 6,000 cases per year. Resolved cases affected an average of 1,073 children each year during the same period.

The Puerto Rico Police reported a substantial decrease in the minors intervened for offenses against persons between the years 2009 and 2014. The trend observed during the last five years is due to a reduction of minors intervened for assaults offenses. Offenses against property show a high incidence of burglary, vandalism and larceny, while offenses

³ *Caribbean Border Counternarcotics Strategy*, January 2015

against society are mostly related to drugs and weapons. Bayamón was the municipality with the highest number (235) of minors intervened during 2014. Of all the minors intervened during 2014, 52.2% were between 16 and 17 years of age, 79% were males and 86.9% were in school at the time of intervention.

Commonwealth of Puerto Rico

Number of Minors Intervened by Type of Offense, Years 2009 to 2014

Type A Offenses	Year				
	2009	2010	2011	2012	2014
Against Persons	5,271	4,206	4,027	2,915	2,103
Assaults	4,823	3,828	3,615	2,611	1,819
Homicide	5	8	6	4	6
Sex offenses/forcible	285	217	208	198	194
Sex offenses/non-forcible	158	153	198	102	84
Against Property	1,761	1,445	1,528	1,269	901
Against Society	1,121	950	904	865	697

Source: Statistics Division, Puerto Rico Police

The Administration of Juvenile Institutions reported in 2011 that 64 percent of all offenders in the institutions were adjudicated for drug related offenses. The intake information of the population in the institutions for the same year shows that 86.9 percent were users of illicit drugs, 59.6 percent of which were using marihuana. Their parents were using drugs (58.6%) and they had been subject of some kind of maltreatment.

Corrections and Community Corrections Programs:

The Correctional System had a population of approximately 9,854 sentenced offenders by December, 2012. The recidivism rate of crime offenders in Puerto Rico is 53.23 percent. The inmate population had a median of 10 years in school, 98% are masculine and 37% are between 30 to 39 years of age; 73.6% are users of drugs and 81.99% are users of alcohol. Approximately 60 percent of inmates accept they had some experience with drugs use and 33 percent with domestic violence in their homes.

Improvements to the Correctional System

1) Program Goals and Objectives

The main goal of this program is to reduce the use and abuse of controlled substances in penal institutions, to improve and expand existing programs to rehabilitate criminal offenders and facilitate their eventual reintegration into society, to reduce the recidivism rate, and the enhancement of the security level and safety of the institutional environment.

The Corrections Department will facilitate and promote the development of a successful re-entry initiative that involves and integrates all necessary stakeholders to help the ex-offender succeed. This includes businesses and pertinent state agencies to target the re-education and re-training of inmates and parolees convicted of different crimes. The goal is that when they return to their communities they will be able to rely on a job or an educational training program that will prepare them to be self-sufficient, so they can re-insert themselves successfully into their families and community and thus avoid recidivism.

The education and re-training process that will be offered will provide a wide range of opportunities. Inmates

will be required to complete elementary, intermediate and high school education as a standard for rehabilitation. Although the majority of the inmates share some common characteristics, the educational offer beyond high school needs to be varied in order for it to be successful. Some inmates may choose vocational training that will be available in the correctional institutions while others may study at the university level. All of the programs to be offered will be in accordance with the minimum requirements of reeducation and training for offenders pursuant to the law.

The jobs opportunities within the correctional system will be expanded. The goal is to offer rehabilitation services through on the job training and job opportunities for medium and minimum security inmates. This experience will facilitate their re-entry into society.

The public policy of the state is to prevent, and ultimately eliminate, the use of illegal drugs by offenders within institutional facilities, as well as within community programs. The drug treatment program will use the biopsychosocial model. The use of medications in the program together with the intervention of social workers and psychologists intends to be an effective method to create a safe and drug-free correctional environment, control the disruptive behavior of prison gangs and diagnose their treatment needs for referral to programs especially designed to meet those needs.

2) Brief Need Analysis for this Program

As of 2012, it has been estimated that over 73.62% of the inmate population of the Puerto Rico Correctional System are drug users and 82% are alcohol users. Most of the inmates are men (97.70), over 52% are 33 years or younger and 50% repeated offenders. These characteristics create the conditions for a highly lucrative drug market behind bars, thus making rehabilitation treatment more difficult to succeed. The inmate's population that qualifies for conditional parole, based on time and behavior, sometimes do not qualify for it because they do not have an acceptable place to stay and the education or training necessary to begin working in a reasonable time. The Certificate of Good Conduct, issued by the Police Department, is, in the majority of cases, requested as part of the documentation needed for employment.

Thus, in order to reduce the high recidivism rate there is a real need to improve inmate rehabilitation programs and to secure job opportunities for them once their sentences are completed. Education services in the correctional institutions need to be reinforced as well as other rehabilitation services. Innovative and new job opportunities within the institutions will be promoted so as facilitate the eventual re-entry of inmates to the community through self-employment and community based corporations and cooperatives.

Drug Treatment Program:

Drug and Alcohol Addiction Treatment for Adults and Juvenile Offenders

1) Program Goals and Objectives

The goal of this program is to decrease the number of drug and alcohol addicted adults and youth through preventive activities and effective treatment. The approach of treatment services will be of a biopsychosocial nature. It is expected that new and continuation projects will continue to provide treatment to first offenders, juveniles and adults, as an alternative to incarceration.

2) Brief Need Analysis for the Program

Statistical evidence shows that the use and abuse of drugs and alcohol is one of the main problems affecting public safety. The use and abuse of drugs and alcohol drives to other violent incidents, such as child abuse, violence against women, murders, robbery and others.

The number of total interventions by Police for violations to the Controlled Substance Law was 40,216 in 2005. In 2006, 168 deaths were reported related to the use of drugs. In 2009, the Bureau of Drugs of the Puerto Rico Police reported 258 drug related deaths. In 2010, the Puerto Rico Police Department (PRPD) reported 608 interventions with minors for violations to the Controlled Substance Law. In 2014, the number of interventions with minors reported by the PRPD was 421.

As of 2009, the estimated number of drug addicts and alcohol abusers was 100,000 and 191,000 respectively. Some 2,720 drug addicts received ambulatory treatment in 2011, of which, 59% was between 21- 30 years of age and 47% had dropped out of school. It is also known that Puerto Rico has one of the highest rates of HIV cases related to drug addiction.

The total population of the Drug Courts Program for 2011 was 1,039 with a retention rate of 89.7 percent. By 2013, 5,588 participants completed its requirements since the establishment of the program.

The profile of inmates as of June 30, 2012 showed that over 73.62% were regular drug users and that 82% are alcohol users. The high recidivism percentage rate shows that the majority of the inmates receiving drug treatment services are doing so under pressure of their lawyers or in order to receive reduced sentences and not because of self-initiative.

A study conducted in the School Years 2010 and 2012 for the Administration of Mental Health and Drug Addiction Services among middle and high school students in 120 public and private schools, shows that 48.6% were using alcohol and 15.1% were using illicit drugs. The study also shows that the prevalence of marihuana use increased from 6.1% in the period of 2005-2007 to 12.4% for the period of 2010- 2012.

In order to cope with drug use among adult and youth drug abusers, existing programs will be improved and expanded including walk-in drug addiction treatment centers, residential drug treatment programs and drug treatment services in the correctional institutions. Treatment programs will use the biopsychosocial model. The use of scientifically proved medication together with the intervention of psychologists and social workers will provide physical, mental and social rehabilitation. Programs geared toward the reduction of contagious diseases, such as HIV and Hepatitis, will be expanded and new programs will be established.

Planning, Evaluation and Technology Improvement Programs:

Improvement to the Operational Effectiveness of Forensic Laboratories

1) Program Goals and Objectives

The main goal of this program is to improve the capacity of state forensic laboratories to conduct better investigations and analysis of evidence related to violent crimes. The Institute of Forensic Sciences and the Criminal Justice Information System are responsible of the development of an information system capable of integrating forensic evidence of different sources. This will be accomplished by providing highly specialized equipment, digitalization of documents, hiring and training new personnel, creating a database of evidence and developing a close relationship between state and federal agencies to exchange information related to case analysis.

2) Brief Need Analysis for the Program

The Institute has a serious problem of lack of personnel and equipment, and a high number of documents to digitalize for a database of available evidence. An in-depth analysis was performed and an inventory of necessary equipment was prepared as well as detailed needs of technical personnel. Two of the laboratories, the DNA Lab and the Toxicology Lab were identified as requiring hiring actions in order to retain and recruit lab technicians to comply with the required percentage and time -frames standards.

The information systems available for case analysis are continually been developed by the forensic sciences laboratories and shared with Law enforcement officers, prosecuting attorneys, judges and the personnel of the Criminal Justice System for clearance and information analysis.

Criminal Justice Record Improvement

1) Program Goals and Objectives

The Criminal Justice Record Improvement (CJRI) Program provides reliable information in the Criminal Record of the Individuals and shares this information with law enforcement agencies of Puerto Rico and from other States. The Criminal Records Information System integrates electronic information of complains and accusations submitted by Prosecutors in the Integrated Criminal Record (RCI) to the Courts, in order to proceed with criminal charges with information provided by the Case Management System of the Courts. The Court's system will also provide information of final disposition. All information is interfaced through the Criminal Justice Information System (CJIS).

One of the goals of the Criminal Record Improvement Program is to develop statistical and administrative reports with the information available. For the next year, CJIS expects to integrate electronically the Corrections Department in order to share more efficiently the information in the record system with this agency. The P.R. Department of Justice will give high priority to the development of this Information System; at least 3 percent of the FY 2013 State JAG award was allocated to this project.

Under this program CJIS will include other information for treatment tracking, investigation of missing and exploited children, sexual offenders, parole hearings, Automatic Finger Prints Identification System, forensic DNA laboratories and protection orders issued by Puerto Rico's Courts, among others. The Criminal Justice Information System gathers information from different sources to be shared by the Federal, State and Local Law Enforcement Agencies and the Courts in Puerto Rico, the Virgin Islands and other States and Territories of the USA.

2) Brief Need Analysis for this Program

The fight against crime and drug trafficking requires current, accurate and accessible information. By having a central hub of information, shared with other agencies, it would be easier to monitor statistics and to know whether or not the new initiatives implemented are having the expected results. CJIS is working, together with the State Prosecutor Office, on improvements to the Criminal Records Information System, including interconnection with the Witnesses and victims Division and the production of statistics. Statistical and administrative reports together with advanced data communication systems will provide much needed basic information for planning and training of the law enforcement agencies.

The CJIS also worked during the last year to implement the SORNA portion of the Adam Walsh Act. Overall CJIS started to implement a solution that provides information to all other jurisdictions in which the sex offender is required to register. The law and regulations that will rule the operations of the system were approved. The Department of Justice, the Department of Correction, Puerto Rico Police Department (PRPD), the Courts, the Institute of Forensic Science and other government agencies will be integrated to the system. The software was modified and developed to deliver a tool that will help Puerto Rico monitor Sex Offenders more efficiently. The tools allow the PRPD Case Manager to modify the Sexual Offender File on their premises without having to send faxes to the main office to update SO record. The case manager entries facilitate CJIS to display an updated Sexual Offender Registry to the

public through a web page.

Several enhancement areas to the Sexual Offender Registry are being developed, such as, the Integrated Automated Fingerprint Identification System and the Sex Offender Registry Tool (SORT).

CJIS is now working with the PRPD in the Arms Registry and with the Environment and Natural Resources Department in the Boats Registry.

Crime Victims and Witness Program:

1) Program Goals and Objectives

The main goal of this program is to support the provision of services to victims of crime. These services are: response to the emotional and physical needs of crime victims; assist primary and secondary victims and witness of crime to stabilize their lives after a victimization; assist victims to understand and participate in the criminal justice system; and provide victims of crime with a measure of safety and security. Some activities under this program are: immediate health and safety; mental health assistance; assistance with participation in criminal justice proceedings; forensic examinations; costs necessary and essential to providing direct services; personnel costs; and restorative justice.

2) Brief Need Analysis for this Program

This program will help the victims and witnesses of crime in their recovery of the consequences of a crime in their life and facilitate the participation of them in the Criminal Justice System. To deal with the consequences of crime, the program will coordinate services in the community and across different governmental agencies. To comply with the second purpose, the victims will receive direct services such as crisis intervention during the prosecutor's investigation or court proceedings, information about the Criminal Justice System and their rights as victims or witness. Whenever necessary, the victims will receive personal support, assistance, and advocacy to protect their rights as victims or witnesses of crime.

The witness in drug dealing and smuggling cases as well as in organize crime cases needs the protection of the State to be able to present testimony during the court hearing. In some instances, the victims and the witnesses receive a referral to the Victims and Witness Protection Shelter and in others, their transfer to other jurisdiction is mandatory for safety matters.

The Administration of Families and Children (ADFAN) received in the year 2013, a high number of referrals (34,376), of which the agency confirmed 5,232 cases of child maltreatment in Puerto Rico, an increase of 10.8% from 2012. However, experts estimate that for each case reported and confirmed there are two cases without being reported, so around 15,600 child abuse cases should have been received in ADFAN last year. The Department of the Family is in charge of providing protection to minors victims of child abuse

The movement of cases for the years 2009 to 2014 in the Minors and Family Prosecutors Office of the Puerto Rico Department of Justice shows that active cases of child abuse in those years ranged from 5,000 to 6,000 cases per year. Resolved cases affected an average of 1,073 children each year during the same period.

There is also a high incidence of sexual aggression in Puerto Rico. The Police Department records statistics for sexual aggression complaints. The highest incidence of sexual aggression reported is lewd behavior, followed by rape. In 2009, the Police Department received 2,856 complaints for sexual aggression, of which 1,451 (50.8%) claimed technical rape and 1,166 (40.8%) lascivious acts. A year-by-year reduction is observed since 2011, when 2,173 complaints were reported, 48.5% for lascivious acts and 44.5% for technical rape. During the 2013, the number of complaints received was 1,801, 50.6% for lascivious acts and 41.8% for technical rape.

A specialized Victims and Witness Assistance Division is in charge of dealing with domestic violence, sexual crimes, child abuse, as well as other related crimes. This Division has victim assistance technicians to refer the victims

to psychological services and legal counseling. The Witness Protection Program needs more resources to provide reliable service to ensure the witnesses court appearance in organized crime cases as well as provide appropriate services to the victims.

The local Center affiliated to the Center for Missing and Exploited Children CEDNVA spearheads the works to recuperate missing children removed without authorization and return them to their families. This Center conducts orientation workshops for the Police Department and Family Services Department. The Center has been very effective in its campaign to develop awareness and provide orientation to children and parents to prevent children being kidnapped by sexual predators or criminals. The Center for Missing and Exploited Children provides the local Center with information as well as technical and research assistance.

VI. PERFORMANCE MEASURES

The PRDOJ will comply with performance measures data collection through trimester reports submitted through PMT ten days before the closing period of the trimester and through the submission of the SF425 report, which is due within ten days after the closing of the trimester. All JAG awards sub-grantees are informed by the PRDOJ upon the awarding process of the data collection requirements as well as the performance measures by which the project will be evaluated. A critical portion of compliance by the sub-awarded projects is timely and adequate compliance with these requirements. The PRDOJ uses this data to determine the level of compliance of the sub-grantees with all performance measures and to use the aggregated data to submit the necessary reports to the JAG program.

The Department of Justice analysts will review the statistical information collected through the electronic system prior to electronic submission to the DOJ to comply with the State Solicitation Block Formula Grant.

