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REPORT OF THE COMPTROLLER GENERAL OF THE UNITED STATES

089151

Federal Funding Provided To 10 Police Departments For Intelligence Activities

Departments of Justice and Treasury
and Other Federal Agencies

NOV. 6. 1975

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

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The Honorable Henry M. Jackson
Chairman, Permanent Subcommittee
on Investigations S. 1504
Committee on Government Operations
United States Senate

Dear Mr. Chairman:

02-18-75
Your July 31, 1975, letter written jointly with Senator Charles H. Percy, Ranking Minority Member of the Subcommittee, requested that we determine the extent to which any Federal funds or resources have been applied to intelligence activities of police departments in Baltimore, Chicago, Cleveland, Dallas, Detroit, Houston, Los Angeles, New York, Philadelphia, and Washington, D.C. You also requested that we determine whether such federally funded activities were legitimate criminal investigations and whether any information gathered during any possible illegal activities was exchanged with other law enforcement intelligence agencies.

Based on discussions with Subcommittee staff, we agreed, as noted in our letter to you dated August 11, 1975, to provide information regarding (1) the extent to which Federal funds and resources (primarily general revenue sharing and Law Enforcement Assistance Administration funds) were used by the cities for intelligence activities, (2) the extent to which it appears the police departments in the 10 cities would cooperate in allowing us access to individuals and files to ascertain if possible illegal or improper activities occurred, and (3) the scope of our authority as it relates to access to records, how the authority has been exercised previously (with an emphasis on access to State and local records), and how our authority relates to that of the Subcommittee.

The information regarding the scope of our authority was provided to the Subcommittee staff on October 2, 1975. The information regarding the extent Federal resources were used for intelligence activities and the extent to which we can anticipate cooperation from police departments is summarized below. These matters are discussed in detail in the attached individual reports on each city.

FEDERAL RESOURCES

Title I of the State and Local Fiscal Assistance Act appropriated \$30.2 billion for periodic distribution to State and local governments during a 5-year period beginning January 1, 1972. The first distribution was in December 1972. The cities received their most recent funds in July 1975.

Local governments may use revenue sharing funds only for priority expenditures, defined by the act as (1) ordinary and necessary capital expenditures authorized by law and (2) operating and maintenance expenses for public safety, environmental protection, public transportation, health, recreation, libraries, social services for the poor or aged, and financial administration. "Public safety" includes such activities as police, courts, corrections, fire protection, and building inspection.

The Omnibus Crime Control and Safe Streets Act of 1968, as amended, encouraged the funding of projects that used new methods to prevent or reduce crime or that strengthened criminal justice activities at the community level. Action grants under the Law Enforcement Assistance Administration program consist of two types--discretionary and block. Grants can also be received for planning purposes. Discretionary grants are made according to agency determined criteria, terms, and conditions. Block grants are awarded to State planning agencies for further distribution to programs and subgrantees.

Our work showed that general revenue sharing funds were designated to be used

- by the police departments in all 10 cities;
- for intelligence activities in 5 cities, Chicago, Cleveland, Detroit, Houston, and Philadelphia; and
- possibly for intelligence activities in 1 city, Los Angeles.

Revenue sharing funds were not designated to be used for intelligence activities in four cities, Baltimore, Dallas, Washington, D.C., and New York.

Law Enforcement Assistance Administration funds were awarded to the police departments for projects that appear to be related to intelligence activities in all cities except Baltimore.

Each of the 10 police departments also received funds from other Federal agencies, such as the Department of Transportation, Department of Labor, Department of Housing and Urban Development, and the Department of the Army. Three cities--Cleveland, Detroit, and Washington--used part of these funds for intelligence activities.

Seven of the 10 police departments--Baltimore, Chicago, Dallas, Detroit, Los Angeles, New York, and Philadelphia--received some training from Federal agencies, primarily from the Federal Bureau of Investigation. Officials in those cities told us this training was not intelligence related. We were able to identify some training provided to the Washington, D.C., Police Department by the Bureau and the Central Intelligence Agency that was intelligence related.

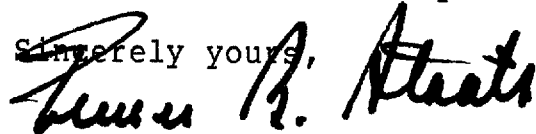
ANTICIPATED COOPERATION FROM POLICE DEPARTMENTS

In the nine cities where Federal funds were either designated to be used or were used for police intelligence activities, police department or city officials told us we would have police department cooperation in a review of intelligence activities. Many of the officials qualified the extent of cooperation, however, indicating that requests for information would be handled on a case by case basis. In Chicago and Houston it was pointed out that ongoing grand jury investigations might prevent us from reviewing certain records or interviewing certain individuals.

As discussed with the Subcommittee staff, we plan no further efforts in this area until we hear further from the Subcommittee.

This report is also being sent today to Senator Percy.

Sincerely yours,



Comptroller General
of the United States

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE BALTIMORE CITY POLICEDEPARTMENT FOR INTELLIGENCE ACTIVITIES

The Baltimore City Police Department has received Federal funds primarily from two sources--the general revenue sharing program and the Law Enforcement Assistance Administration (LEAA) program. None of these funds awarded to the police department were used to support intelligence activities. However, LEAA funded a project in Baltimore that involved intelligence related activities. This project established a joint strike force of the State's Attorney's Office of Baltimore City and the police department to monitor activities of narcotics and dangerous drug traffickers. The use of LEAA funds for such law enforcement activities appears to be consistent with the intent of Federal law governing disbursement of moneys under the program.

REVENUE SHARING FUNDS

Baltimore had received about \$90,158,000 in revenue sharing funds and earned about \$4,831,000 in interest on these funds through July 7, 1975, for a total of \$94,989,000. Through June 1975, Baltimore had expended \$90,047,000 of the available revenue sharing funds. Of this amount, approximately \$4,671,000 (5.2 percent) was used to pay costs incurred by the police department. However, none of these funds were used to pay expenses incurred by the Inspection Services Division (ISD), the department's intelligence unit.

Baltimore's budget is made up of six funds. The general fund is the major fund used to finance most of the city's services. The Federal revenue sharing fund is separate from the general fund and is used to finance various city functions. Expenditures are made directly from the revenue sharing fund account. Revenue sharing funds are not used to reimburse the general fund for expenses previously incurred.

The city's department of finance determines which city services are to be supported with revenue sharing funds. Generally, these funds are used in areas where little other Federal assistance exists, such as the fire department and the department of recreation and parks. However, in fiscal year 1973, revenue sharing funds were used to maintain the level of services in various areas because of budget cuts.

Baltimore distributed its revenue sharing funds to the following Departments:

<u>Departments</u>	<u>Amount</u>	<u>Percent</u>
(000 omitted)		
Fire	\$62,884	69.8
Public works	9,322	10.4
Parks and recreation	8,379	9.3
Police	4,671	5.2
Jails board	2,324	2.6
Hospitals	727	.8
Libraries	712	.8
Courts	524	.6
Other	504	.5
Total	<u>\$90,047</u>	<u>100.0</u>

In fiscal year 1973, the police department used its revenue sharing funds (\$4,471,000) for programs where deficits existed as a result of budget cuts. However, financial records show that ISD's budget was entirely supported by local funds. In fiscal year 1974 the police department used its revenue sharing funds (\$200,000) for capital improvements. The police department did not receive revenue sharing funds in fiscal year 1975.

The Baltimore City Police Department costs for fiscal years 1973 through 1975 were:

	<u>Amount</u>
(000 omitted)	
1973	\$ 66,866
1974	69,185
1975	<u>81,423 (Budgeted)</u>
Total	<u>\$217,474</u>

Therefore, revenue sharing funds accounted for 6.7 percent of police operating expenses for fiscal year 1973.

It does not appear that the availability of revenue sharing funds has had the effect of increasing the size of the intelligence organization in the Baltimore City Police Department. City financial records show that during fiscal

years 1971-74 expenditures and personnel authorized for the department's Inspection Services Division remained relatively stable.

LEAA FUNDS

In Maryland, block grants are awarded to the State planning agency--the Governor's Commission on Law Enforcement and the Administration of Justice. Since the beginning of the LEAA program in 1968, Baltimore has received the following LEAA funds:

<u>Type of grants</u>	<u>Number of grants</u>	<u>Amount</u>
		(000 omitted)
Planning	5	\$ 86
Discretionary	44	10,878
Block	<u>131</u>	<u>10,166</u>
Total	<u>180</u>	<u>a/\$21,130</u>

a/In addition, Baltimore participated in a National Institute of Law Enforcement and Criminal Justice project to establish regional Drug Enforcement Administration task forces. The grants for this project were actually awarded to the Philadelphia District Attorney's Office and the Philadelphia Police Department. Records available at the LEAA Regional Office were not specific enough to allow us to determine the precise amount of funds allocated to either the Baltimore task force or to the Baltimore City Police Department. This project is discussed in more detail in appendix IX.

The planning grants were awarded to a city organization for overall planning and developing programs.

Of the 180 grants funded with LEAA funds, the Baltimore City Police Department was awarded 28 grants, involving 10 projects, amounting to about \$6.6 million. As of June 30, 1975, about \$4.8 million had been disbursed under these projects as follows:

<u>Item</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$3,744
Equipment	935
Other	<u>139</u>
Total	<u>\$4,818</u>

These projects did not appear to be related to intelligence activities. They included such items as training, civilian community relations, and purchasing of body armor. Police financial records show that no expenditures under these projects were charged to any of the accounts applicable to the Inspection Services Division of the police department.

The discretionary grants include 36 awarded under the Impact Cities Program. Baltimore is one of eight cities participating in this program. The goal of the program is to reduce burglaries and street crimes and it does not appear related to intelligence activities.

Also included in the 180 LEAA grants were 3 grants totaling \$606,927 awarded to Baltimore to fund a narcotics strike force under the direction and control of the State's Attorney's Office of Baltimore City. This strike force was formed to attack the major drug dealers in Baltimore and it combined the prosecutorial expertise of the State's Attorney's Office with the investigative experience of the Baltimore City Police Department.

An essential operation of the strike force was gathering and processing strategic and tactical intelligence data. Many narcotics operations involve the use of telephones and, therefore, detection was made by electronic interception techniques. Surveillance and eavesdropping operations were used because many distributors rarely have the dangerous drugs in their possession.

As of June 30, 1975, \$522,216 had been disbursed under this project. LEAA funds were used to pay the salaries of prosecutors and clerical staff. Local funds were used to pay the salaries of the police investigators.

LEAA funds were also used to purchase or rent a variety of communications and surveillance equipment, such as cameras, transcribers, pocket recorders, and telephone decoders. In addition, LEAA funds were used by police investigators to purchase drugs, to pay informants, to protect and maintain witnesses, to survey suspects, and to obtain technical assistance from police officers not connected with the strike force program.

The project director for the strike force commented that items purchased under this project are the property of the State's Attorney until final disposition is made by the Governor's Commission. The information developed by the strike force will eventually become the property of the Baltimore City Police Department.

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The Baltimore City Police Department received Federal funds amounting to about \$896,000, from the Department of Transportation's National Highway Traffic Safety Administration and Federal Highway Administration. These funds were used for alcohol and traffic related programs; none of the projects appeared to be related to intelligence activities.

Although the Baltimore City Police Department received training from Federal Bureau of Investigation (FBI), Drug Enforcement Administration, Department of Health, Education, and Welfare's National Institutes of Health, Marine Corps, and Army, officials stated the training was of a general nature, not involving intelligence activities. Police personnel also stated no grants were received from the FBI, the Central Intelligence Agency (CIA), or military intelligence organizations.

ANTICIPATED POLICE DEPARTMENT
COOPERATION IN A GAO REVIEW
OF INTELLIGENCE ACTIVITIES

The counsel for the Baltimore City Police Commissioner stated that since Federal funds had not been used either directly or indirectly in the intelligence field, a review by us of intelligence activities is not appropriate or required. However, should we review the activities of the narcotics strike force which was under the direction and control of the State's Attorney's Office of Baltimore City, the Police Commissioner would cooperate in letting us interview police personnel assigned to that project.

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE CHICAGO POLICE DEPARTMENTFOR INTELLIGENCE ACTIVITIES

The Chicago Police Department has received Federal funds from several sources to support its operations. Two basic sources were the general revenue sharing program and the Law Enforcement Assistance Administration program. The extent of the use of funds from these sources for intelligence activities was the subject of our May 29, 1975, report to Senator Charles H. Percy, Congressman Ralph H. Metcalfe, and Senator Henry M. Jackson, Chairman, Permanent Subcommittee on Investigations, Senate Committee on Government Operations. The use of both general revenue sharing and LEAA funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under both programs.

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The Chicago Police Department has received financial assistance amounting to about \$245,000 from the Department of Transportation. The purposes for which the funds were used did not appear to be related to intelligence activities. The funds were primarily used for traffic police training and safety programs.

We were also informed by a city official that the Chicago Police department had not received training or other resources from the Central Intelligence Agency. Police Department personnel have received training under Federal Bureau of Investigation training programs, but this training is related to labor relations and patrol duties, not intelligence activities. The official said the FBI has not furnished equipment to the Chicago Police Department.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

The First Assistant Corporation Counsel for the City of Chicago advised us that the Chicago Police Department would cooperate to the extent possible with us in a detailed review of intelligence activities. The extent of this cooperation would be dependent, however, on interpretations given to various court orders pertaining to intelligence operations of the department.

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE CLEVELAND POLICEDEPARTMENT FOR INTELLIGENCE ACTIVITIES

The Cleveland Police Department has received Federal funds primarily from three sources--the general revenue sharing program, the Law Enforcement Assistance Administration program, and the Department of Labor under the Emergency Employment Act of 1971 (EEA) and the Comprehensive Employment and Training Act of 1973 (CETA). Funds from the revenue sharing and LEAA programs were used to support certain intelligence activities. None of the EEA or CETA funds were used for this purpose. The use of both general revenue sharing and LEAA funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under both programs.

REVENUE SHARING FUNDS

Cleveland has received \$51,713,000 in revenue sharing funds, plus \$503,000 in interest on these funds, as of July 7, 1975, for a total of \$52,216,000. Approximately \$26,419,000 (51 percent) of Cleveland's funds were allocated to the police department for salaries and fringe benefits. Of this amount about \$399,276 was spent for police intelligence personnel salaries.

Revenue sharing funds--received periodically under "entitlements"--are budgeted and accounted for separately in a special fund. These funds are in the city's operating budget and separately identified.

Cleveland distributed its revenue sharing funds to the following departments:

<u>Departments</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Community development	\$ 1,124	2.1
Comprehensive health	2,762	5.3
Consumer protection	243	.5
Department of Public Safety	33,575	64.3
Financial administration	2,526	4.9
Recreation	2,565	4.9
Retroactive benefits	1,061	2.0
Social services	1,795	3.4
Transportation	2,442	4.7
Unexpended	<u>4,123</u>	<u>7.9</u>
Total	<u>\$52,216</u>	<u>100.0</u>

Within the Department of Public Safety the distribution had been as follows:

<u>Activity</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police	\$26,419	78.7
Fire	3,272	9.7
Dog pound	20	.1
Utilities	<u>3,864</u>	<u>11.5</u>
Total	<u>\$33,575</u>	<u>100.0</u>

The Division of Accounts for the city maintains a bi-weekly payroll for its various funds. Therefore, funds such as the revenue sharing fund and CETA fund have their own payroll. Expenditures are identified by each department and divisions within each department. Individual units within each division are not identified.

The Department of Public Safety used revenue sharing funds for police department salaries for specific pay periods. Therefore, specific biweekly payrolls are paid from revenue sharing funds.

The Cleveland Police Department's personnel costs for calendar years 1972 through 1975 were:

	<u>Amount</u>
	(000 omitted)
1973	\$ 40,059
1974	38,743
1975	<u>43,487</u> (Budgeted)
Total	<u>\$122,289</u>

The \$26,419,000 in Federal revenue sharing funds used for the Cleveland Police Department, therefore, accounted for about 22 percent of the total personnel costs.

Within the Bureau of Criminal Investigation, the Scientific and Intelligence Section is primarily responsible for intelligence gathering activities. The police department also has Headquarters Intelligence sections directly responsible to the Chief of Police.

Using personnel and payroll records, we determined that total personnel costs (paid for with revenue sharing funds) for intelligence personnel assigned to the sections have been:

<u>Calendar year</u>	<u>Costs</u>	<u>Intelligence personnel</u>
1973	\$ 23,200	35
1974	125,126	28
1975	<u>250,950</u>	<u>26</u>
Total	a/ <u>\$399,276</u>	<u>89</u>

a/Excludes fringe benefits for one Captain in 1973. Figure also excludes adjustment for pay raise effective June 1975.

LEAA FUNDS

In Ohio, block grants are awarded to the State planning agency--the Department of Economic and Community Development's Administration of Justice Division. Since the beginning of the LEAA program in 1968, Cleveland has been awarded the following LEAA funds:

<u>Type of grants</u>	<u>Number of projects</u>	<u>Amount</u>
		(000 omitted)
Discretionary	20	\$18,883
Block	43	4,137
Other	<u>5</u>	<u>a/2,158</u>
Total	<u>68</u>	<u>\$25,178</u>

a/Four of these projects were funded by the National Institute of Law Enforcement and Criminal Justice. The other was a Data Systems and Statistics Assistance grant. One of the Institute projects amounting to about \$671,000 was awarded to Cleveland to establish a Drug Abuse Law Enforcement Program. The program was a coordinated effort between Federal, State, and local personnel to disrupt the supply of heroin. This included developing extensive intelligence on heroin traffickers.

Of the 68 projects funded with LEAA funds, 19 totaling about \$9.5 million, were applicable to the Cleveland Police Department. Some of these projects were funded under the Impact Cities Program, a program to reduce burglaries and street crimes. The Impact City projects primarily involved hiring policemen for crime patrol and felony squads and some equipment purchases. The breakdown of expenditures for equipment and personnel was not available for all projects because of the conversion to a computer accounting system. Most projects appeared to have involved the purchase of equipment.

We examined information available at the Ohio Administration of Justice Division and at the Criminal Justice Coordinating Council of Greater Cleveland for the 19 police department projects. Fourteen projects did not appear to be related to intelligence activities. Their objectives included police recruitment and training, police administration, and concentrated effort for felony and narcotics.

The remaining 5 projects, involving 12 grants, that appear to be related to intelligence and surveillance activities, were:

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditures as of 6/30/75</u>	<u>Description</u>
69-DF-05-0011	\$ <u>100,000</u>	7/12/69	\$ <u>100,000</u>	To purchase equipment for a small elite police force, including electronically equipped patrol cars, hand held television cameras, and a truck equipped to carry out night searches.
115-04-D-70	<u>53,392</u>	3/ 4/71	<u>52,961</u>	To buy additional equipment to expand the Crime Laboratory, including night viewing devices and sound spectrograph. The testing equipment is used in connection with narcotics and arson cases and for examination of firearms and tool work.
2605-07-B3-72	97,087	1/10/73	86,967	To establish the Narcotics Control Unit, including the purchase of equipment and hiring of personnel with training at the Cleveland Police Academy. Personnel will do undercover and surveillance work with such equipment as recording devices, transceivers, transmitters, eyeglass receivers, and miniature microphones.
631-07-A8-73	80,153	8/17/73	80,153	
634-07-A8-74	72,907	6/ 4/74	5,000	
5-BC-048-5703	<u>40,577</u>	7/30/75	<u>-0-</u>	
	<u>290,724</u>		<u>172,120</u>	
72-DF-05-0053	861,340	9/15/72	862,195	To hire personnel and purchase equipment for two projects under impact cities--concentrated crime, and felony squads. Personnel were to perform undercover surveillance and investigation functions with such equipment as night view devices, eyeglass receivers, and wireless ear-phones. (note a)
(transferred funds)	454,058	9/15/72	459,877	
	6,674			
73-DF-05-0022	896,572	6/29/73	1,094,812	
(transferred funds)	432,623	6/29/73	531,628	
	297,245			
74-DF-05-0014	1,815,996	5/21/74	1,815,996	
	<u>905,752</u>	5/21/74	<u>905,752</u>	
	<u>5,670,260</u>		<u>5,670,260</u>	
Total	\$ <u>6,114,376</u>		\$ <u>5,995,341</u>	

a/For the above Impact Cities project on concentrated crime and felony squads, Chicago LEAA regional office requested a consultant study in 1972 of the equipment to be purchased. The consultant found the surveillance equipment could enhance the personal safety of police officers and informants but these were also tools of "intercepting communication and otherwise abridging privacy."

Another LEAA funded project not previously listed established Drug Enforcement Administration (DEA) regional offices in Detroit and Chicago. As part of the Detroit region, Cleveland established a DEA Task Force. This Task Force consisted of Federal, State, and local police personnel. The Cleveland Police Department assigned five officers. The project also involved purchasing equipment such as cameras, tape recorders, radio equipment, and a surveillance van. As of June 30 1975, the equipment was given to Cleveland Police's Narcotic Control Unit.

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

During calendar years 1973 through 1975 the Police Department received about \$5,700,000 under EEA, CETA, and from the Department of Housing and Urban Development (HUD) under the Housing and Community Development Act of 1974. These funds were used to pay salaries of the police department. However, some HUD funds were used to pay personnel of the felony squad, identified previously (see p. 14) as an intelligence related unit. The exact amount of the funds cannot be readily determined.

We were informed by Cleveland Police Department officials that the department has not received funds or training from the Federal Bureau of Investigation, the Central Intelligence Agency, or U.S. military organizations during the years 1969 through 1975.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

The Director of Public Safety assured us that we could expect cooperation from his department and the Police Chief. A spokesman for the Cleveland Police Chief stated that the extent of cooperation will be determined at the time we request specific records pertaining to intelligence activities.

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE DALLAS POLICEDEPARTMENT FOR INTELLIGENCE ACTIVITIES

The Dallas Police Department has received Federal funds primarily from three sources--the general revenue sharing program, the Law Enforcement Assistance Administration program and the Department of Transportation (DOT). Funds from the LEAA program were used to support intelligence activities; revenue sharing and DOT funds were not. The use of these funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under the LEAA program.

REVENUE SHARING FUNDS

Dallas has received approximately \$45,010,000 in revenue sharing funds, plus \$2,526,000 in interest on these funds, as of July 7, 1975, for a total of \$47,536,000. Approximately \$195,000 (about .4 percent) has been budgeted for use by the Dallas Police Department.

Revenue sharing funds received by Dallas are placed in a separate trust fund for each entitlement period. A revenue sharing budget is prepared and adopted by city council ordinance detailing the proposed use of the funds by functional area and individual projects. The city manager, upon written notice to the city auditor, may transfer surplus amounts between projects and programs within the same trust fund. Transfers between trust funds may be made by the city council upon recommendation of the city manager. Dallas had allocated its revenue sharing funds to the following functions:

<u>Function</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Public safety	\$ 3,960	8.3
Public transportation	10,980	23.1
Environmental protection	4,551	9.6
Health	1,155	2.4
Recreation	3,304	7.0
Libraries	1,284	2.7
Community services	3,863	8.1
Finance administration	195	0.4
General public improvements	<u>17,068</u>	<u>35.9</u>
	<u>46,360</u>	<u>97.5</u>
Unappropriated revenue	<u>1,176</u>	<u>2.5</u>
Total	<u>\$47,536</u>	<u>100.0</u>

Under the public safety function, the funds had been allocated as follows:

<u>Department</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police	\$ 195	4.9
Civil defense	220	5.6
Fire	961	24.3
Building services	1,464	36.9
Consumer affairs	59	1.5
Housing and urban rehabilitation	<u>1,061</u>	<u>26.8</u>
Total	<u>\$3,960</u>	<u>100.0</u>

The Dallas Police Department's costs for fiscal years 1973 through 1975 were:

	<u>Amount</u>
	(000 omitted)
1973	\$31,531
1974	29,238
1975	<u>33,396</u> (Estimated)
Total	<u>\$94,165</u>

The \$195,000 in Federal revenue sharing funds used by the police department, therefore, accounted for about .2 percent of total costs.

Expenditures are made directly from the separate trust fund accounts as they are incurred. The Dallas Police Department has used revenue sharing funds for such items as helicopter modification and repair, riot equipment, a multichannel recording system, and parking lot resurfacing. It does not appear that any revenue sharing funds have been used by the Dallas Police Department for intelligence activities.

LEAA FUNDS

In Texas, block grants are awarded to the State planning agency--the Criminal Justice Division. Since the beginning of the LEAA program, Dallas has received the following LEAA funds:

<u>Type of grants</u>	<u>Number of grants</u>	<u>Amount</u>
		(000 omitted)
Planning	5	\$ 328
Discretionary	29	11,353
Block	<u>33</u>	<u>2,266</u>
Total	<u>67</u>	<u>\$13,947</u>

The planning grants were awarded to the city for the Dallas Area Criminal Justice Council to upgrade the criminal justice system by (1) continuing a countywide long- and short-range planning effort and (2) effectively coordinating those criminal justice programs and projects undertaken in response to specific needs and problems in the Dallas area. The discretionary grants include 18 amounting to \$10.1 million under the Impact Cities Program. Dallas is one of eight cities participating in this program.

Of the 67 grants funded with LEAA funds, 60 grants totaling \$13.4 million were used to fund 29 police department projects. Of the \$13.4 million, approximately \$7.4 million had been disbursed as of June 30, 1975, as follows:

<u>Item</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$4,694
Equipment	1,192
Other	<u>a/1,552</u>
Total	<u>\$7,438</u>

a/Includes expense for supplies, minor construction costs, travel, and consultants.

We examined information available at the Texas Criminal Justice Division for the 29 Dallas Police Department projects. The data indicated that 27 projects did not appear to be related to intelligence activities. Grants for these projects provided funds for such items as executive and career development, police legal advisor, community services projects, workshops, a police cadet program, minority recruiting, crime investigation pilot study, and command and control information and communication system study.

The remaining two projects that appear to be related to intelligence activities are shown below.

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditures as of 6-30-75</u>	<u>Description</u>
a/604	\$ 197,077	11-30-70	\$ 175,655	Grants issued to fund the Greater Dallas Area Organized Crime Task Force for detection and apprehension of individuals who operate in the field of organized crime. The Task Force will promote the exchange of information between jurisdictions in the metropolitan area and develop a centralized record system for effective evaluation and analysis of organized criminal activities. These grants provided funds for the purchase of such equipment as vehicles, tape recorders, telephoto scope, directional pickup microphones, room transmitters, binoculars, and a movie camera with zoom lens to be used for covert surveillance activities.
a/553	20,201	6-11-71	19,785	Continuation of 604.
a/1,145	143,399	9-20-72	133,743	Continuation of 604.
a/1,926	114,911	10-23-73	108,907	Continuation of 604.
a/2,613	<u>121,002</u>	11-26-74	<u>48,041</u>	Continuation of 604.
	<u>596,590</u>		<u>486,131</u>	
1,516	1,999,767	1-29-73	1,730,589	Funds provided to experiment with overt, covert, stake-out, and other policing methods to determine which methods are most effective against specific crimes. The funds also provided for the purchase of passive night vision systems, handie-talkie radios, intelligence kits, rental of unidentifiable vehicles to be used for covert and surveillance activities, and confidential funds for surveillance.
b/2,361	360,634	6-26-74	360,634	Continuation of 1,516.
b/2,361	<u>2,970,125</u>	6-26-74	<u>1,103,400</u>	Continuation of 1,516.
	<u>5,330,526</u>		<u>3,194,623</u>	
Total	<u>\$5,927,116</u>		<u>\$3,680,754</u>	

a/A Dallas Police Department letter to us dated August 26, 1975, stated that the Greater Dallas Area Organized Crime Task Force is a separate organizational unit. The Task Force is governed by a Board of Governors and the Dallas Police Department is only one of several members. Due to the fact that many of the personnel assigned to this unit are not members of this department, it is not in the department's authority to pledge the cooperation of the unit in any investigation. In a later discussion, police officials agreed that these grants were made to the City of Dallas and were coordinated by a Dallas Police Department official. They further acknowledged that when the grant period ends, legal rights to property acquired with grant funds are assigned to the City of Dallas.

b/Originally awarded as one continuation grant. However, due to the availability of funds, it was funded from two different fiscal years and is considered as two separate grants.

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The Dallas Police Department also received Federal funds, amounting to about \$315,000, from the Department of Transportation's National Highway Traffic Safety Administration program (\$260,000) and from the Department of Labor under the Comprehensive Employment and Training Act of 1973 (\$55,000). However, it does not appear that funds received from either source were used for police intelligence activities. The funds were used primarily for increased traffic support to reduce fatalities and disabling injuries, increased enforcement of driving-while-intoxicated violations, and for salaries of police department recruits.

Although the Dallas Police Department received training from the Federal Bureau of Investigation, we were informed the training did not relate to intelligence activities. No training was provided by other Federal agencies.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

In a September 4, 1975, letter, the Dallas Police Department assured us that the Department desires to cooperate with our investigation pertaining to federally funded intelligence operations. In this regard, a meeting was requested before the commencement of further review in order that intelligence operations be defined and our investigation outlined.

During an earlier meeting, officials from the Greater Dallas Area Organized Crime Task Force and the Dallas Police Department expressed the opinion that both organizations could satisfy the committee's request under this phase, but both indicated that they would be reluctant to allow us to examine, at random, any and all intelligence files. One official expressed concern that we might attain access to files of persons currently under investigation or currently involved in court proceedings and that any release of such information might seriously affect the investigation or proceeding.

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE DETROIT POLICEDEPARTMENT FOR INTELLIGENCE ACTIVITIES

The Detroit Police Department has received Federal funds primarily from three sources--the general revenue sharing program, the Law Enforcement Assistance Administration program, and the Department of Labor under the Emergency Employment Act of 1971 and the Comprehensive Employment and Training Act of 1973. Funds from all of these programs were used to support certain intelligence activities. The use of these funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under these programs.

REVENUE SHARING FUNDS

Detroit has received about \$142,733,000 in revenue sharing funds through July 7, 1975. No interest has been received on these funds. Approximately \$90,236,000 (about 63 percent) of Detroit's funds were used to reimburse the city's general fund for police expenditures.

Revenue sharing funds are received periodically under "entitlements." When each entitlement is received it is transferred to the general fund and then apportioned to the revenue accounts of these departments. The allocation is based on the relative size of the budgets of these departments and is used to pay the budgeted expenditures of these departments. The city does not attempt to identify the particular expenditures paid by revenue sharing money.

Detroit distributed its revenue sharing funds to four departments as follows:

<u>Departments</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police	\$ 90,236	63
Fire	31,808	22
Sanitation	18,419	13
Health	2,270	2
Total	<u>\$142,733</u>	<u>100</u>

The Detroit Police Department's costs for fiscal years 1973 through 1975 were:

	<u>Amount</u>
	(000 omitted)
1973	\$133,110
1974	152,103
1975	<u>154,627</u> (Budgeted)
Total	<u>\$439,840</u>

The \$90,236,000 in Federal revenue sharing funds used for the Detroit Police Department, therefore, accounted for about 21 percent of total costs.

Since revenue sharing funds are not identifiable with expenditures at the departmental level, we interviewed police officials to learn which organizations engage in intelligence activities. We were told the following were the sections most likely to perform such activities:

Section

Surveillance Unit
Narcotics
Organized Crime
Vice and Licensing

Since revenue sharing funds are used to pay a portion of all police costs, a portion of the expenditures for intelligence activity by the above sections may be considered as paid from revenue sharing funds.

We also learned that during the above years a total of \$321,890 was spent for communication equipment and \$811,543 for undercover work, such as buying drugs and paying informants. We were informed that all expenditures for communication equipment and services relating to intelligence activity would be included in these amounts. However, not all of these expenditures would be intelligence related. We did not try to identify the exact amount spent on intelligence activity.

LEAA FUNDS

In Michigan, block grants are awarded to the State planning agency--the Office of Criminal Justice Programs. Since the beginning of the LEAA program in 1968, Detroit has been awarded the following LEAA funds:

<u>Type of grants</u>	<u>Number of projects</u>	<u>Amount</u>
		(000 omitted)
Planning	1	\$ 292
Discretionary	9	1,023
Block	<u>48</u>	<u>11,250</u>
Total	<u>58</u>	<u>\$12,565</u>

The planning project was awarded to the city for comprehensive law enforcement planning and program administration. The discretionary funds were awarded for various projects. No projects funded with discretionary funds included surveillance-type activities.

Of the 58 projects funded with LEAA funds, 40, totaling about \$9.9 million, were Detroit Police Department projects. Of the \$9.9 million awarded, approximately \$9.1 million had been disbursed as of the time of our review. The following is a breakdown of funds disbursed:

<u>Item</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$1,365
Equipment	3,752
Other	<u>a/3,980</u>
Total	<u>\$9,097</u>

a/ Primarily includes professional services.

We examined information available at the Michigan Office of Criminal Justice Programs for the 40 Detroit Police Department projects. The data indicated that 35 projects did not appear to be related to intelligence activities. The funds were used for such things as operations analysis by private consultants, fingerprint equipment, university-level training, a procedures manual for police reserves, laboratory equipment, and personnel to handle juvenile delinquency problems.

The remaining five projects, involving five grants that appear to be related to intelligence activities, were:

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditures</u>	<u>Description</u>
0021-1	\$ 12,638	5-23-69	\$ 11,637	To provide videotape equipment and cameras for surveillance in riots and civil disorders.
0036-1	35,000	4-01-70	34,204	To provide sophisticated communications equipment for use by a plainclothes surveillance unit in combatting selected street crimes.
0465-1	195,015	10-01-70	158,645	To improve the Detroit police bureaus, which deal with organized crime, by providing special surveillance mobile equipment, sophisticated communications equipment, and office equipment.
0514-1	75,000	10-23-70	72,718	To provide surveillance vehicles and communications gear for use by the Internal Affairs Section in the investigation of complaints against police personnel.
0572-1	<u>108,300</u>	3-01-71	<u>101,963</u>	To provide surveillance vehicles, cameras, tape recorders, and other equipment for use by the Narcotics Unit.
Total	<u>\$425,953</u>		<u>\$379,167</u>	

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The Detroit Police Department received \$5,767,000 in Federal funds from the Department of Labor under EEA and CETA. The funds were used primarily for police department salaries and a project to analyze and improve the Traffic Operations Division. About \$66,500 of these funds were used to pay salaries for police personnel assigned to those sections previously identified (see p. 19) as being involved in intelligence activities.

The police department also received Federal funds amounting to about \$407,000 from the Department of Transportation, National Highway Traffic Safety Administration, ACTION, and the Department of Housing and Urban Development under the Model Neighborhood Program. The funds were used primarily to pay police department salaries and support an effort to analyze and improve the Traffic Operations Division. None of these funds appeared to be used to support intelligence activities.

We were told by Detroit Police Department officials that Federal agencies, such as the Federal Bureau of Investigation, Central Intelligence Agency, or U.S. military organizations have not provided funds or training to the department for intelligence activities. However, officers have attended programs for general police training sponsored by the FBI and have attended a training program, pertaining to tactical strategies during civil disturbances, sponsored by the Army.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

On August 26, 1975, the Detroit Chief of Police stated that his department would cooperate fully with our investigation. Furthermore, he assured us that department files, records, and personnel would be available to assist our efforts.

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE HOUSTON POLICEDEPARTMENT FOR INTELLIGENCE ACTIVITIES

The Houston Police Department has received Federal funds primarily from two sources--the general revenue sharing program and the Law Enforcement Assistance Administration program. Funds from both programs have either been used or allocated to support intelligence activities. The use of these funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under both programs.

REVENUE SHARING FUNDS

Houston had received about \$58,819,000 in revenue sharing funds, plus \$4,844,000 in interest on these funds, through July 7, 1975, for a total of \$63,663,000. A total of \$49,394,000 had either been expended or allocated to specific projects as of June 30, 1975, and about \$14,268,000 remained unobligated. Approximately \$2,019,000 (about 4 percent) of Houston's expended or allocated funds were used for police expenditures.

Revenue sharing funds are received periodically under "entitlements." In Houston the revenue sharing funds are maintained in accounts separate from the general fund of the city and are separately appropriated by the city council. Budgets for these funds are approved by the city council and obligations and expenditures are charged directly to the Revenue Sharing Trust Fund Account, except during fiscal year 1975 some funds were transferred to the general fund to be used for purchasing equipment for various departments. A distribution of these funds to the various city functions follows:

<u>Function</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Public safety	\$ 3,442	7.0
Environmental protection	16,106	32.6
Public transportation	12,986	26.3
Health	100	.2
Recreation	4,901	9.9
Libraries	857	1.7
Financial administration	352	.7
Multipurpose and general government	<u>10,650</u>	<u>21.6</u>
Total	<u>\$49,394</u>	<u>100.0</u>

Within the public safety function the distribution between police and other activities has been:

<u>Department</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police	\$2,019	58.6
Fire	1,234	35.9
Other	<u>189</u>	<u>5.5</u>
Total	<u>\$3,442</u>	<u>100.0</u>

The Houston Police Department's costs for fiscal years 1973 through 1975 were:

	<u>Amount</u>
	(000 omitted)
1973	\$ 35,051
1974	44,314
1975	<u>53,319</u> (Budgeted)
Total	<u>\$132,684</u>

The \$2,019,000 in Federal revenue sharing funds used by the police department, therefore, accounted for about 1.5 percent of the total costs. No revenue sharing funds were used for payment of police salaries. Expenditures were made for operation and maintenance of helicopters and capital expenditures primarily to acquire vehicles and mobile radio equipment. Our review showed that about \$12,000 of equipment purchased with revenue sharing funds was assigned to the Intelligence Division. The equipment included vehicles and mobile radios.

LEAA FUNDS

In Texas, block grants are awarded to the State planning agency--the Criminal Justice Division. Since the beginning of the LEAA program, Houston has received the following LEAA funds:

<u>Type of grants</u>	<u>Number of grants</u>	<u>Amount</u>
		(000 omitted)
Discretionary	6	\$2,021
Block	<u>24</u>	<u>2,877</u>
Total	<u>30</u>	<u>\$4,898</u>

These funds have been used to finance 19 projects. Ten of these projects, totaling about \$1.6 million, were Houston Police Department projects. As of June 30, 1975, \$520,261 had been disbursed for these 10 projects as follows:

<u>Item</u>	<u>Amount</u>
Personnel	\$ 6,181
Equipment	41,100
Other	<u>a/472,980</u>
Total	<u>\$520,261</u>

a/\$431,000 of this amount was for contractual services for a multimedia recruiting campaign.

We examined information available at the Texas Criminal Justice Division for the 10 Houston Police Department projects. The data indicated that eight projects did not appear to be related to intelligence activities. Their objectives included funding minority recruiting projects; conducting a study of selection criteria and promotion procedures; community relations projects; establishing a police legal advisory unit; purchasing seven crime scene evidence vans, academy training equipment, and riot control equipment.

The remaining two projects appear to be related to intelligence activities but no grant funds had been obligated or disbursed as of June 30, 1975. These projects are described below:

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditure as of 6/30/75</u>	<u>Description</u>
2812	\$106,097	3/11/75	-0-	To purchase various equipment including night viewing devices, cameras and other photographic equipment, intelligence kits, and an aircraft mobile tracking unit. The equipment is to be for use in covert operations by the special Investigations Bureau and Criminal Investigations Bureau in investigating criminal offenses, recovering property, apprehension of offenders, and maintaining surveillance and records on organized crime.
2813	<u>10,640</u>	3/11/75	-0-	To purchase 30 6-channel portable radios and chargers for surveillance work by Criminal Investigation detectives and Special Investigation officers of the Vice, Narcotics, and Criminal Intelligence Divisions.
Total	<u>\$116,737</u>			

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The Houston Police Department had been allocated \$117,550 from the Department of Labor's Comprehensive Employment and Training Act of 1973. The funds were used primarily to hire clerical personnel and did not appear to be related to intelligence activities.

We were advised that the Houston Police Department had not received intelligence related training from any Federal agency.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

We anticipate that the Houston Police Department will cooperate fully in any examination of its intelligence activities. However, some officials of the police department are currently under Grand Jury investigation for possible illegal intelligence activities and, therefore, might not be able to discuss such activities.

SUMMARY OF FEDERAL FUNDINGPROVIDED TO THE LOS ANGELES POLICEDEPARTMENT FOR INTELLIGENCE ACTIVITIES

The Los Angeles Police Department has received Federal funds primarily from three sources--the general revenue sharing program, the Law Enforcement Assistance Administration program, and the Department of Labor under the Emergency Employment Act of 1971 and the Comprehensive Employment and Training Act of 1973. EEA and CETA funds were not used for intelligence activities.

Funds from the revenue sharing and LEAA programs could have been used for intelligence activities. However, an Assistant Chief of the police department advised us that no Federal funds are used in their two intelligence divisions--organized crime and public disorder. The use of these funds for law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under the programs.

REVENUE SHARING FUNDS

Los Angeles had received about \$122.4 million in revenue sharing funds, plus \$4.1 million in interest on these funds, through July 7, 1975, for a total of \$126.5 million, of which \$101.5 million had been expended as of June 1975.

Approximately \$30.9 million (about 30 percent) of the expended funds were used by the Los Angeles Police Department. We were unable to determine the specific uses the police department had made of these funds, because they lost their identity after being commingled with the department's other funds.

The city has established a separate trust fund to account for all receipts and allocations of revenue sharing funds. The controller, as the payee, receives all revenue sharing funds. He deposits the funds within 24 hours of receipt with the city treasurer, who signs a deposit certificate to show the transfer of the funds to the city treasury. The deposit certificate shows that the funds are to be credited to the local assistance trust fund.

Revenue sharing funds authorized for operations and maintenance expenses are normally transferred by voucher to the general budget fund for final disbursement. Disbursements are made as lump sum appropriations to various city departments. Funds for capital projects are paid directly

from the revenue sharing trust fund. All expenditures and transfers from that fund must be approved by the controller and expended in accordance with approved budget appropriations. All revenue sharing funds appropriated to the police department were for operations and maintenance.

The police department did not receive any revenue sharing funds during fiscal year 1975 because the city wished to avoid any questions concerning the possible use of revenue sharing funds as the city share of LEAA grant-funded projects. This did not reduce the size of the police department's budget because it received the same number of dollars from the city's general fund that it would otherwise have received from revenue sharing funds.

Los Angeles expended its revenue sharing funds in the following areas:

<u>Function</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Environmental quality	\$ 200	.2
Fire	32,000	31.5
Police	30,885	30.4
Sanitation	22,030	21.7
General city purposes	63	.1
Water and electricity	5,000	4.9
Library	3,341	3.3
Recreation and parks	6,700	6.6
Capital improvement	973	1.0
Central city minibus service	278	.3
Total	<u>\$101,470</u>	<u>100.0</u>

The direct costs of operating the Los Angeles Police Department for fiscal years 1973 and 1974 were:

	<u>Amount</u>
	(000 omitted)
1973	\$143,509
1974	<u>158,178</u>
Total	<u>\$301,687</u>

The \$30,885,000 million in Federal revenue sharing funds used by the police department in fiscal years 1973 and 1974, therefore, accounted for about 10.2 percent of the cost of department operations.

LEAA FUNDS

In California, block grants are awarded to the State planning agency--the Office of Criminal Justice Planning. Since the beginning of the LEAA program, Los Angeles has received the following LEAA funds:

<u>Type of grants</u>	<u>Number of projects</u>	<u>Amount</u>
		(000 omitted)
Planning	2	\$ 60
Discretionary	11	4,138
Block	<u>24</u>	<u>13,972</u>
Total	<u>37</u>	<u>\$18,170</u>

Note: One project received both discretionary (\$65,000) and block (\$55,100) grants. It is counted as a discretionary project; the funds are allocated to the appropriate grants.

The above 37 federally funded projects may not be all inclusive. We could not find a single source with a list of all grants to Los Angeles. The Office of Criminal Justice Planning in Sacramento, California, experienced a drastic reduction in staff during 1975 and could not assure that the information provided was complete. We obtained additional grant information from the Regional Office of Criminal Justice Planning, Los Angeles City Offices, and the Los Angeles Police Department.

Of the 37 projects funded with LEAA moneys, 23, totaling about \$15.6 million, were Los Angeles Police Department projects. Approximately \$10.8 million of the \$15.6 million had been disbursed as of June 30, 1975, as follows:

<u>Items</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$ 3,658
Equipment	2,096
Other	<u>a/5,056</u>
Total	<u>\$10,810</u>

a/This includes consultant fees, travel, and operating expenses.

We examined information available at the California Office of Criminal Justice Planning and the Los Angeles Police Department for the 23 police projects. It appears that 16 of the projects were not related to intelligence activity. They were for such things as training, management improvements, and studies of police problems. Of the seven remaining projects, three involved purchasing equipment that could be used for intelligence gathering purposes and four involved computer systems that could process or store intelligence-type data. These seven projects are described below.

Grant number	Award	Award date	Expenditure as of 6/30/75	Description
CCJ-6-22	\$ 55,100	12/30/68	\$ 55,100	To develop a universal closed circuit T.V. system for airborne use in (1) unusual occurrence situations, (2) routine patrol, (3) surveillance activities, and (4) training purposes.
DF-016	50,000	7/16/69	50,000	
D-3012	15,000	6/04/70	15,000	
	<u>120,100</u>		<u>120,100</u>	
D-3217	<u>750,000</u>	3/16/72	<u>750,000</u>	To purchase surveillance vehicles, airplane, and specialized equipment for gathering evidence and to set up a narcotics intelligence network for information sharing with other local, State, and Federal agencies.
1785	<u>59,246</u>	5/23/74	<u>33,513</u>	To purchase equipment for nonvisual surveillance (vehicle sound tracking units, radio, speech scramblers, etc.)
0003	633,698	6/01/71	617,346	To develop a computer system that can identify and correlate information in reports and police data from different sources into meaningful relationships, so patterns or developments can be recognized. This system will be linked with other information systems in the police department.
	596,315	3/16/72	519,125	
	965,944	9/15/72	914,026	
	<u>1,777,435</u>	7/30/73	<u>1,349,375</u>	
	<u>3,973,392</u>		<u>3,398,872</u>	
0024	74,085	5/18/71	64,694	To automate the field interview system so investigators and field officers will have rapid access to interview files. The project will interface with other systems and has potential for countywide expansion.
	<u>365,634</u>	1/19/73	<u>332,743</u>	
	<u>439,719</u>		<u>397,437</u>	
0558	313,977	10/15/71	146,982	To develop an index system so names and numbers related to worthless documents (bad checks, forgeries, etc.) can be searched and correlated with previous unrelated facts. The project will interface with existing systems in the city and county, give on-line access to patrolmen, and have regional and State expansion capabilities.
	307,727	2/18/73	300,736	
	35,000	1/23/74	35,000	
	<u>510,302</u>	1/23/74	<u>210,752</u>	
	<u>1,167,006</u>		<u>693,470</u>	
0578	503,466	12/21/73	297,853	To develop a computer based system of criminal case histories for wider access and availability of information on an individual or incident, to eliminate duplicate data, and to consolidate information--a joint effort with the Los Angeles County Sheriff Department.
	467,723	6/28/74	379,434	
2300-1	<u>63,000</u>	4/08/75	<u>-0-</u>	
	<u>1,034,189</u>		<u>677,287</u>	
Total	<u>\$7,543,652</u>		<u>\$6,071,679</u>	

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The police department received several grants totaling \$423,745 from the Department of Transportation for traffic safety projects. These projects do not appear to be related to intelligence activity.

The police department has also received \$5,512,546 since the beginning of fiscal year 1972 from the Department of Labor under EEA and CETA. The funds have been used for clerical and police assistance staffing throughout the department. There was no evidence that these funds were used for intelligence activities.

Although we found no evidence that Federal funds had been used for intelligence training, a police official said several police officers have received training at the Federal Bureau of Investigation's academy, but this training did not relate to intelligence activities.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

The Assistant Chief of the Los Angeles Police Department stated that none of its federally funded projects are connected in any way with its intelligence divisions, nor has any intelligence data been computerized. He told us that we would be given full access to information regarding these projects.

This official indicated that Federal funds are deliberately excluded from police intelligence divisions so that no basis for review by Federal agencies exists. Unlimited access to the files or the personnel of these divisions will not be given. However, the Los Angeles Police Department recognizes that the Congress has broad investigative authority and, accordingly, will cooperate with a review to the extent that it will not compromise the department's intelligence activities. Any problem which may arise over access to records or personnel will be referred to the Los Angeles Police Commission and the City Attorney for resolution.

SUMMARY OF FEDERAL FUNDING
PROVIDED TO THE NEW YORK CITY
POLICE DEPARTMENT FOR INTELLIGENCE

ACTIVITIES

The New York City Police Department (NYPD) has received Federal funds primarily from two sources--the general revenue sharing program and the Law Enforcement Assistance Administration. Funds from LEAA were used to support certain types of intelligence activities but general revenue sharing funds were not. The use of LEAA funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under the program.

REVENUE SHARING FUNDS

New York City (NYC) had received about \$844,280,000 in revenue sharing funds, plus \$5,064,000 in interest on these funds, through July 7, 1975, for a total of \$849,344,000. About \$405,384,000 (48 percent) of NYC's funds were used to reimburse the city's general fund for the salaries of uniformed police personnel.

NYC's expense budget is for the most part financed by real estate taxes together with general fund revenues, such as sales tax and supplementary revenues such as State and Federal aid. These revenues, except for real estate taxes and those required by law to be paid into any other fund or account, are incorporated into the city's general fund, which is used to pay the normal expenses of city administration, including public safety activities.

Revenue sharing funds are received periodically under "entitlements." Expenditures are made from the city's general fund as expenses are incurred, and in turn the fund is reimbursed with the entitlements as they are received.

NYC distributed its revenue sharing funds to four functions as follows:

<u>Function</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police department:		
Crime prevention and control	\$405,384	47.7
Fire department:		
Extinguishment and prevention of fire	195,295	23.0
Environmental protection:		
Administration, street cleaning, and refuse	148,665	17.5
Transit authority:		
Public transportation	<u>100,000</u>	<u>11.8</u>
Total	<u>\$849,344</u>	<u>100.0</u>

Before the funds are actually received, the city sets up an appropriation account for the total amount of revenue sharing funds it will allocate to the police department. The appropriation is then charged with the police department's bi-weekly crime prevention and control payroll cost until all the funds are used; thereafter, the general fund is charged for the remaining payroll cost.

NYPD's personnel cost for fiscal years 1973 through 1975 was:

	<u>Amount</u>
	(000 omitted)
1973	\$ 555,841
1974	583,114
1975	<u>609,819</u>
Total	<u>\$1,748,774</u>

The \$405.4 million in Federal revenue sharing funds used exclusively to reimburse the general fund for NYPD's crime prevention and control personnel salaries, therefore, accounted for about 23 percent of NYPD's total salaries.

Salaries for personnel attached to NYPD's Intelligence Division are charged to the department's investigation and apprehension account. Documentation available at the city's comptroller's office showed that revenue sharing funds were used exclusively to pay the salaries of personnel assigned to crime prevention and control units. Therefore, NYC has apparently not used any of its revenue sharing funds to reimburse Intelligence Division operations.

LEAA FUNDS

In New York block grants are awarded to the State planning agency--the Division of Criminal Justice Services. Since the beginning of the LEAA program, NYC has received the following LEAA funds:

<u>Type of grants</u>	<u>Number of projects</u>	<u>Amount</u>
		(000 omitted)
Planning	5	\$ 573
Discretionary	39	<u>a/25,979</u>
Block	280	91,062
Other	<u>b/11</u>	<u>541</u>
Total	<u>335</u>	<u>\$118,155</u>

a/Includes \$2.3 million for a Joint Narcotics Task Force consisting of city, State, and Federal enforcement personnel. The majority of the task force consists of NYPD personnel. The day to day operations are handled by Drug Enforcement Administration Officers. The task force reports to a policy committee, which includes officers from the city, State, and Federal agencies. Funds were also channeled to the Organized Crime Strike Force. The strike force is administered by a group of attorneys from the Organized Crime and Racketeering Section of the Justice Department's Criminal Division. The investigative work, however, is handled by NYPD.

b/Includes 10 National Institute of Law Enforcement and Criminal Justice Research grants and one LEAA training grant.

Four of the five planning grants were awarded to the city for planning in connection with the judicial system. The fifth involved citywide strategies for security planning. Generally, discretionary grant funds were awarded for improving the city's criminal justice system from apprehension to ultimate incarceration.

Of the 335 projects funded with LEAA funds, 57, totaling about \$13.9 million, were NYPD projects. Approximately \$9.5 million had been disbursed as of June 30, 1975, as follows:

<u>Item</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$2,102
Equipment	2,748
Other	<u>a/4,676</u>
<u>Total</u>	<u>\$9,526</u>

a/Includes numerous miscellaneous items, such as training, psychological testing, computer planning, neighborhood youth diversion, and ordnance development.

We examined information available at New York State's Division of Criminal Justice Services for the 57 NYPD projects. The data indicated that 51 projects did not appear to be related to intelligence activities. The purposes of some of these grants were

- to perform studies for improving police and minority group relations,
- to perform studies for improving various NYPD operations,
- to improve NYPD selection and promotion policies and procedures,
- to purchase equipment for improving NYPD analytical ability, and
- to improve investigative, apprehension, and criminal processing procedures.

The remaining six projects which appear to be related to intelligence activities are described below.

APPENDIX VIII

APPENDIX VIII

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditure as of 6-30-75</u>	<u>Description</u>
<u>New York City Police Department</u>				
C-40496	\$ 50,000	11- 1-70	\$ 50,000	To purchase portable surveillance and peripheral equipment for the Narcotics Bureau.
C-81540	355,810	1- 1-75	18,583	To man and equip an undercover stolen goods fencing project. Funds were to be utilized to purchase visual monitoring and listening devices to record traffic in and out of the fencing establishments as well as telephone calls to and from those establishments.
C-69509	422,413	8- 1-73	96,983	To purchase a communications processor and 38 terminals capable of providing NYPD with improved access to the criminal justice data and information files of other agencies.
C-50406	150,000	2- 1-71	149,754	To purchase specialized devices with peripheral equipment for nighttime surveillance activities.
72DF02-0021	285,552	11- 1-72	242,948	To establish a special investigating unit for gathering intelligence data, performing surveillance activities, and developing information sources on cigarette tax law violators.
73DF02-0007	<u>199,951</u>	5-11-73	<u>199,951</u>	To finance the establishment and operation by NYPD and the New York Joint Strike Force of an undercover business in order to develop facts permitting criminal prosecution.
Total	<u>\$1,463,726</u>		<u>\$758,219</u>	

In addition, as explained on page 34 the NYPD participated in the following projects:

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditure as of 6-30-75</u>	<u>Description</u>
<u>Joint Strike Force</u>				
70DF-043	\$ 168,432	3-15-70	\$ 62,523	To conduct joint investigations into the activities of organized crime.
74DF02-0004	200,000	4- 1-74	93,246	To open and operate a business in a particular industry recognized as infiltrated by organized crime.
74DF02-0007	<u>200,000</u>	2- 1-74	<u>116,532</u>	To develop close operational ties between the various law enforcement agencies within the jurisdiction of the Eastern District of New York.
Total	\$ <u>568,432</u>		<u>\$272,301</u>	
<u>Joint Narcotics Task Force</u>				
74DF02-0005	<u>\$1,700,000</u>	5- 1-74	<u>\$514,116</u>	To fund a Unified Intelligence Division for developing strategic intelligence on major drug distribution networks.

OTHER FEDERAL RESOURCES PROVIDED TO THE POLICE DEPARTMENT

We also identified nine grants totaling \$838,843 that were awarded to NYPD by the Department of Health, Education, and Welfare; the National Science Foundation; and the Department of Transportation. The grants provided for such activities as medical technical training for the treatment of people in cardiac arrest, an audio visual safety education program, developing an intersection traffic control program, and a video tape system to tape intoxicated drivers. None of them appeared to be related to intelligence activities.

The Central Intelligence Agency provided training in the art of analyzing information to 10 NYPD officers in 1972. In addition, approximately three people in the last year attended the Secret Service School for Protective Security Training. The Department also sends approximately four individuals a year to the Federal Bureau of Investigation training school.

NYPD's Deputy Chief Inspector, Intelligence Division, told us that to his knowledge none of these programs specifically relate to intelligence gathering activities.

ANTICIPATED POLICE DEPARTMENT COOPERATION IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

NYPD will provide us access to personnel and data on a case by case basis. Their policy, however, is not to allow anyone access to actual case files, because if certain

information became public knowledge a case and the well-being of the individuals involved could be compromised.

If we need information from a particular file, NYPD personnel will review the file and provide us with a synopsis.

SUMMARY OF FEDERAL FUNDING PROVIDED
TO THE PHILADELPHIA POLICE DEPARTMENT
FOR INTELLIGENCE ACTIVITIES

The Philadelphia Police Department has received Federal funds primarily from two sources--the general revenue sharing program and the Law Enforcement Assistance Administration program. Funds from both programs were used to support certain intelligence activities. The use of these funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under both programs.

REVENUE SHARING FUNDS

Philadelphia has received about \$177,214,000 in revenue sharing funds and earned almost \$65,000 in interest through July 7, 1975, for a total of \$171,279,000. Approximately \$57,943,000 (about 34 percent) of Philadelphia's revenue sharing funds were used to reimburse the city's general fund for police salaries. An undetermined amount in salaries paid to individuals assigned to the police department's Intelligence Division was reimbursed with revenue sharing funds.

Philadelphia's fund structure includes nine operating funds. Of these, the general fund is used to finance most of the cost of services provided by the city. The general fund derives its revenues from taxes, fees, fines, service charges, and grants from other governments. Anticipated revenue sharing funds are budgeted as part of the total general fund but are not applied to specific departments until they are actually received.

Revenue sharing funds are received periodically under "entitlements." Funds are placed in a separate bank account, then transferred to the city's general fund bank account for reimbursement of expenses previously incurred and paid out of the general fund. After the transfer, a detailed schedule of the charge to revenue sharing funds is prepared. Most of the revenue sharing funds were used to reimburse the general fund for previously incurred expenditures for personal services.

Philadelphia distributed its revenue sharing funds to the following functional areas.

<u>Function</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Public safety	\$ 98,837	57.7
Environmental protection	32,342	18.9
Recreation	18,612	10.9
Libraries	9,432	5.5
Financial administration	7,780	4.5
Public transportation	2,470	1.4
Health	<u>1,806</u>	<u>1.1</u>
Total	<u>\$171,279</u>	<u>100.0</u>

Within the public safety functional area the distribution has been as follows:

<u>Activity</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police protection	\$57,943	58.6
Fire protection	39,789	40.3
Building code enforcement	<u>1,105</u>	<u>1.1</u>
Total	<u>\$98,837</u>	<u>100.0</u>

Revenue sharing funds were applied to police department payrolls. No police payroll voucher was reimbursed completely with revenue sharing funds; reimbursement varied from 14 to 60 percent.

The Philadelphia Police Department's personnel costs for fiscal years 1973 through 1975 were:

	<u>Amount</u>
	(000 omitted)
1973	\$120,044
1974	123,189
1975	<u>134,546</u>
Total	<u>\$377,779</u>

The \$57,943,000 in Federal revenue sharing funds used to reimburse the general fund for Philadelphia Police Department salaries, therefore, accounted for about 15.3 percent of total salaries. Documentation available at the city's office of the director of finance showed that in fiscal years 1973 and 1974 salaries for police personnel assigned to the

Intelligence Division were included in the payroll vouchers reimbursed with revenue sharing funds. However, the city's accounting records were not specific enough to allow us to readily determine the exact amount of salaries paid to personnel assigned to intelligence units.

In fiscal year 1975, payroll vouchers used as a basis for revenue sharing reimbursement did not include salaries paid to police personnel assigned to intelligence units.

Revenue sharing funds, thus, were designated as being used mostly for personnel costs, including salaries of police personnel assigned to intelligence activities. However, from the limited data available, it appears that the Philadelphia Police Department did not increase its intelligence activities as a result of the availability of revenue sharing funds. The city's finance and accounting officials merely use the actual paid salaries of the police department as a basis for reimbursing the general fund from revenue sharing funds.

LEAA FUNDS

In Pennsylvania, block grants are awarded to the State planning agency--the Governor's Justice Commission. Since the beginning of the LEAA program, Philadelphia has received the following LEAA funds.

<u>Type of grants</u>	<u>Number of projects</u>	<u>Amount</u>
		(000 omitted)
Discretionary	45	\$16,136
Block	123	27,485
Other	<u>3</u>	<u>a/2,657</u>
Total	<u>171</u>	<u>\$46,278</u>

a/All of these projects were funded by the National Institute of Law Enforcement and Criminal Justice. One project, consisting of eight grants amounting to about \$2,486,000, was to establish a regional Drug Enforcement Administration task force. The objective of this project was to coordinate Federal, State, and local enforcement efforts directed at the middle and street level sources of illicit drugs. The task forces were to intensify the attack on drug sources and develop intelligence on drug trafficking. The initial grant amounting to about \$102,000 was awarded to the Philadelphia District Attorney's Office. The subsequent seven grants amounting to about \$2,384,000 were awarded to the Philadelphia Police Department. These funds were then allocated to task forces in Philadelphia and Pittsburgh, Pennsylvania; Baltimore, Maryland; Washington, D.C.; and Richmond, Virginia. Records available at the LEAA regional office in Philadelphia were not specific enough to allow us to determine the precise amounts allocated to either the Philadelphia task force or the Philadelphia Police Department.

Of the 171 projects funded, 28, which included 56 grants amounting to about \$12.6 million, were awarded to the Philadelphia Police Department. As of June 30, 1975, about \$9.2 million had been disbursed under these projects as follows:

<u>Item</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$4,936
Equipment	2,148
Other	<u>a/2,156</u>
Total	<u>\$9,240</u>

a/Includes about \$726,000 disbursed for one grant for which available records did not readily permit further distribution. Also includes consultant services, training, and confidential funds.

We examined information available at the Governor's Justice Commission for the 28 Philadelphia Police Department projects. The data indicated that 25 of these projects did not appear to be related to intelligence activities. Their objectives included various internal police training programs and training in human relations at a local university, community relations projects, expansion of the juvenile aid division, and purchase of internal police communications equipment.

The remaining three projects, which appear to be related to intelligence activities, are as follows:

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Expenditure as of 6-30-75</u>	<u>Description</u>
DA-010-70	\$ <u>10,000</u>	7-20-70	\$ <u>10,000</u>	To procure electronic surveillance equipment for intelligence gathering for organized crime activities, including surveillance kits, miniature concealable transmitters, and remote microphones and amplifiers. Equipment to be used by various police units including Organized Crime, Intelligence, Narcotics, and Vice Squads.
69-DF-03-0015	19,733	6-30-69	19,733	To provide two-way video link with closed circuit television communications system (CCTV) between the police administration building and police district locations. The system provides facsimile transmission of messages and fingerprints. It includes a mobile van unit with microwave equipment to record and monitor special events (parades and demonstrations) in the city.
PH-002-69A	75,000	12-19-69	48,846	
PH-083-70A	7,000	4-10-72	7,000	
PH-055-71A	450,000	5- 8-72	425,004	
PH-168-72A	170,894	7-16-73	170,894	
PH-74-C-D-5-309	493,289	10- 7-74	31,396	
	a/ <u>1,215,916</u>		<u>702,873</u>	
73NI-03-0001	\$ 484,000	10-20-72	\$ 484,000	To establish a regional Drug Enforcement Administration task force to coordinate Federal, State, and local enforcement efforts directed at the middle and street level sources of illicit drugs.
74NI-03-0002	120,000	11- 1-73	120,000	
74NI-03-0002	324,868	5- 6-74	324,868	
74NI-03-0003	155,132	12-12-73	155,132	
74NI-03-0005	25,000	6-28-74	25,000	
75NI-03-0001	1,234,500	11- 6-74	725,654	
75NI-03-0001	40,000	6-30-75	40,000	
	<u>2,383,500</u>		<u>1,874,654</u>	
Total	\$ <u>3,609,416</u>		\$ <u>2,587,527</u>	

a/In approving the latest grant under the CCTV project, the Governor's Justice Commission affixed the following conditions to the grant:

1. The CCTV system will not be used for illegal surveillance or for any uses which restrict the personal civil rights of individuals.
2. Any new proposed use of CCTV will be referred to the City Solicitor for a legal opinion on whether the proposed use is legal or illegal.
3. Any use of the CCTV system for preliminary arraignments, preliminary hearings, or trials should be approved by the Board of Judges or the Supreme Court of Pennsylvania or, in the absence of a decision from either of these groups, from the Philadelphia Regional Planning Council.

The Philadelphia Police Department agreed to comply with the above conditions.

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

The Philadelphia Police Department received a total of about \$1.7 million in grants from other Federal agencies, including the Department of Transportation; the Department of Health, Education, and Welfare; and the Department of Housing and Urban Development. These grants included such activities as civil defense and Model Cities Community foot patrols. None of these projects appeared to be related to intelligence activities.

A police official stated that the Philadelphia Police Department has received general law enforcement training from the Federal Bureau of Investigation and bomb disposal training from the United States Army. The same official stated that Federal agencies have not provided the police department either training or equipment for intelligence purposes.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

In Philadelphia the Managing Director appoints and supervises the commissioners that head each city service department, including the police department. He informed us that the city would cooperate in a review we might undertake of police intelligence activities.

SUMMARY OF FEDERAL FUNDING PROVIDEDTO THE WASHINGTON, D.C., METROPOLITAN POLICE DEPARTMENTFOR INTELLIGENCE ACTIVITIES

The Washington, D.C., Metropolitan Police Department has received Federal funds primarily from two major sources-- the general revenue sharing program and the Law Enforcement Assistance Administration program. Funds from the LEAA program were used to support certain intelligence activities but revenue sharing funds were not. The use of these funds for such law enforcement activities appears to be consistent with the intent of Federal law governing the disbursement of moneys under the LEAA program.

REVENUE SHARING FUNDS

The District had received approximately \$91,015,000 in revenue sharing funds, plus \$2,440,000 in interest on these funds, through July 7, 1975, for a total of \$93,455,000, of which \$82,817,000 had been disbursed as of June 30, 1975. Approximately \$14,569,000 (about 18 percent) of Washington's disbursed funds were used to reimburse the police department for salaries. The funds were used exclusively to pay salaries of the Patrol Division. Police department officials advised us that depending on how broadly the term "intelligence" was defined, several components of the department could be considered as performing intelligence activities. The officials advised us, however, that the intelligence activities of the department are performed primarily by the Intelligence Division. None of the revenue sharing funds were designated as being used to pay for Intelligence Division salaries or activities.

The District's Office of the Budget and Financial Management controls the disbursement of revenue sharing funds to the various agencies and activities. According to reports submitted by this office to the Department of the Treasury's Office of Revenue Sharing, the District has distributed its revenue sharing funds to the following functions:

<u>Function</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
General government	\$ 3,743	4.5
Education	21,199	25.6
Health and hospitals	2,493	3.0
Social services	19,614	23.7
Housing and community development	166	.2
Economic development	-0-	-0-
Environmental conservation	2,112	2.6
Recreation and culture	896	1.1
Libraries	293	.4
Transportation	8,043	9.7
Public safety	21,481	25.9
Corrections	2,594	3.1
Financial administration	183	.2
Total	<u>\$82,817</u>	<u>100.0</u>

Within the public safety function the distribution has been as follows:

<u>Department</u>	<u>Amount</u>	<u>Percent</u>
	(000 omitted)	
Police	\$14,569	67.8
Fire	5,661	26.4
Other	<u>1,251</u>	<u>5.8</u>
Total	<u>\$21,481</u>	<u>100.0</u>

The District receives revenues from various sources; the revenue sharing funds it receives are considered part of these sources. Revenue sharing funds are received periodically under "entitlements," and the funds are used to reimburse the costs of various city programs. The city does not use a set amount of its revenue sharing funds to cover the costs, on a recurring basis, of various programs.

To reimburse the city's programs from revenue sharing funds requires an authorized expenditure for reimbursement. For Washington Metropolitan Police Department salaries, the city's comptroller's office accumulates previously paid payrolls until it has an amount that approximates the amount of revenue sharing funds appropriated. It then transfers funds from the revenue sharing trust funds to the police department. Police department officials advised us that the

revenue sharing funds are used to reimburse salaries for the Patrol Division, because this Division has not received any LEAA funds since 1970. This precludes the department from violating the provisions of the revenue sharing act by inadvertently using revenue sharing funds as the agency's matching funds for LEAA grants.

The Washington Metropolitan Police Department's salary costs for fiscal years 1973 through 1975 were as follows:

	<u>Amount</u> (note a)
	(000 omitted)
1973	\$ 72,144
1974	71,203
1975	<u>81,496</u>
Total	<u>\$224,843</u>

a/ Salary costs exclude personnel benefits, benefits to former personnel, and terminal leave.

The \$14,569,000 in Federal revenue sharing funds used to reimburse Patrol Division salaries accounted for about 6.5 percent of the total salaries for the department.

LEAA FUNDING

In the District, block grants are awarded to the planning agency--the Office of Criminal Justice Plans and Analysis. Since the beginning of the LEAA program, the District has received the following LEAA funds:

<u>Type of grants</u>	<u>Number of grants</u>	<u>Amount</u>
		(000 omitted)
Planning	11	\$ 1,775
Block	148	8,152
Discretionary	32	8,706
Other	<u>9</u>	<u>a/722</u>
Total	<u>200</u>	b/ <u>\$19,355</u>

a/ Four of these grants are National Institute of Law Enforcement and Criminal Justice grants and five are Data Systems and Statistics Assistance grants.

b/ In addition, the District participated in a National Institute of Law Enforcement and Criminal Justice project to establish a regional Drug Enforcement Administration task force. The grants for this project were actually awarded to the Philadelphia District Attorney's Office and the Philadelphia Police Department. Records available at the LEAA regional office were not specific enough to allow us to determine the precise amount of funds allocated to either the District task force or the District police department. The project is discussed in more detail in appendix IX.

The planning grants awarded to the District were used for administrative costs of the Office of Criminal Justice Plans and Analysis. Of the 189 remaining LEAA grants awarded to the District, 28 grants, representing 17 projects, were awarded to the Washington Metropolitan Police Department. These projects totaled about \$3.5 million. As of June 30, 1975, about \$2.5 million of the \$3.5 million had been disbursed as follows:

<u>Item</u>	<u>Amount</u>
	(000 omitted)
Personnel	\$ 809
Equipment	892
Other	<u>775</u>
Total	<u>\$2,476</u>

We examined information available at the Office of Criminal Justice Plans and Analysis and the police department for the 17 police department projects which indicated that 14 projects comprising 20 grants were not related to intelligence activities. Their objectives included hiring consultants for systems automation and developing a computer simulation model of police dispatching and patrol functions.

The remaining three projects comprising eight grants that appear to be related to intelligence activities are described below:

APPENDIX X

APPENDIX X

<u>Grant number</u>	<u>Award</u>	<u>Award date</u>	<u>Amount disbursed to date</u>	<u>Description</u>
71-11	\$ 37,500	6-31-71	\$ 37,500	To purchase a microwave T.V. system, which will telecast demonstrations from fixed and mobile ground units and from helicopters to police officials and city leaders.
73-32	<u>46,500</u>	11-20-72	<u>35,578</u>	
	<u>84,000</u>		<u>73,078</u>	
72-DF-99-001	157,660	12-14-71	141,674	To form a unit to collect, analyze, and disseminate intelligence data--a continuing program of strategic intelligence in the area of organized crime activity. This entails purchasing surveillance equipment and training officers for intelligence.
73-09	25,000	12-15-72	21,825	
73-13	8,000	11-20-72	8,000	
74-DF-03-0018	<u>186,047</u>	6-28-74	<u>28,993</u>	
	<u>376,707</u>		<u>200,492</u>	
74-DF-03-0017	90,000	6-28-74	-0-	To develop a computerized offender based transaction statistics/computerized criminal histories criminal identification system for the police department. The overall goal is to maximize utilization of the massive amounts of identification data to be used by the following major D.C. criminal justice agencies: police department, Office of Crime Analysis, the corrections department, the U.S. Attorney's Office, the parole board, and the bail agency.
75-DF-03-0025	<u>170,078</u>	7- 1-75	<u>-0-</u>	
	<u>260,078</u>		<u>-0-</u>	
Total	<u>\$720,785</u>		<u>\$273,570</u>	

One of the largest Washington Metropolitan Police Department projects to receive LEAA funds is the Offender Based Transaction Statistics/Computerized Criminal Histories system described on the previous page. Since the purpose of the project is to develop an automated system for exchanging criminal history information, it may be used for intelligence activities.

OTHER FEDERAL RESOURCES PROVIDED
TO THE POLICE DEPARTMENT

A report dated March 7, 1975, from the Chief of the police department to the Mayor of Washington, D.C., describes the operations and functions of the Intelligence Division since its inception in January 1967. Included in the report were descriptions of resources the police department has received from the Department of the Army and the Central Intelligence Agency.

According to the report, shortly after the disorder that followed the assassination of Dr. Martin Luther King, Jr., on April 4, 1968, the Department of the Army forwarded a proposal to the District Government. The Army noted its responsibility to assist the city in controlling large-scale disorders and of the necessity to be informed on a day-to-day basis of the time, place, and possible duration of potential civil disturbances that might escalate beyond the capability of the police department. The Army offered to transfer \$150,000 to the District of Columbia as compensation for the expense incurred in carrying out this mission. The Army's offer was accepted and on June 19, 1968, the funds were transferred to the District. The funds were made exclusively available to the Chief of Police and subvouchered by the Assistant Chief, Inspectional Services Bureau, who oversees the operation of the Intelligence Division. As of March 1975, all funds had been expended with the exception of \$2,934.12 currently held by the Director, Intelligence Division, and expected to be expended during calendar year 1975 for criminal intelligence operations. The report mentioned that except for the Army funds, the intelligence operations of the police department have been entirely supported from appropriated funds or LEAA grant awards.

The report also notes that the police department has received and provided assistance to the CIA. A list of these resources is shown below. Police department officials advised us, however, that they have no records on the financial transactions relating to these activities.

--Twelve members of the police department were trained in intelligence activities. This training terminated in November 1969.

- Three members of the department attended a school on photography given by the CIA, and this instruction terminated in January 1973.
- Two members of the department's explosive ordnance squad received training in locks and locking devices in August 1972.
- In preparation for three major demonstrations from 1969 to 1970, the department borrowed five automobiles, seven portable radios, and one receiver. The stated purpose of the request was that the department at that time was financially unable to provide the Intelligence Division with these resources. The automobiles on loan were the private vehicles of individual members of the CIA, who operated the vehicles during the period of loan. The CIA also assisted the department by specially wiring two lamps capable of intercepting oral communications. During 1970-71 the department borrowed wire surveillance equipment for use in court-ordered wire taps within the Morals Division. According to the report all of the above equipment was returned after the department was able to obtain its own, and the lamps which were wired for sound were destroyed.
- The police department has assisted the CIA in training certain personnel and the last training period was December 1974. No additional training was planned as of March 1975 until a review of its relevance was conducted.

The Chief of Police did not make any overall conclusions in his report regarding the legality of the operations of the Intelligence Division. He did conclude, however, that the issues discussed in the report raised legal and ethical questions concerning the proper boundaries of administrative discretion. As a result, the Chief of Police established a committee of ranking officials to develop guidelines for the operation of the Intelligence Division. At the time of our review the guidelines were still in draft form and had not been issued.

We reviewed police department training files for fiscal years 1970 through 1975 to determine if other Federal agencies had provided intelligence training to the police department. Although several Federal agencies, including the Federal Bureau of Investigation, the Drug Enforcement Administration, and the Civil Service Commission, have provided training to the police department, we identified only one course provided by a Federal agency that appeared to be intelligence related. The course concerned surveillance photography and was given by

the Federal Bureau of Investigation to one police department employee from November 4 through 8, 1974. There were no costs to the police department for the course. Officials from the Inspectional Services Bureau and the Intelligence Division advised us that presently no police department personnel were being trained by other Federal agencies for intelligence activities.

The police department also received Federal funds amounting to about \$252,000, from the Department of Transportation. These funds were related to boating and highway safety activities and did not appear to be related to intelligence activities.

ANTICIPATED POLICE DEPARTMENT COOPERATION
IN A GAO REVIEW OF INTELLIGENCE ACTIVITIES

Police department officials advised us that we would have the department's cooperation in a review of intelligence activities to determine if illegal or improper actions took place. Except for current information regarding ongoing investigations which could compromise the case or endanger the investigator and his sources, the officials stated that we could have access to any personnel, records, documents, etc., necessary to complete our work. The officials pointed out, however, that while the department would allow us access to all personnel, the department could not force the personnel involved to cooperate with us.