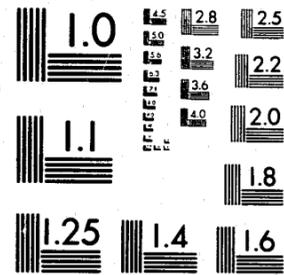


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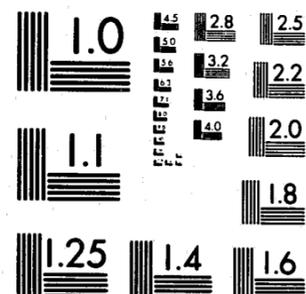
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**DISSEMINATION OF FINDINGS
OF REDUCTION OF FEAR OF CRIME PROJECT**

Final Report
83W-CX-0015

U.S. Department of Justice
National Institute of Justice

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**National Organization of Black Law Enforcement Executives
(NOBLE)**

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NCJRS
JAN 15 1983
ACQUISITIONS

I. INTRODUCTION

The Reduction of Fear of Crime Project was carried out by the National Organization of Black Law Enforcement Executives through a grant by the National Institute of Justice of the U.S. Department of Justice. The project involved the dissemination and observation of experimental project implemented by the police departments of Houston, Texas and Newark, New Jersey. The experiments were carried out in conjunction with the Police Foundation that conducted a formal evaluation of the validity of the strategies implemented by the two departments. Similar dissemination and observation efforts were conducted by the National Sheriffs' Association, the Police Executive Research Forum and the United States Conference of Mayors.

The experimental projects were designed to test strategies for reducing fear of crime in inner-city neighborhoods. The projects were developed with the recognition that research studies have shown that fear of crime is pervasive in large urban areas and that fear has had an adverse effect on the quality-of-life. The projects were not only designed to address criminal activity as a source of fear, but attention was also given to public disorders.

NOBLE's role was to conduct a systematic observation of the experimental projects, disseminate the findings of the observations to the NOBLE membership and encourage replication of the elements of the design in other law enforcement agencies and communities.

During the NOBLE Annual Conference in June 1983, volunteers were recruited to form the NOBLE observation team. Members of the team were supposed to have the rank of chief or deputy chief. Six members were selected for the on-site visitation team. NOBLE volunteers who were not eligible were asked to be part of the dissemination effort. These persons agreed to review documents and other written project materials, comment on reported experiences of the visitation teams, and serve as contact persons in local regions to answer questions and provide detailed information about the project.

The findings of the observation team were disseminated through NOBLE's periodic newsletter, NOBLE Actions and through mailings to the membership. Reports were given at NOBLE Board meetings, a special meeting of NOBLE's regional vice presidents and at the NOBLE 1984 Annual Conference.

II. THE HOUSTON PROJECT

The Houston project was designed to not only reduce fear of crime but to improve the quality-of-life and to continue to improve relationships between the police department and the community. The following program strategies were implemented to test their impact upon citizen fear:

- o The establishment of a Community Organizing Response Team (CORT) - collaboration between the police and community groups to combat community problems

- o The creation of a Neighborhood Information Network (NIN) through the publication of a series of newsletters, pamphlets and flyers
- o The establishment of a neighborhood Police Community Station to place police services in close proximity to the community
- o The conducting of telephone call-backs to victims of crime (Victim Follow-up)
- o The contacting and response, via postcards, of every user of police service (Police Service Response)
- o The initiation of directed proactive contacts by the police in a face-to-face manner.

The strategies were tested in four Houston neighborhoods with a fifth neighborhood serving as a control area.

The NOBLE Observation Team visited the Houston site in November 1983 and in May 1984. Three members and the project manager participated in each visit. The team members provided the following assessments of each of the strategies.

Community Organizing Response Team

The members were favorably impressed with this strategy. The strategy was a good community relations tool in that it afforded an opportunity for the police and community to collaborate on community problems. It was suggested that regular follow-up be conducted and that different activities be assigned the officers to reduce stress and the potential for burn-out. There was also concern about different

communities (racially or ethnically different) needing different programs. Similar programs were already in existence in the cities represented by the observation team.

Police Community Station

The team members were very impressed with the community station, its physical appearance and its purpose. The police department was able to secure contributions from the private sector for furniture and equipment, and the city paid for a parttime employee. One of the major concerns expressed by team members was the cost effectiveness of the station. It was suggested that the program be closely monitored for efficiency of utilization.

Neighborhood Information Network

All the team members agreed that the use of a newsletter to provide the community with information is an excellent idea. This strategy was so impressive until no one made any suggestions for improving the program.

Directed Citizen Contact Program

This strategy was viewed favorably, but some concern was expressed about factors that influence its success. The major factor was the police officers involved - were they properly trained? One member expressed the belief that major attitudinal adjustments must be made on the part of "street" cops if the program was going to be successful.

Victim Follow-Up Program

This program was viewed as a good means of showing victims that the police care. The program was inadequately staffed, but the police officer in charge was very enthusiastic. It was recommended that the program be closely monitored, that volunteers and limited duty personnel be used to augment the existing staff, and that the call backs be made in the evenings when more victims could be reached.

Police Service Response Program

Most of the team members felt that they had an inadequate opportunity to review this program; therefore, they did not feel comfortable reviewing it.

In general, the team members felt that the Houston programs were well planned and that the personnel were highly motivated. Nevertheless, during the first visit there was concern about the personnel experiencing burn-out in the future because they were so enthusiastic. Concern was also expressed about the awareness, involvement and support of the program by members of the department who were not directly involved in the program. During the second visit, it was observed that some of the officers assigned to the Directed Citizen Contact Program seemed to be experiencing burn-out. These officers had canvassed the entire target area, but they could not expand to other areas because the research could be biased.

III. THE NEWARK PROJECT

The Newark project had as its goal to reduce fear of crime as well as the potentiality of criminal activity. The program was designed as a collective effort from all facets of the community. Governmental, business, educational and community agencies were called upon to provide support for the program. The program was divided into six "acts":

- o Newsletter - Attack Crime Together (A.C.T.) - a means of providing information to the community on the program and the department as well as on crime in the city.
- o Directed Patrol Task Force - a means of increasing police visibility through the following strategies:
 - a. Selective Area Field Enforcement - dispersement of persons, especially juveniles who congregate in public areas
 - b. Roadchecks and Radar Enforcement
 - c. BUS'T Crime Program - bus checks designed to reduce disorderly conduct on public transportation vehicles
 - d. Walk and Ride Patrols.
- o Community Service Center - a meeting place referral center, mini-precinct and coordination station for the Directed Police/Citizen Contact Program.
- o Neighborhood Clean-up Program - the assignment of juveniles to do general clean-up of the city and to participate in training sessions that stress discipline, good work habits and responsibility.

- o Directed Police/Citizen Contact Program - the solicitation of citizen views through questionnaires administered during visits to homes and businesses.
- o Self-Esteem Enhancement Program - recreational and educational opportunities for young people during the evening hours.

The acts were tested in four Newark neighborhoods with a fifth neighborhood serving as a control area.

The NOBLE Observation Team visited the Newark site in October 1983 and in May 1984. Two NOBLE members and the program manager participated in the visits. The observations made during the site visits are summarized below.

Newsletter

While all of the team members agreed that the idea of a newsletter is a good one, there was some skepticism about the usefulness of the newsletter. Specifically, the newsletter may have been too advanced for its readership. One team member made the following observation:

The Newsletter might better achieve its goals if it is edited to reduce its language to the basic elementary level of perhaps a 5th grade reader. Elimination of the use of words such as "uniqueness, supersede, conjunction, implemented, initiatives and rejuvenation" would certainly enhance the ability of residents to understand information that is directed to them.

Other suggestions for improving this strategy were (1) follow-up newsletter publications with community meetings, (2) reduce the amount of copy in the newsletter, (3) solicit community input, (4) distribute the newsletter at the schools and senior citizen homes, and (5) use community youth as reporters.

Directed Patrol Task Force

This strategy was viewed as a way to make the police presence highly visible. The most impressive part was the BUS'T Crime Program. Many senior citizens and other low income residents are totally dependent on the buses for transportation, and they often experience victimization and harassment. The police presence helps to reduce their fear. The issue of legality was raised in regard to the Roadchecks and the Selection Area Field Enforcement. It was felt that dispersment of youth from the streets must be followed up by meaningful programs that would keep them off the streets. One team member suggested more publicity, while another cautioned against errors in the use of this strategy that could be used against the department by the media.

Community Service Center

The center was favorably viewed by all team members. The only concern expressed was about the use of sworn personnel to staff the center, especially since Newark had limited personnel. It was suggested that volunteers be recruited to work in the center.

Neighborhood Clean-Up Program

During the first visit, the team members were skeptical about whether this program would work, but during the second visit, they found it to be working well. It was suggested that the youth involved in the program be paid a small stipend as incentive pay.

Directed Police/Citizen Contact Program

Very few comments were made about this strategy. Perhaps the reason why there were few comments was that the strategy could not readily be observed.

Self-Esteem Enhancement Program

The idea of this program was considered very good. There were some problems getting it implemented because it required commitment on the part of the officers involved. Once implemented, it seemed that it was well received by the youth, especially those that were observed at the disco. It could have been more successful if the same amount of enthusiasm exhibited by the officers had been exhibited by personnel from other agencies.

In general, the team members were pleased with what they observed in Newark. During the first visit, team members expressed some misgivings about the program. Their misgivings resulted from a realization that Newark may be constrained by budgetary considerations. The success of the Newark program rested in part on the cooperation of other agencies. Despite these initial misgivings, Newark was able

to implement all of its strategies. The strategies it developed were catered to the needs and concerns of its residents.

IV. CONCLUSION

It is difficult to draw conclusions at the end of this project because we feel that our work was not completed. We had anticipated an additional site visit so that we could give a more adequate assessment of the two programs, but that visit never materialized. We were informed that some of the strategies had been dismantled; therefore, there would be little to observed.

In addition, we never received draft copies of the results from the Police Foundation's research. We are left wondering if the strategies helped to reduce fear of crime in the two cities. We do not know what to recommend to our membership concerning replication of the strategies since we have not reviewed the research results.

NOBLE's team members were glad to participate in the project, and they were impressed with the strategies. Nevertheless, they feel that their work was incomplete due to factors beyond their control.

APPENDIX A

NEWSLETTERS



NOBLE ACTIONS

National Organization of Black Law Enforcement Executives

DISSEMINATION PROJECT BEGINS

As announced at our Annual Conference in June, NOBLE's effort to observe and disseminate the findings of the National Institute of Justice's (NIJ) project to reduce the fear of crime has officially begun.

NIJ's fear reduction project will take place in Newark, New Jersey and Houston, Texas. Planning teams in each city, made up of law enforcement agency personnel and other local governmental heads, have developed programs combining a variety of strategies designed to reduce citizen's fear of crime. The programs will be implemented in four neighborhoods in each city chosen for their similar characteristics. Different combinations of the selected strategies will be tried in each of the four neighborhoods, with a fifth neighborhood as a control area. The strategies chosen in each city are briefly described below:

Newark - Newark's plan is based on two general strategies: to reduce the signs of crime, such as deteriorated public spaces and disorderly street behavior, and to increase both the quantity and the quality of police-community interaction. Specifically, Newark will use a combination of six programs: 1) A physical clean up program to improve the physical characteristics of an area. 2) An intensified enforcement program designed to reduce disorderly behavior. 3) Additional recreational activities for youth will be provided after school and in the evening hours. 4) Newsletters to provide information to citizens will be distributed. 5) Small community police centers, will be established to provide some decentralized police services. 6) Patrol officers will make visits to households to establish contacts with citizens other than those in conjunction with calls for service.

Houston - Houston's plans has as its objectives not only the reduction of citizen's fear of crime but also the improvement of the quality of life and the continued development of positive relationships between the police department and the community. Specific programs to be used are: 1) Establishment of community organizing response teams to help organize communities around crime-related issues. 2) A neighborhood information network utilizing monthly newsletters and flyers to provide information to reduce citizen's anxiety of becoming a victim. 3) Community police stations will be established within the community to provide both improved services and quicker response time. 4) Contacting victims of crime and providing them follow-up information and other assistance. 5) Contacting persons who have received service to ascertain whether the reported problem has been resolved. 6) Use of citizen contact cards to identify "soft crimes" involving behavior which contributes to citizen perceptions that a neighborhood is unsafe.

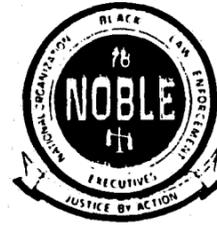
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NOBLE, will observe the progress of the programs in both cities using two (2) observation teams each comprised of three NOBLE members having the rank of chief or deputy chief. The NOBLE observation team will be briefed by project staff in their respective city about the progress of the program and any findings to date. NOBLE members will be informed through future issues of NOBLE ACTIONS and special mailings of the progress of the dissemination project.

Our six Regional Vice Presidents will also meet prior to our 1984 Annual Conference to develop a methodology for critiquing of the overall project and for evaluation of NOBLE's observation-dissemination replication activities.

In addition, a workshop covering the entire fear reduction project will be held at our 1984 Annual Conference in Chicago.

The first on-site visits will occur in Newark on September 14-15th and Houston 21-22nd. We will report on these visits in the next edition of NOBLE ACTIONS.



NOBLE ACTIONS

National Organization of Black Law Enforcement Executives

December 1983

EXPERIMENTS IN FEAR REDUCTION

NOBLE is participating in an eighteen-month project that is funded by the National Institute of Justice to observe strategies implemented to reduce fear of crime in Newark and Houston. NOBLE's role in the project is to observe the programs and disseminate information to its membership.

The Fear Reduction Programs in the two cities are designed to reduce the factors that create fear among the populace. The underlying thesis is that fear causes crime. Studies have shown that fear is greater than it should be, and that it has an adverse effect on life in urban areas.

Newark and Houston have each developed program strategies that reflect the makeup and lifestyles of the citizens. The programs are being evaluated by the Police Foundation through citizen surveys and crime statistics.

The other organizations that will be observing and disseminating information on the programs are the United States Conference of Mayors; the National Sheriff's Association; and the Police Executive Research Forum.

Newark Site Visit

On October 18-19, 1983, the first site visit was made to the Newark Program. The members of the NOBLE team were: Assistant Superintendent Henry I. DeGeneste; Retired Chief Albert Reddick (representing -Chief

Joseph Rouzan); Executive Director William Matthews; and Project Director Elsie Scott.

The Newark program is divided into six "acts":

1. Newsletter (A.C.T. - Attack Crime Together) - provides information to the community on the program, the department and crime in the city.
2. Directed Patrol Task Force - increases police visibility through the following strategies:
 - a. Selective Area Field Enforcement - dispersment of persons, especially juveniles who congregate in public areas,
 - b. Roadchecks and Radar Enforcement,
 - c. BUS'T Crime Program - bus checks designed to reduce disorderly conduct on public transportation vehicles, and
 - d. Walk and Ride Patrols.
3. Community Service Center - seeks to increase communication between the police and the community. The Center serves as a meeting place, referral center, mini-precinct and coordination station for the Directed Police-Citizen Contact Program.



NOBLE ACTIONS

National Organization of Black Law Enforcement Executives

March 1984

HOUSTON FEAR REDUCTION PROGRAM

PROGRAM STRATEGIES

The Houston program's major objective is to reduce fear of crime, but it also seeks to ultimately improve the quality of life and police-community relations. Six program strategies are being used to achieve the objectives of the project:

1. A Community Organizing Response Team (CORT) - provides collaboration between the police and community groups to combat community problems.
2. A Neighborhood Police Community Station - places police services in close proximity to the community.
3. Neighborhood Information Network (NIN) - exchanges information about crime, the community and policing through a monthly newsletter and pamphlets.
4. Victim Follow-up - involves telephoning victims of crime to provide assistance.
5. Police Service Response - contacts users of police services by postcard to get their assessment of the service they received.
6. Directed Citizen Contact - provides for regular contact between the police and citizens. Problems and concerns of citizens are identified through the use of citizen contact cards.

The strategies are being implemented in four neighborhoods with a fifth neighborhood serving as a control area. The implementation of the strategies will last for a one-year period.

SITE VISIT

On November 15-16, 1983, the first site visit was made to the Houston Program. The members of the NOBLE observation team were: Chief Atkins Warren; Chief Robert Ingram; Inspector Dorothy Knox (representing Chief William Hart); and Project Director Elsie Scott.

On the first day of the visit, team members attended a reception where they met observers from other organizations and members of the Houston Task Force. The reception was followed by dinner. During the dinner session, remarks were made by Chief Lee P. Brown and other Houston representatives, and the directors of NIJ and the Police Foundation. A video presentation of highlights of the program was presented.

On the second day, the visitors were given an overview of the various program strategies. After questions and answers, the visitors were divided into five groups for field observations of the strategies. The day ended with the visitors coming back together to share experiences and observations.

4. Neighborhood Cleanup Program - deals with the physical manifestations of crime. Juveniles are assigned by the Juvenile Conference Committee to do general cleanup of the city and to participate in training sessions that stress discipline, good work habits and responsibility.
5. Directed Police-Citizen Contact Program - solicits citizen views through questionnaires that are administered during visits to homes and businesses.
6. Self Esteem Enhancement Program - provides recreational and educational opportunities for young people during the evening hours.

On the first day of the visit, observers were treated to a lavish Portuguese dinner. During the dinner, an overview of the program was presented. After dinner a visit was made to a community service center. A tour was made of one of the target areas, and a roadcheck was observed.

On the second day, the visitors were briefed on the program and each of the program acts by Director Williams and principals of the program. A video presentation was also given. The day ended with a lavish Italian luncheon.

The NOBLE observers were impressed with the program strategies as outlined by the Newark personnel. Most of components had only been in operation for one month or less; therefore, it was impossible to thoroughly assess the success of the program.

Several concerns were raised about the program and its acts. Perhaps the most overriding of all concerns

was whether Newark could have an effective program in light of its budget constraints and shortage of personnel. The Newark program is supposed to draw upon resources from other segments of the community, but it was not clear whether the outside support would be forthcoming. Specific comments about the various components are being forwarded to Director Williams.

Persons desiring further information on the specific acts of the Newark program may write or call the NOBLE office.

NOBLE ACTIONS is a periodic publication designed to inform the membership of programs and activities of the organization and its members. The next ACTIONS will update the Houston Fear Reduction Program.

Chief Warren's group was followed by a local television station crew. A segment of the evening news focused on the program, and Chief Warren was shown interviewing citizens concerning the program.

The NOBLE observers were impressed with the program strategies and with the Task Force members. The Task Force members demonstrated so much enthusiasm until some observers were afraid that the members will experience burnout before the end of the project. The visitors were pleased that time was set aside for field observations; however, some visitors wanted to observe more than one strategy.

One of the major concerns expressed during the trip was whether other police officers besides members of the Task Force were aware of the strategies, were involved in any way, and were supportive of the program.

Specific comments about the various strategies are being forwarded to Chief Brown.

Persons desiring further information on the Houston program may write or call the NOBLE office.

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NOBLE ACTIONS is a periodic publication designed to inform the membership of programs and activities of the organization and its members.



NOBLE ACTIONS
National Organization of Black Law Enforcement Executives

July, 1984

EXPERIMENTS IN FEAR REDUCTION

The NOBLE Reduction of Fear of Crime Project recently marked the end of its first year of operation. NOBLE received \$74,993 from the National Institute of Justice to carry out the eighteen month project. NOBLE's role in the project is to observe the programs and disseminate information to the NOBLE membership.

The programs that NOBLE has been observing were developed by the Houston and Newark Police Departments. Both departments are headed by NOBLE members.

The strategies developed by the two cities are different because the makeup, geography and lifestyles of the cities differ significantly.

Houston Site Visit

On May 10-12, 1984, the NOBLE observation team paid its second visit to the Houston Reduction of Fear of Crime Program. The members of the team were: Chief James Carrington, Compton, CA; Chief William Logan, Evanston, IL; Chief Atkins Warren, Gainesville, FL; and Project Director Elsie Scott.

The team was briefed on the progress of the program and had the opportunity to visit the Northline Park Community Station and a police substation in the Golfcrest target area.

Outlined below is a brief review of some of the activities of the Houston Task Force.

Victims Follow-up - From September 1983 through May 3, 1984, 327 victims had been contacted. Crime prevention material was sent to 281 of these victims, and 21 were given referrals for other assistance.

Community Organizing Response Team (CORT) - One hundred sixty residents had been surveyed to gain information on how the neighborhood perceives its problems. Neighborhood crime statistics have been gathered, and meetings have been held in citizens' homes as well as at the substation. Block homes have been established, cleanup programs launched and drug seminars held in the target area.

Neighborhood Information Network - The newsletter, Community Policing Exchange, is prepared and distributed in the target areas each month.

Northline Park Community Station - During the period from November 1983 through February 1984, station personnel were involved in 671 activities. These activities included arrests, violation issuance, school visits and community meetings. Community meetings are held once a month with an invited guest speaker.

Directed Citizen Contact - The officers involved with this strategy

have made contact with most of the citizens in the sample area. They cannot, however, expand into another area because of the Police Foundation's restrictions on sample and control areas.

Newark Site Visit

The second visit to the Newark Fear Reduction Program was made on May 24-26, 1984. The NOBLE observation team included Superintendent Henry DeGeneste of the NY-NJ Port Authority Police; Chief Robert Ingram of Opa Locka, FL; and Project Director Elsie Scott.

The Newark schedule was designed to provide the visitors with an opportunity to observe all the different strategies being implemented.

Outlined below is a brief summary of some of the activities of the Newark Task Force.

Newsletter - Since September 1983, six issues of Attack Crime Together had been published and disseminated.

Directed Patrol - The Selected Area Field Enforcement (SAFE) strategy had been used on 34 occasions resulting in the targeted groups being dispersed on 29 of those occasions. Close to 8,000 vehicles had been checked at the roadcheck resulting in 24 arrests and 487 summonses. The radar operation had resulted in 343 summonses. The bus inspection had resulted in a 40 percent reduction in bus crime and a seven percent increase in bus ridership.

Community Service Center - Forty-five community meetings had been held at the center with more than 700 persons attending. The center provides regular police services and plays a role in improving police-community relations. At least five new businesses have been inspired to open within the neighborhood of the center.

Neighborhood Cleanup - The cleanup has been concentrated in the target area, but it has expanded into other areas. It is too early to determine the effectiveness of the program in preventing juvenile recidivism.

Directed Police-Citizen Contact - Patrol personnel have made contact with residents of about 95 percent of the homes in the target area. Approximately 39 percent of the contacts required follow-up activity.

Self-Esteem Enhancement Program - This program is administered in conjunction with the Board of Education. Classes are offered on a variety of subjects and social activities are sponsored weekly.

Meeting of NOBLE Vice Presidents

The project director met with five of the regional vice presidents, the president, and the executive director to brief them on project activity and to discuss dissemination strategies. The vice presidents in attendance were: Region 1 - Walter D. Kirkland; Region 2 - Marty Tapscott; Region 3 - Robert B. Ingram; Region 5 - Leroy Atkins; and Region 6 - Booker F. Ealy.

The vice presidents expressed agreement with the strategies that were being attempted in the two cities. Some are using similar strategies, and others expressed an interest in trying to replicate some of the strategies.

One of the major issues discussed at the meeting was the dissemination of material from the projects. It was agreed that the vice presidents would discuss the project in regional meetings and try to get chapter presidents to help disseminate the information.

Further information on the project may be obtained by contacting the NOBLE office.

APPENDIX B

NOBLE Team Members

NOBLE Team Members

James Carrington, Chief of Police, Compton, California
Henry DeGeneste, Superintendent, NY/NJ Port Authority Police,
Jersey City, New Jersey
Robert Ingram, Chief of Police, Opa Locka, Florida
Dorothy Knox, Inspector, Detroit, Michigan
William Logan, Chief of Police, Evanston, Illinois
Al Reddick, Chief of Police (Retired), Los Angeles Community
College, Los Angeles, California
Atkins Warren, Chief of Police, Gainesville, Florida

END