U.S. Department of Justice
Office of Justice Programs
National Institute of Justice

NATIONAL INSTITUTE OF JUSTICE
THE UNITED STATES CONFERENCE OF MAYORS

ON THE FRONT LINES: Case Studies of Policing in America's Cities

About the National Institute of Justice

The National Institute of Justice, a component of the Office of Justice Programs, is the research and development agency of the U.S. Department of Justice. NIJ was established to prevent and reduce crime and to improve the criminal justice system. Specific mandates established by Congress in the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Anti-Drug Abuse Act of 1988 direct the National Institute of Justice to:

- Sponsor special projects and research and development programs that will improve and strengthen the criminal justice system and reduce or prevent crime.
- Conduct national demonstration projects that employ innovative or promising approaches for improving criminal justice.
- Develop new technologies to fight crime and improve criminal justice.
- Evaluate the effectiveness of criminal justice programs and identify programs that promise to be successful if continued or repeated.
- Recommend actions that can be taken by Federal, State, and local governments as well as private organizations to improve criminal justice.
- Carry out research on criminal behavior.
- Develop new methods of crime prevention and reduction of crime and delinquency.

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- Operation of the world's largest criminal justice information clearinghouse, a resource used by State and local officials across the Nation and by criminal justice agencies in foreign countries.

The Institute Director, who is appointed by the President and confirmed by the Senate, establishes the Institute's objectives, guided by priorities of the Department of Justice and the needs of the criminal justice field. The Institute actively solicits the views of criminal justice professional to identify their most critical problems. Dedicated to the priorities of Federal, State, and local criminal justice agencies, research and development at the National Institute of Justice continues to search for answers to what works and why in the Nation's war on drugs and crime.

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ON THE FRONT LINES: Case Studies of Policing in America's Cities

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FOREWORD

The success of the 12 policing programs presented in this volume comes as encouraging news to mayors who are looking for fresh approaches that can be used by their police departments in dealing with crime.

One of the most striking aspects of these programs is their variety. The differences between cities large and small, and their wide range of geographic settings, explain this variety. Differences also derive from innovation--a willingness to transcend the conventional and seek out the creative.

This variety also reflects the needs of the communities these police departments serve. Responsiveness to neighborhood needs, and engagement with the community--components of the new direction in policing today--are evident in the approaches these departments have taken.

These case studies offer mayors and city managers, as well as police chiefs and other law enforcement professionals, a wealth of insights they can apply to their own quest for policing programs that work. NIJ is pleased to present this report in cooperation with The U.S Conference of Mayors.

We at the National Institute of Justice maintain our commitment to carry out the initiatives that are necessary for continued development of such programs.

Charles B. DeWitt, Director
National Institute of Justice

INTRODUCTION

Preventing and responding to the problems of crime and violence are at the top of most mayors' agendas. They are painfully aware of the serious negative impact which these problems have on their cities and on their citizens. Mayors look to their police departments to play a key role in addressing these problems.

This publication provides information on 12 successful local policing programs. The case studies represent a wide range of programs which can be considered good examples of efforts underway in many cities. Material on them was sent to the Conference of Mayors in response to a request for information on successful local policing programs. Those included in this publication were selected jointly by the Conference of Mayors and the National Institute of Justice.

The case studies were prepared by Mark Pingitore, Lilia M. Reyes and Laura DeKoven Waxman of the Conference staff, with assistance from Patrick V. Murphy, Director of the Conference of Mayors Police Policy Board. We appreciate all of the information and assistance provided by officials in the 12 cities. Without their help this publication would not have been possible.

We also appreciate the support which the National Institute of Justice has provided to the Conference of Mayors for its criminal justice activities. NIJ has displayed a strong commitment to helping mayors and other local officials to do the best job they can to protect the safety of their citizens by working to prevent crimes from occuring in the first place and by assisting police departments to respond to crimes in the most effective way possible when they do occur. We are grateful to NIJ for working with the Conference of Mayors as part of this effort.

J. Thomas Cochran, Executive Director
The U.S. Conference of Mayors

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AURORA'S COMMUNITY-BASED GANG PREVENTION EFFORT

Bill Atkinson
Chairman, Gang Task Force
1501 S. Potomac
Aurora, CO 80012
303-695-2603

SUMMARY

Aurora officials have recognized that gangs are not simply a police problem and have developed a multi-dimensional approach to solving their city's gang problem. The focal point of Aurora's efforts is its Gang Task Force, which received an "Outstanding Achievement" award in the Conference of Mayors' City Livability Awards Program for its success in bringing together the entire Aurora community to fight gang-related problems.

The 75 member task force has representatives from city government, the police department, businesses, religious organizations and non-profit groups. The task force works most frequently with Aurora Police Department's Gang Intervention Unit and the city sponsored Youth Initiative Program.

The Gang Intervention Unit monitors gang activity and attempts to channel potential gang members into youth programs. This unit also visits schools to educate young people on gang-related subjects. The Youth Initiative Program provides diversion and self-esteem building programs for youth in the community. In addition to its own recruiting, this organization receives referrals from both members of the gang intervention unit and task force. Staff members of the Gang Intervention Unit and Youth Initiative Program are represented on the task force, thus assuring a close working relationship between the task force and the two primary anti-gang efforts.

The task force assists the city and the police department in preventing gangs from invading the city as well as in encouraging the city's youth to stay away from gangs. For example, the task force conducts educational seminars on gang-related issues, such as how to identify gangs and how to deter gang activity in the community. The task force members help the police department by donating resources and equipment, such as video cameras.

"The entire community rallies around the effort," said Bill Atkinson, chairman of the task force's executive committee. This community-based effort has contributed to keeping the level of violence relatively low compared to other cities. The city has experienced only one gang-related homicide. Although Aurora does not yet have many statistics to monitor its success, other localities around the nation have shown interest in Aurora's gang prevention strategy. The Aurora Gang Task Force provides seminars, training, and other information for neighboring counties such as Arap, Adams, and Weld County and other local governments around the country on how to prevent gang-related problems.

BACKGROUND

Gang members had increased from 50 in 1987 to 400 by June of 1989. Drug-related crimes were on the increase and more gang-related cases came before the municipal and county courts. In addition, the business community was concerned about the increase in the number of gang members loitering at business areas such as shopping malls and defacing the property with graffiti.

Most of these gangs migrated from other cities such as Los Angeles, Phoenix, Kansas City, and Omaha. Since the interstate highway runs through Aurora, many gangs migrated to Aurora to traffick drugs. The Aurora Police Department has identified approximately 1,500 gang members--1000 are African-American(750 Crips and 250 Bloods), 375 are white, 65 are Hispanic, and 43 are Asian. The vast majority of the gangs traffick drugs; only two percent are motorcycle gangs.

In the Spring of 1989, Police Chief Gerald Williams described the gang problem to Aurora Mayor Paul Tauer and the Aurora City Council and asked for help from the community. Chief Williams believed that community involvement would help solve the problem. Agreeing with this community oriented policing philosophy, Mayor Tauer brought together community leaders in a task force to explore the extent of gang-related problems and to recommend possible solutions.

During their meetings, the members on the task force soon learned about the gravity and complexity of the problem. After researching the problems in both their own and other communities, the task force presented the study findings and recommendations to the public:

- Parents, civic groups, community leaders, and institutions lacked information and awareness on the extent of gang-related crime and how to deter such crime.

- If Aurora wanted to be successful in preventing gang-related activity, it needed a strategy that pooled existing community resources and identified and obtained additional resources.

- The three most important keys to solving the gang problem are parental responsibility, alternative activities, and community involvement.

Believing that Aurora could not uproot the gangs unless the residents undertook a comprehensive grass roots effort, the task force members decided that the task force could serve as an ideal vehicle to ignite such a movement. With the support of city officials the members decided, therefore, not only to maintain the task force, but also to expand its role by implementing its recommendations. The task force members pledged the combined resources of the groups they represented.

Almost immediately after the task force completed its findings, the police department created the Gang Intervention Unit to track gang activity and deter youth from joining gangs. During the same period of time, the city launched the Youth Initiative Program to provide alternatives for at-risk youth.

STRUCTURE AND ACTIVITIES

Aurora Gang Task Force: The task force focuses most of its resources and time on educating the public about gang-related issues and trying to help the courts and police department suppress gang activity. The task force's steering committee created six subcommittees that reflect the missions of the task force:

1) education,
2) enforcement/legislation/prosecution,
3) alternative activities,
4) youth advisory,
5) membership, and
6) public affairs.

The task force provides educational training for its staff, law enforcement, the public, and special interest groups. Educational outreach programs, published reports, and media attention have informed thousands of youths and adults about how to identify and report gang activity. Each educational program is tailored toward the needs of the target group. Among these efforts:

- The city's community relations division and small business assistance center have sponsored education programs for small businesses which are impacted by gang activity. These programs concentrate on how to identify gang members and how to deter gangs from stealing and vandalizing their property as well as why these gangs commit these crimes.

- The task force conducts seminars for all municipal judges on gang slang and how to ask questions of gang members.

- Special classes have been held to educate apartment managers and property owners on their rights and responsibilities as far as renting or selling their property to gang members.

- The task force provides briefing sessions on gangs for administration, school boards and parent groups, and teachers. These seminars focus on how to identify and deal with gang members and how to prevent children from joining gangs.

Local media have been involved with the task force to ensure responsible reporting of gang activity. A bi-monthly column in The Aurora Sentinel gives tips on deterring gang-related activity. Citizen newsletters and programs for neighborhood groups inform the public of the city's nuisance ordinance related to gang/drug activity.

As task force members, Aurora Humana Hospital produced and distributed nationally over 1000 copies of a videotape --"Aurora Colors" -- and a companion publication, chronicling the rise of gangs and the city's efforts to counter the phenomenon. Through a profile of an imprisoned gang member this videotape tries to educate the public on what activities gangs are involved in and the reasons why youth join gangs. The video also gives an overview of the task force and some alternative activities the city provides for youth.

The task force meets on a monthly basis to exchange information and to refine its strategy. One idea that originated in these meetings was for the task force to promote racial harmony at the annual rally the Colorado Ku Klux Klan holds in Aurora. The task force assists with the dissemination of information and appears at a major conference asking gangs to avoid confrontation with the Ku Klux Klan. The task force also expresses vocal support for the 600 police officers who try to ensure that the annual rally is peaceful.

The task force believes suppressing gang activity is as important as educating the public. It, therefore, lobbies for tougher consequences for gang-related crimes. Stiffer penalties have been levied in the city for gang-related offenses and several pieces of legislation are currently under consideration by the Colorado Legislature to keep guns out of schools and to identify gang affiliation as an offense.

A victim/witness program was established to support victims and witnesses of gang-related crimes and train police officers in assisting them. Members of the task force have donated items such as video cameras, surveillance cameras, mobile telephones, and night vision goggles to assist the Aurora Police Gang Intervention Unit.

Gang Intervention Unit: The 11 member Gang Intervention Unit tracks gang members on their "own turf" and identifies their degree of involvement and potential for violence. The unit patrols seven days a week from 4 p.m. to 2 a.m. in two-officer cars. The unit exchanges information and works with the SWAT Team in arresting gang members. After receiving an arrest warrant, the SWAT Team usually conducts drug raids because of their tactical skills and training.

Gang unit members wear modified uniforms so that they are not perceived as traditional police officers. They generally contact between 10 and 30 gang members on a daily patrol. The unit attempts to give the gangs the impression that the police are constantly watching them. Indeed, the gang members and intervention unit members have gotten to know each other on a first name basis.

"It is not unusual to see gang members leaning against the patrol car for 45 minutes talking to us," said Lieutenant Doug Abraham. "They love to talk about rival gangs." He added, "The information does not usually does not hold up in court, but they are usually on target."

In addition to its surveillance of gang members, the unit members also try to persuade youth who associate with gangs to not join them. If the members on the intervention unit see a student socializing with a gang, they pull him or her aside for questionning and advice. "Even if we get a nibble, we refer them to the Youth Initiative Program," said Abraham.

The unit also has one member who works full-time educating students about gangs. Through role playing and other techniques this officer teaches peer and life pressure skills to youth. He also informs the students about the sociological, and psychological reasons that youth join gangs and how to identify gang members. This class is conducted in the high schools twice a year and once a year in middle and elementary schools.

Lieutenant Abraham cautions that if a police department plans to install a similar unit it should be sensitive to the regular police officers: "If a police department implements such a unit," said Abraham, who coordinates the unit, "the department needs to clarify with the other patrol officers what this new team will do." He added that "otherwise the unit will be viewed as elitist by the other officers and this will hamper internal communication."

The Youth Initiative Program: This city sponsored organization provides activities for youth, especially those at-risk. Youth Initiative has several programs that target these youth:

- Graffiti Removal organizes youth to remove graffiti from public and private property as quickly as possible, usually within 24 hours.

- New Direction is a program for young people returning to the community from detention centers. It is a once a week, eight-week, after-school program. Sixty young people have graduated from New Direction, and there are only three repeat offenders to date.

- Rock-out raises youth self-esteem and provides activities on weekend nights. The participants use drama, music, and a magazine to promote positive lifestyles: no drugs, no gangs, healthy eating, and fun exercise.

The police department and task force work with the city's Youth Initiative Program to provide alternative activities for youth. The police department, the task force, the school district, and other organizations refer students to the program. The director of this organization, Mary Ann Nickles, is a member of the task force.

STAFFING, FUNDING, AND OTHER RESOURCES

The Aurora Gang Task Force receives 98 percent of its funding from private donations. Aurora Humana Hospital has provided postage, printing, and meeting space for the task force, for example. The Task Force members are volunteers who are concerned about the gang problem. Active members include representatives of law enforcement, courts, schools, churches, social services and government agencies, media and businesses, including hospitals, banks and shopping centers.

Since the police department trimmed the size of its SWAT Team to form the Gang Intervention Unit, the city did not have to spend additional funds for the unit. The city budget pays for the salary of the officers, but the funding for their training comes from various sources, such as assets seizure money. The Youth Initiative Program is primarily funded by federal and local grants, which support its nine staff members.

FUTURE PLANS

The Aurora Gang Task Force plans to continue to expand its role. For example, it intends to focus more on hate crimes due to an increase in the number of these incidents. To increase youth involvement, the task force plans to create a sub-committee consisting of students. Another area in which the task force will concentrate its efforts is legislation related to drugs and guns. Because of an increase in requests, the task force will spend more time in the future conducting seminars for other cities on how to develop and implement such a task force.

Police department officials hope to increase the number of officers on the SWAT Team. With the number of existing gangs in Aurora, the police department needs to increase its staff if it is to increase significantly the number of arrests.

The Youth Initiative Program plans to create a Gang Out Program to discourage youth who associate with gangs from becoming members. The program will be a weekly support group for these youth and their parents. The youth will receive one-on-one attention from the program's staff and the after-school program will be held one day a week, for eight weeks.

CARLSBAD'S GUIDE PROGRAM

Penny Velazquez
Juvenile Diversion Coordinator
Carlsbad Police Department
2560 Orion Way
Carlsbad, CA 92008
(619) 931-2167

SUMMARY

In collaboration with the city's school district, the Carlsbad Police Department has launched an effort that is preventing students from dropping out of school and from committing crimes. The initiative targets students who are truant, defy school and parental authority, perform poorly academically, or commit misdemeanors. The seven-week program for juveniles and their parents focuses on self-esteem, decisionmaking, criminal conduct, and substance abuse. Students are taught lifelong skills, such as resisting peer pressure. The program's name--Greater Understanding through Intervention, Diversion, and Education (GUIDE)--reflects its goals.

Since the program's inception in 1989, GUIDE has served 208 students. GUIDE counselors estimate that 99 percent of students who participate in the program complete it. According to GUIDE staff, the program has an 89 percent success rate. The success or failure of the program is measured by compiling statistics on students' attendance, academic performance, and social behavior. Other indications of success are that 80 percent of participants experienced a significant decrease in discipline referrals and over 50 percent of them increased their grade point average. Other positive outcomes for participants included better decisionmaking, improved ability to maintain employment, and enhanced interpersonal relationships with family and friends.

GUIDE also has received enthusiastic support from school administrators, teachers, attendance clerks, counselors, and parents. A survey indicated that at least 80 percent of this group believe the program is successful in improving attendance, grades, behavior, and involvement in school.

BACKGROUND

Detective Art Viera, the juvenile diversion officer for the Carlsbad Police Department, believed that active participation with schools was the missing link in the police department's existing juvenile diversion policy. Police department officials are aware that students who are truant or are having school behavioral problems are usually the same students the police arrest for misdemeanors and more serious crimes. As a result, Detective Viera spoke with the school administrators about creating a pilot program in which the police department and the schools would work together to provide education and intervention. GUIDE began in Valley Junior High School in September 1989 and was expanded to include Carlsbad High School in February 1990. The schools are extremely supportive of the program since it helps encourage an academic environment.

STRUCTURE AND ACTIVITIES

Students are chosen to participate in the program for persistent defiance of school authority, repeated disorderly conduct, suspension, more than four truancies, or more than five tardy referrals.

In the case of criminal conduct in the school, the student is not immediately referred to the program. After the police department has been notified, the vice principal and the diversion officer discuss whether the student should participate in GUIDE. If both the vice principal and diversion officer recommend the student, the Juvenile Justice Panel must refer him or her to the program. As part of the Juvenile Justice Program, this panel--a group of community volunteers--assigns juveniles who commit misdemeanors for their first time

community service and, if needed, refer them to social agencies and programs such as GUIDE.

Referrals to GUIDE are usually made through the vice principal. "Parents call in sometimes and say I've heard of GUIDE and would like to get my kid involved,'" said Linda Ledesma, a GUIDE counselor. More often these referrals occur at the bimonthly meetings of the vice principals, the GUIDE counselors, the juvenile diversion officer, and the Drug Abuse Resistance Education (DARE) Officer. In addition to considering potential participants, these meetings review the status of current program participants with attention to the student's grades, attendance, general school behavior, and any criminal conduct.

For new referrals to the program, vice principals prepare an intake folder on the student being considered for GUIDE. The intake folder includes a parent information printout, the nature of this referral, previous discipline history, attendance records, and the student's grades. "We also run them through a computer check [for criminal records and other background information] because we want to make sure we can help them, and if not, refer them to the appropriate agency," said Ledesma. At the meeting, the group collectively decides if a student is qualified for GUIDE. The coordinators usually do not want juveniles who have committed felonies in the program, and those who are asked to participate almost never refuse. In fact, according to Ledesma, the students feel privileged to be involved.

Once the student is accepted the vice principal presenting the case notifies the student's parents or guardians, and makes an appointment for them to meet with a counselor. "There is usually some resistance at first, but it tends to fade away quickly," said Penny Velazquez, another GUIDE counselor. "It's all confidential." The purpose of this meeting is for the counselors to meet the parents and student, and for them to sign participation agreement contracts.

After a student and his or her parents have signed the participation agreement with a program counselor, the counselor gives the participant the date of the first class. Each student attends one GUIDE class a week. Because students are excused from academic classes, the program rotates the hours of the session so that students do not miss the same academic class repeatedly. The program operates all day Wednesday at the high school and all day Thursday at the junior high school. During school hours, counselors either give a presentation or show a film and then use discussions, role playing, and written exercises to reinforce the presentation or film. The program has a seven-week curriculum:

- Week One--introductions, description of format and purpose of the program, and assurance of confidentiality.
- Week Two--presentation on peer pressure.
- Week Three--film ("Scared Straight," "Gang," "Drunk Driving," or "Crack USA").
- Week Four--presentation on choices, consequences, and personal responsibility.
- Week Five--film ("Gangs, Cops, and Drugs," "Juvie," or "School Drop-outs").
- Week Six--guest speaker or special presentation.
- Week Seven--final comments, short film, food, and good-byes.

These classes aim to educate and inform, clarify choices and consequences, and increase awareness. "We try to involve the youth directly and educate them and help them to understand the seriousness of their actions and their responsibility to society," said Ledesma.

Dismissal from GUIDE may occur if a student is arrested for criminal conduct, has repeated the act for which he or she was originally referred, or exhibits any behavior that is inappropriate to the safe, orderly environment of the school. If the counselors or vice principal determine that the student has violated the terms of the contract, the student's privilege to participate in the program is terminated, and a formal letter is sent to his or her home notifying the family of the reasons for the dismissal. A copy of the dismissal letter is also forwarded to and included in the student's school discipline file. Most participants, however, do complete the program successfully.

The counselors believe part of the reason they have been effective is that the teenagers do not see them as traditional authority figures like school administrators or parents. "We are someone they can talk with, get guidance from," said Ledesma. "And objective input into their lives can be real helpful."

After the students complete GUIDE, the counselors monitor them until they graduate from high school. If a student shows signs of poor academic performance or disruptive behavior, the vice principal notifies a counselor. A counselor then talks to the student to try to understand his or her behavior and to offer advice and support. Sometimes when a student has a problem, he or she asks to talk to the counselors. The counselors have a computer file with essential information such as grades and attendance on past and present participants. GUIDE also keeps in touch with former participants by offering monthly sessions with guest speakers. "The best success rates are when we can start with junior high kids and follow them through their high school years," said Ledesma.

Since its inception, the counselors have adjusted the program to address the teenagers' specific needs. For instance, the counselors have a followup group of African-American and Hispanic girls that meets regularly. GUIDE created the group because of the racial tension between the girls. "The basis for them coming together is that they realize the issues they face are really the same," said Velazquez. "Though they have different skin colors, they realize they think and feel the same things."

GUIDE also has a parent program called Systematic Training for Effective Parenting of Teens (STEP/teen). Through the program counselors try to educate and support parents in their responsibilities. STEP/teen is conducted one day a week for five weeks. Eighty-five percent of GUIDE teenagers' parents participate in these classes, according to Velazquez.

"Getting to know us opens up the door so that they contact us more frequently than they would have otherwise," said Ledesma. The counselors inform the parents that their children will benefit if they attend these sessions and that the success rate is much higher with parent participation. The training attempts to lead parents away from an autocratic style of parenting to a more democratic one.

A letter of completion is sent to the student and his or her parents who finish the program. A copy of this letter is forwarded to the student's school discipline file.

STAFFING, FUNDING, AND OTHER RESOURCES

Detective Viera oversees GUIDE. He supervises the counselors and assists them if they have a problem or want to modify the program. In addition, he visits the school administrators and participants, and occasionally conducts a class as a guest speaker for GUIDE.

There are two counselors, Linda Ledesma and Penny Velazquez, who visit the schools and conduct the sessions together. They both have extensive experience with counseling high-risk youth and their families. "We get calls late at night....We try to be as accessible as possible," said Velazquez. The counselors work and coordinate GUIDE with the vice principals of the schools. Coordination is vital to the success of the program, and a good communications network is important to the overall success of the participants.

The Carlsbad Police Department pays nearly all of the costs for GUIDE. The police department spends $44,000 annually for the salary of both counselors, each of whom works 20 hours per week. Since the counselors are contracted employees, they do not receive benefits. Detective Viera contributes 20 percent of his time to the program; his salary is included in the police department's budget. The police department also pays an additional $900 for office supplies, printing, mailing, and audiovisual equipment. In addition, some expenses are paid for by the school district, such as supplementary audiovisual materials and miscellaneous supplies.

FUTURE PLANS

The coordinators want to create more ways to provide the parents and the students, both individually and collectively, with opportunities to develop realistic solutions to school- and community-related problems.

The coordinators would like to add several components to the program. They believe an "outward bound" trip would allow the teenagers and counselors a chance to "bond." In addition, they want to implement a pregnancy prevention program to promote education and a school-site child care center to encourage students with children to continue their education.

CARLSBAD'S JUVENILE JUSTICE PROGRAM

Linda Ledesma
Juvenile Justice Coordinator
Carlsbad Police Department
2560 Orion Way
Carlsbad, CA 92008
(619) 931-2162

SUMMARY

Carlsbad has implemented the concept of the African proverb "a village raises a child" through its Juvenile Justice Program. The program allows 11-to 17-year-old youth from Carlsbad and adjacent cities caught committing misdemeanors to go before a citizens' tribunal instead of a judge. A community panel questions the juveniles and their parents and then usually assigns them community service ranging from eight to 40 hours. In some cases the panel also recommends counseling for the youth.

The Juvenile Justice Program has three main objectives:

1) To show youth that they are accountable for their actions.

2) To deliver a community-wide message that crime will not be tolerated.

3) To direct youth and families to appropriate community services.

According to the Juvenile Justice staff, between January and June 1992 the program served 181 young people, 58 more than those served for the entire year of 1991. Ninety-nine percent of former participants completed the program. The participants are comprised of males and females from all economic groups, races, and with varying grade point averages. At least 85 percent of the cases are for shoplifting, burglary, or theft.

Since its inception in 1989, the Juvenile Justice Program has served the community at low cost and has been successful in being an effective deterrent. Nearly all of the juvenile offenders in Carlsbad opt for the program instead of facing a judge. The program has a much lower recidivism rate (three percent) than the juvenile court system. (The staff of the Juvenile Justice Program

measure this recidivism rate by tracking arrests in Carlsbad after the participants complete the program.)

The program also has a positive effect on other Carlsbad residents since the tribunal's volunteers become more aware of and concerned about the problems facing the community's youth. The rising number of volunteers (currently 66) is an indication that the community's concern is increasing and that awareness of the program is spreading. The program's popularity also stems from its cost, which is less than juvenile court proceedings.

BACKGROUND

Before the Juvenile Justice Program was established Detective Art Viera, the juvenile diversion officer for the Carlsbad Police Department, believed the judicial system did not adequately address the problem of young people committing misdemeanors. Juvenile offenders did not usually receive any penalty or assistance from the judicial system nor human service agencies until they found themselves before a judge for committing a more serious crime.

According to Detective Viera, the old system had some distinct negatives. Youth often learned it was "acceptable" to commit a minor crime because they received a "slap on the wrist" penalty. After committing a crime, many young people lacked needed communication with their parents and counselors. Youth often lost respect for society's institutions and the personnel who served the community such as court and

police officials. Also, victims of crime felt frustrated that the courts and police department did not adequately punish or prevent youth from committing such crimes.

Dissatisfied with the statistics and procedures of the courts, Detective Viera developed the Juvenile Justice Program. "The [old] system couldn't accommodate all these first-time offenders," said Detective Viera. "They were slipping through the courts, with nothing to tell them that it was not all right to do these types of things --their parents might get a letter telling them to make sure their youngster didn't do it again, but that was about it." This program stems from Detective Viera's belief that the community needed to be involved in a program to help ensure that first-time juvenile offenders do not become repeat offenders who graduate to felonies.

STRUCTURE AND ACTIVITIES

The program begins when the Carlsbad Police Department arrests a juvenile and assigns the case to the juvenile diversion officer. In cases involving misdemeanors, the diversion officer interviews the youth, explains his or her alternatives, and usually advises participation in the Juvenile Justice Program. Should the youth decline the offer to participate, the case is processed through the juvenile court and the county probation department.

The first phase of the program is the community tribunal. Instead of determining guilt or innocence, the community panel tries to identify the causes of that act and to tailor a community service project that fits the needs of that youth. The panel--four community representatives, a peer representative, a program coordinator, and a diversion officer--meets weekly to discuss cases.

The diversion officer begins the hearing by presenting the background of the case and clarifying any legal questions that the panel may have. The victim may participate in the hearing procedure and give a statement to the panel. Then the juvenile and his or her parents enter the room and introduce themselves. The panel questions the offender and parents to determine the context in which the offense took place, to learn how the youth sees what he or she has done, and to understand the young person's general situation. The facts revealed during this questioning period serve as the basis for the contractual assignments.

After the questioning period, the panel excuses the offender and parents while it confers on appropriate contract assignments. The panel writes a contract and assigns a return date to reappear before the panel. The family reappears before the panel and is informed of the contractual assignments. When explaining the assignments, the panel reminds the juvenile that he or she is allowed only one chance to appear before the justice panel. If the youth fails to complete the assignments or, if after completing the assignments the youth becomes involved in other criminal offenses, he or she will be immediately referred to the juvenile court. If the contract is agreed to, then the diversion officer and the offender sign the contract. The victim may observe this portion of the hearing..

The panel attempts to assign community service that will give the offenders a sense that they are responsible for their actions. "We can get as creative as we want," said Penny Velazquez, Carlsbad Police Department's juvenile diversion coordinator. "We can tailor-make it to the individual and the offense. We want the kids to understand that they are responsible to the community for their behavior, not to me or the police department."

Assignments are intended to facilitate personal growth as well as to punish. For instance, when Calvin, a 17-year-old offender, went through the Juvenile Justice Program for committing a misdemeanor, the panel decided to put his abilities as a classical musician to good use: 30 hours performing music for the elderly patients at Carlsbad-by-the-Sea.

The coordinators of the program believe that widening a youth's perspective is in many cases exactly what is needed to further the transition from childhood to adulthood. When assigning the work, the panel considers the youth's availability, any physical limitations, whether the offender already works at a paying job, and how long it will take to complete an assignment.

The panel attempts to assign the community service hours within a week after the hearing so that the association between the offense and the consequence is not lost. The work assignments are usually performed on Saturdays between 9 a.m. and 1 p.m. and are usually completed in several weeks. Some work-sites accept flexible hours during the weekday after school.

Counseling can also be a part of the required assignments, either for the individual or the family, if the Juvenile Justice panel's members believe it is needed.

The offender and parent appear before the panel again at a designated time to present confirmation that the assignment was completed. In addition, the offender writes an essay on what he or she learned from the program and the community service agency writes a letter describing and evaluating the youth's work. The panel either accepts or rejects the offender's efforts to complete the assigned tasks. If the panel rejects the efforts of the youth, then additional assignments are given along with another date to appear for final reevaluation, or he or she is dismissed and the case is immediately forwarded to the juvenile court for further action.

If the juvenile successfully completes his or her assigned tasks, the case remains open for at most 90 days. During that time, the program coordinator monitors each offender for truancy problems, curfew violations, and other criminal offenses which might occur outside of the police department's jurisdiction. If the student abides by the contract, the program coordinator closes the case and the youth is released from the program.

STAFFING, FUNDING, AND OTHER RESOURCES

Detective Viera screens the juveniles that are eligible to participate in the program. He then passes the cases on to Linda Ledesma, the juvenile justice coordinator, who assigns the juvenile offenders' hearing dates; monitors the community panel members to ensure they understand their responsibilities; searches for appropriate community service projects; and coordinates the followup procedure, such as communicating with the youth's manager at the community service project.

The program is set up so that volunteer representatives rotate on and off the panel. They participate first as observers to become familiar with the operations of the hearings. As panel members, they serve once a week for up to three hours per evening for two weeks every three to four months. After the two weeks, the member will rotate off of the panel and then rotate back onto the panel in three to four months. This schedule does not place an undue burden on the volunteer and ensures that the panel represents the diversity of the community.

Patrick Taylor, a social worker and licensed administrator in health care, has served on the volunteer panel. "I see an absolutely aggressive program...having a definable impact...like nothing I've seen before," said Taylor, evaluating the program. He added, "Its intent is clearly preventative, and its goal is fundamentally to advocate for the child."

The police department pays all of the cost for the program. Since the panel members are volunteers, the only expenses are a part-time program coordinator, office supplies, and postage. The police department spends annually $22,000 a year for the salary of the program coordinator, who works 20 hours a week. Since the coordinator is a contracted employee, she does not receive benefits. Detective Viera contributes about 30 percent of his work-time to the program; his salary is included in the police department's budget. The police department pays an additional $400 for office supplies and postage.

FUTURE PLANS

The Carlsbad Police Department would like to expand the hours of the juvenile justice coordinator and to conduct workshops for other law enforcement agencies on how to implement a comprehensive juvenile diversion program.

COLUMBIA'S COMMUNITY POLICING PROGRAM IN PUBLIC HOUSING

Sergeant E. T. Young
Columbia Police Department
1409 Lincoln Street
Columbia, SC 29201
(803) 733-8415

SUMMARY

Many positive changes, including significant reductions in crime, are taking place today in what were previously some of Columbia's most crime-ridden public housing communities, largely because of a community policing program being implemented within public housing. Through this program, police substations staffed by two officers operate out of public housing developments, which traditionally have been affected by particularly high incidences of crime, poverty, and other problems. The program is designed to deter crime, including drug trafficking, and to foster collaborative and mutually trusting relations between the police and residents of public housing. It is part of the Columbia Police Department's efforts, led by Chief Charles P. Austin and supported by Mayor Robert D. Coble, to promote community policing as a way to prevent crime in the city.

Although in operation for less than two years, the public housing community policing program has already been highly successful. Police department's statistics, such as those which show a decrease of almost 40 percent in the crime rate in some of the participating public housing communities, attest to the positive results of the program. There are also other important, although less quantifiable, illustrations of how the program is helping to improve the lives of the residents and relations between the police and the community. For the first time in many years, for example, elderly residents can enjoy sitting outside their homes without fear; unaccompanied police officers can walk through the area without being attacked; residents frequently approach police officers with information about criminal activities; and residents view police officers as individuals who know them personally and are there to help them.

BACKGROUND

In response to the growing problem of crime and vandalism in public housing, the Columbia Police Department, in conjunction with the housing authority, established the community policing program in October 1990. Mayor Coble, who fully backed the proposal to establish this initiative, strongly supports the program.

Hendley Homes, a housing complex with approximately 800 residents, served as a test site for the community policing effort. Because of its success and the support it received from the community, the program has since been extended to another three complexes, with a total resident population of over 4,300. It is expected to continue to grow in the future, with police substations gradually being opened in more public housing complexes.

Approximately 10,000 people, or 10 percent of Columbia's total population, live in 23 public housing complexes located throughout the city. A large number of the residents are African-American women and their children. About 30 percent of the public housing units are occupied by elderly and disabled persons; 60 percent of the remaining units are occupied by families with female heads of household and their underage children. The majority of the residents, or approximately three-fourths of the households, are working poor, with only 25 percent receiving Aid to Families with Dependent Children (AFDC).

As in many other cities, public housing in Columbia has large concentrations of people living in relatively small areas and a high incidence of illegal activities. The residents, the vast majority of whom are law-abiding citizens, often live in fear. They are victimized not only by some of their neighbors from within the complex and the surrounding community, but also by people from other areas of the city who utilize public housing as sites

for their illicit acts. Columbia public housing also has particularly high concentrations of young children and youth, most of whom are from single-parent working families and need companionship, positive male role models, and supervised activities.

Prior to the establishment of the community policing program, the relationship between the police and public housing residents was generally distant. Mostly strangers to one another, they came into contact primarily when the police were responding to a call or arresting someone.

STRUCTURE AND ACTIVITIES

Police officers expand role beyond law enforcement. For the police officers assigned to the substations in Columbia public housing, participating in the community policing program has required a significant expansion of the role they played when they were stationed in a traditional precinct. One of the officers' principal functions is to establish contact with the residents and visitors at the public housing complex, and to create opportunities for the residents and the officers to get to know one another. In addition to enforcing public law, the officers' specific duties include participating in a wide range of youth athletic activities and keeping a special watch on elderly residents.

By being onsite in the housing complex, the officers are more readily accessible to help prevent and respond to crime-related problems. They also play many other roles in relation to the housing residents, including serving as coaches, youth counselors and disciplinarians, service brokers who help the elderly and others in need to access community services, role models for youth, and friends. They know, for example, every one of the many children living in the housing complex by name, and every child knows them. Their substations are often popular "hang outs" for teenagers. And it is not uncommon for children to refer to individual officers as "my policeman"--a term they would not have used prior to implementation of the program.

Police participate in diverse community activities. According to the initial agreement reached between the police department and the housing authority when the housing community policing program was established in 1990, the police officers participating in the program were to "address any and all police-related activities in the (Hendley Homes-South Edisto Avenue) area." As the officers assigned to the substations became increasingly familiar with the public housing residents and their needs, their interest in expanding the types of community activities in which they were involved also increased. They now participate in numerous activities, having greater interaction with diverse groups of residents, from toddlers to the elderly.

Working closely with the housing authority and the department of parks and recreation, the police department is involved in a wide range of sports and social activities in the four housing complexes that participate in the community policing program. The officers' contribution to those activities range from participating in planning meetings, providing transportation, and mobilizing community support to acquire resources needed for sponsoring specific events, to helping implement the activities by serving as coaches or providing other assistance.

Sports and other recreational activities are a major focus of Columbia's public housing community policing program. These activities provide the police officers opportunities for establishing close one-on-one contact with the children and youth living in the public housing developments, many of whom would otherwise lack positive male role models. These activities also offer youth alternatives to idleness and criminal behavior. They also have helped to instill in many of those children a new sense of belonging to a community and the value of working together with their neighbors and the police for common goals.

Athletic activities, sponsored by the department of parks and recreation, were underway in some of the public housing complexes prior to the establishment of the housing community policing program. Without specific staff to serve as coaches and team leaders, however, those activities generally lacked structure, stability, and supervision. Since the program was implemented, the sports and recreational activities have been gradually expanded, with the police officers often taking the initiative in organizing them. Police officers, for example, help organize and regularly coach various sports teams and occasionally take youth to college basketball games, bowling and other sports activities and events.

Other recreational and social activities for youth in which police officers in the housing community policing program are involved include:

- Camping trips.
- Community talent shows.
- Dances.
- Weekly puppet shows and movies.
- Drill teams, designed to teach Boy Scouts discipline and self-control.
- After-school tutoring programs, utilizing students from local universities as volunteers.
- Learning Centers, staffed with teachers from the Richland School District, where children suspended from school must go during the day until they are allowed to return to school (one center is located on the second floor of a police substation).
- Special talks aimed at deterring youths from drugs and other crime, with diverse public and private agencies serving as resources.

The officers also give special attention to elderly residents, visiting them to see if they have particular problems and assisting them in obtaining needed help, whether it be medical care, a fan or air conditioning unit, or public benefits.

STAFFING, FUNDING, AND OTHER RESOURCES

Community policing requires special characteristics and qualities from the officers who work directly and intensively with the public on a daily basis. For the officers in Columbia's public housing community policing program, being able to establish good rapport with citizens of all ages, playing various roles beside law enforcement, and having the patience and sensitivity needed to respond to diverse human situations, ranging from counseling individual youths to responding to domestic violence, are some of the qualities which have helped them in their job.

Another characteristic common among these officers is their high level of interest and involvement in their work with public housing residents, which has often led them to work particularly long hours--many more than their required eight-and-a-half hour shifts. As one of the officers stated, "This job is very time consuming and involves a lot of commitment. You get so involved with the kids and the work is so rewarding that you forget about time."

Recruiting officers to participate in the housing community policing program has not been a problem for the police department. Several police officers, all with significant levels of experience, have requested to be considered for the positions.

Police officers assigned to the substations work on separate shifts, either day (7 a.m. to 4 p.m.) or night (4 p.m. to 1 a.m.). When the officers are away from the substations, the housing complexes are periodically patrolled by officers from the nearby precinct or by officers assigned to other substations.

A collaborative effort. Crucial to the success of Columbia's housing community policing program has been the strong collaboration among the key public agencies involved in this effort and the support it receives from Mayor Coble, the city council and the public. The police department, the housing authority and the department of parks and recreation--from the chief and executive directors to the officers and other staff involved with daily program activities--work closely as a team, pulling together needed resources to make the program work.

The program was initiated with $60,000 provided by the housing authority from a grant by the U.S. Department of Housing and Urban Development's (HUD) Comprehensive Improvement Assistance Program. That money was used to pay for the salary and benefits of the two police officers assigned to Hendley Homes. Funding from HUD's Drug Elimination Grant Program pays for another two officers' salaries. The Police Department pays the salary of the other four officers in the program. The police substations are located in apartments which the Housing Authority makes available to the police department, along with necessary furniture, telephone and utilities. The Housing Authority, the Department of Parks and Recreation and the Police Department work together in organizing and supporting the various social and recreational activities offered to the residents of the public housing developments, particularly children and youth.

These agencies, along with Mayor Coble, actively seek community support to supplement public resources available for those activities and provide youth additional positive alternatives. The community has responded with more and more sectors participating as partners in this effort. For example:

- Civic organizations have donated funds for the purchase of Boy and Girl Scout uniforms for children who would otherwise not be able to join the organization because their parents cannot afford uniforms (over 800 children in public housing participate in the scouts programs).

- Through a special arrangement with the University of South Carolina and local colleges, students recieve college credits for serving as after-school tutors for children.

- The United Black Fund provides computer equipment for the Hendley Homes Learning Center.

Community support for the program. To be effective, Columbia's public housing policing program, like other community policing efforts, must have the support and cooperation of the community it serves. Since its outset, the program has enjoyed the support of the community, including the residents of the housing developments where the police substations are located.

Prior to the opening of the substations, the police department and the housing authority organized meetings with the housing residents and community leaders to explain the program, gauge their reaction, and elicit their support. The initial reactions to the program was overwhelmingly favorable, with residents welcoming the idea of having a greater police presence and involvement in their community as a way to address their concerns about crime and lack of security. Meetings to discuss issues relating to the program with residents associations at the participating complexes continue to be organized monthly by the police officers and staff of the housing authority and the department of parks and recreation.

As the program became more established, a trusting and cooperative relationship between the police officers and the residents developed. This type of relationship is evident by the significant level of information that citizens now share with the officers. That information, in turn, increases the police's ability to respond to drug trafficking and other crime in the community.

The decrease in crime that has resulted from the housing community policing program has led to greater community support for this effort. An article in The State (March 11, 1991), entitled "Live-in Police Reaching Residents," reported on residents' views on the community policing program. "Residents say they are seeing fewer shootings, drug transactions, assaults, fights, thefts and other crimes," the article stated. "At least a dozen residents said that they're still seeing crime at their complex, but not nearly as much now." "It's nice, quiet and peaceful out here now. It's a different place," it quoted one resident. "Now you can walk outside in peace and not worry about getting shot up; they need these police stations all over town," it quoted another.

FUTURE PLANS

Program results. By all indications, the community policing program in Columbia's public housing is a success, as the following data show:

- **Reduction in crime rate in public housing.** For example, there has been a 38 percent decrease in crime in and around Hendley Homes since the program began.

- **Reductions in calls to police.** The number of calls the police received from residents of the participating housing complexes and surrounding neighborhoods has dropped by approximately 20 percent since the substations were first opened.

- **Reduction in police response time.** Because they are already in the area, police officers can respond more quickly (approximately two to three minutes) to problems arising in or near the public housing communities.

- **New valuable source of information for police.** Placing substations in the public housing complexes has provided the police "one of its best sources of information" on criminal activities, according to police department officials.

The public housing community policing program's effectiveness is also illustrated by other factors, including changes in police and citizen attitudes about one another. Because of the program, for example, the residents of public housing and surrounding neighborhoods have a new favorable attitude towards the police, and police officers and command staff view the community as partners in their fight against drugs and crime. Public housing residents can enjoy a new sense of security and less fear of crime. Children are deterred from crime and offered positive alternatives and role models. "We already have seen many kids turn their lives around and stay out of trouble," said a police department official about the program. Seeing those changes and being told "we are glad you are here" by the people they serve are some of the other factors which let the police know this program is making a difference in their city.

Because of its success, the program will continue to be expanded, with at least 12 substations planned to be in operation by 1993.

COLUMBUS'S CONDITIONAL DISCHARGE PROGRAM

Officer Gary Wisham
Program Coordinator
Columbus Police Department
P.O. Box 1340
Columbus, GA 31993
(706) 596-7262

SUMMARY

Columbus (Georgia) has launched the Conditional Discharge Program to help turn substance abuse offenders into productive citizens and save the city considerable money in the process. This initiative creates a partnership among law enforcement, courts, and health officials.

The courts allow offenders who commit substance-abuse-related misdemeanors to enter conditional discharge. The program determines how to help each participant become drug-free and how to deter him or her from committing another crime. It then develops a specific rehabilitation contract for each individual. All participants, however, must attend drug education classes and are randomly drug tested. In some cases the contracts require drug rehabilitation, substance-abuse or psychological counseling, and/or a prison tour. The police department requires the offender to pay a fee for his or her drug screens and examinations, thus shifting some of the financial burden of handling the offender from the taxpayer to the offender. Conditional Discharge also helps participants find jobs and continue their education.

While rehabilitating the offender, the program is designed to reduce court costs, lower case loads, and save bed space in the county jail for offenders of more serious crimes. According to the program coordinator, Conditional Discharge saves the city $600,000 and the state $1.3 million. Since it began in 1990, the program has treated 182 male and female substance abusers and sent only 17 back to the courts for sentencing. The recidivism rate among former participants is only 8.7 percent.

Sixty-three percent of the participants were arrested for DUI or as a minor in possession of alcohol. In fact, 75 percent of participants indicated that alcohol is their primary drug. Other offenses ranged from theft while under the influence to possession of marijuana or cocaine.

BACKGROUND

The number of prison admissions in Georgia for alcohol- and drug-related crime increased 800 percent over the past decade. Three-fourths of all robberies and half of all felony assaults committed by young people involve drug users.

Columbus' Chief of Police, W. J. Wetherington, wanted to trim the cost of law enforcement, court cases, and corrections as well as reduce the recidivism rate associated with substance abuse. To address these problems, the chief appointed a new drug education committee. Since the committee's goal was to reduce the high recidivism rate for substance abuse offenders, it decided to adopt a substance abuse program that involved education.

After reviewing many existing programs, the committee decided to design their own program. The committee discovered a state law--Georgia Code 16-13-2, Conditional Discharge for Possession of Controlled Substances as First Offense--under which such a program could operate. The committee collaborated with the city attorney, the municipal court, and state and superior courts. They proposed an ordinance that would be patterned after Georgia Code 16-13-2, but limited to those aged 17 to 28 (although judges have assigned 40-year-old offenders to the program). The committee believes this age group is still very impressionable. Moreover, this is the largest group of drug and alcohol abusers, and the committee thinks the program could have the greatest impact on them.

The police and sheriff's departments provided start-up funds to pay for computers and a urinalysis machine, but the majority of funds came from a one-year renewable federal grant. Four staff members were assigned to the new program, and a wing of the government center was allocated for its use.

STRUCTURE AND ACTIVITIES

The Conditional Discharge Program targets people who commit misdemeanors which are substance-abuse related. The program lasts a maximum of six months for the recorders court, a minimum of three months to a maximum of 12 months for the municipal and state courts, and a minimum of 12 months to a maximum of 36 months for the superior court.

If an individual pleads guilty, the judge allows the offender to participate in the program instead of facing charges. Charges range from violating the open-container ordinance to possessing cocaine. If an offender consents, he or she must sign a contract that has the following requirements:

- Report to the program office within 72 hours for intake and enrollment.
- Take an assessment examination and participate in a followup interview.
- Receive a service plan for education and referral for treatment, monitoring, and drug screening.
- Pay for the cost of the program up front. Each person pays $115 to $545, depending on the assigned program. If the court determines that the offender is indigent, then the court arranges a payment or assigns community service.

Once the offender reports to the program office, he or she completes an intake form and takes the Substance Abuse/Life Circumstance Evaluation (SALCE) assessment examination, a 94-point questionnaire to determine the individual's level of drug abuse and other life style information. SALCE's validity is based on comparing its result to the result of personal interviews obtained by professional substance abuse counselors.

After the SALCE questionnaire is scored, a member of the staff interviews the offender. A service plan is designed to address the individual needs of the offender. The service plan can add various components, such as:

- Alcohol or other drug detoxification at a private or public facility.
- Mental health counseling for emotional and family problems at a private or public mental health facility.
- Attendance at a specified number of meetings with drug-related anonymous organizations.
- Attendance at a basic education literacy program.
- A tour of correctional facilities in Georgia.

All plans include monitoring and drug screening and nine two-hour sessions of substance abuse education. These sessions are held in recorders court for two reasons. The program wants to remind the participants that they will have to return to this court for sentencing if they fail to complete the course, and the court is located on the same premises as the county jail and the drug testing machine.

The substance abuse curriculum includes information about the addiction process, physical dangers, social and economic effects, and the legal ramifications of substance abuse. The program uses videos and a slide show that reveals the death and destruction caused by drug-related incidents in the Columbus area. Class attendance and participation are essential for successful completion of the program.

In addition to class requirements, the program monitors individuals for substance abuse through random urine testing. The administrators believe that random drug testing is imperative to motivating participants to make lifestyle changes and to deterring future problems. If participants miss scheduled classes or test positive for substance abuse they may be dismissed from the program. If an individual is expelled from the program, the court recalls his or her case for standard sentencing. No one may enter the program more than once.

Most of the participants are required to take part in a tour of the Al Burruss Medium Security Prison and the Jackson Diagnostic Center. At the prison, participants are turned over to the staff and treated nearly the same as actual prisoners. During their three-hour visit they are searched before entering, marched into the building, commanded to stand at attention facing a blank wall for approximately an hour, and required to watch prisoners shower, shave, and have all their hair cut off. The tour at Jackson concludes at Georgia's electric chair, where a staff member explains in detail the process by which an inmate is executed. The purpose of the tour is to remind the participants that the community will not tolerate substance abuse, and that the courts will not hesitate to sentence offenders to prison for a second substance-abuse-related offense.

"We have a class that night, we talk about the day's activities. They start spilling everything: wrecked home life, abuse in the family--sexual, physical, whatever. Some end up in the fetal position, crying their hearts out," said Officer Gary Wisham, a program coordinator. "We have broken through the barriers at this point."

Over the next several weeks and months, the youth's drug and emotional problems will be attacked from every possible angle: classes, counseling, referrals, studies, education, random drug testing, help toward receiving a GED, job searches, and even extensive psychiatric treatment for the most severe emotional and mental problems.

"Most of the people on our program really want help, " said Wisham. "Before coming here, they didn't know how to ask for it; they didn't know what to do, and most of all they didn't know anyone cared--least of all the police."

After phase one, participants move into a less rigorous phase two, which could be termed after-care. Efforts are focused on continuing the progress made, referring participants to health and educational programs, job searching, and involving families in the program. Until phase two, families are excluded to force offenders to support themselves. In this phase, meetings with the program are usually spaced two to three weeks apart. Participants can still be terminated from the program if they make a mistake in this stage; drug testing continues at any time or place.

Once a participant completes the substance abuse education program, he or she will still be required to submit to random monthly drug screens and annual reports that monitor behavior. This phase of the program continues, depending on the length of their contract, from six months to three years.

When participants complete all aspects of the service plan and successfully pass all drug screens, the charge against them is dismissed, and they are discharged from the program through the same court that sentenced them.

STAFFING, FUNDING, AND OTHER RESOURCES

The program has an advisory committee that evaluates the program's success and makes recommendations. It consist of officials from the police department and the courts, health professionals, and city residents. This committee met monthly for the program's first six months and currently meets quarterly, or as the chief of police deems necessary.

The staff is comprised of a program supervisor, assistant supervisor, intake officer, and a senior administrative assistant.

The program supervisor coordinates with the Bureau of Administrative Services and acts as a liaison to judicial authorities of each court affected by the program. He or she also acts as a liaison with other criminal justice agencies, mental health agencies, and with the Georgia Department of Human Services. Furthermore, he is one of the primary instructors for the drug education sessions.

The assistant supervisor helps with classroom instruction and coordinates with the intake officer and program supervisor the attendance and progress of the participants

The intake officer oversees the assessment, counseling, referrals, and service plan of the participants. He or she is also responsible for office security.

The senior administrative assistant coordinates activities of the program staff, prepares work schedules, and expedites the work flow. He or she maintains testing procedures on scores, produces monthly and annual reports of the unit's progress, and acts as a liaison to various courts and law enforcement entities.

The equipment chosen to perform the urinalysis is the ADX System from Abbot Laboratory. This system was chosen because it rated higher than others in the four main areas of concern: sensitivity, specificity, accuracy, and precision.

Most of the program's budget is spent on salaries, computer equipment, test forms, and the use of a computerized analyzer capable of testing a person for 11 different drug types. The program's $100,000 budget is funded primarily through a grant, which is 75 percent federal and 25 percent local government matching funds. In 1991 the grant totaled $99,333. Due to federal budget cuts it was reduced to $77,930 in 1992. The remaining cost is covered by the city budget.

FUTURE PLANS

Officer Gary Wisham hopes the services of the program expand to ensure that these first-time offenders become productive citizens. For instance, he would like the program to have more resources for helping these individuals increase their educational levels and find jobs. Conditional Discharge has received assistance from local businesses. Businesses Against Drugs (BAD), for instance, pays for half of a former participant's salary if a business hires the individual. Officer Wisham would also like to track the progress of former participants. These additional services, however, would require another full-time staff member.

ELKHART COUNTY'S DRUG TASK FORCE: A POLICE COMMUNITY PARTNERSHIP

Sergeant William V. Wargo
Task Force Supervisor
Elkhart County Drug Task Force
P.O. Box 275
Elkhart, IN 46515
(219) 294-3784

SUMMARY

The Elkhart County Drug Task Force was formed in 1986 to combat the flow of illegal drugs into the county. It brought together several local police agencies to work cooperatively in drug control efforts and has strong support from the citizens of Elkhart, who currently provide more than half of its funding through donations. Despite the task force's success in disrupting several major drug rings, Elkhart is currently experiencing a significant increase in the distribution of crack cocaine.

BACKGROUND

The task force was initially formed by the Elkhart County Prosecutor's Office, the Indiana State Police, the Elkhart Police Department, the Elkhart County Sheriff Department, and the Goshen Police Department. It was supervised by the Indiana State Police until early 1987, when the state police withdrew from the task force due to state requirements relating to the handling of intelligence information. In 1988 the Goshen Police Department withdrew and the Nappanee Police Department joined the task force. These departments were unable to remain in the task force because of staffing shortages.

STRUCTURE AND ACTIVITIES

While a local agreement to be signed by the various cooperating agencies was drafted when the task force was first formed, the agreement was never signed. The task force operates, therefore, at the discretion of the two departments participating in it. This less formal approach has worked well, however. The officers of the police and the sheriff departments have maintained an excellent working relationship while the task force has been operating. The supervisor believes many investigations could not have been accomplished without this multijurisdictional effort.

The sheriff department does not do any independent narcotics investigations, referring them to the task force. The Elkhart Police Department has established an anticrime unit which is involved in street-level interdiction. The task force provides the unit with informants and some operating funds. The police department does not investigate any narcotics cases independently, however; all information is forwarded to the task force to avoid duplication. The task force works cooperatively with the state police and with the police departments in other jurisdictions within the county on a case-by-case basis. Other information is exchanged between them as appropriate.

When the task force was first begun, the county prosecutor assigned a full-time deputy prosecutor to it. He was available 24 hours a day, did all of the search warrants, filed all of the cases, was available for legal advice on search and seizure questions, and served as a sounding board for various aspects of the investigations. Because of funding cutbacks in the county, a full-time deputy prosecutor is no longer available to the task force.

While the task force members can go to the various deputy prosecutors for search warrants and other assistance, they end up doing some of the legal work themselves and relying more on their own judgment. The county prosecutor has made the part-time services of a private attorney available to the task force for civil forfeiture cases. This effort is just beginning, but the attorney's availability and vigor has provided considerable assistance to the task force.

Task force results. While the number of cases handled by the task force has significantly increased since 1987, there has been some fluctuation from year to year. Each case is an actual delivery of narcotics or a separate charge or count. The task force handled 126 cases in 1987, 162 in 1988, 255 in 1989, 177 in 1990, and 205 in 1991. These cases involved 72 defendants in 1987, 117 in 1988, 183 in 1989, 99 in 1990 and 113 in 1991.

The task force supervisor explained that members provided protection to a confidential informant who was testifying in several trials between July and October 1990; as a result the task force was "basically out of

business" during that period, thus accounting for the decline in cases. In 1991 more than three-fourths of the cases involved crimes occurring within the City of Elkhart; half involved cocaine.

The amount of drugs seized or purchased by the task force has increased significantly since 1988. In 1988 the task force seized or purchased 1,303.5 grams of cocaine, including a single seizure of 1,000 grams of pure cocaine. In 1991 the Task Force seized 828.9 grams of cocaine. The amount of marijuana seized or purchased increased from 7,446.5 grams in 1988 to 31,775.3 grams in 1991. Ten doses of LSD were seized or purchased in 1988, 745 in 1991.

The influx of crack cocaine. The task force's 1991 year end report indicates that crack cocaine is now occupying most of the time of the task force officers as they try to keep up with the rapid increase in crack distribution within the county. The report states that "the irony of this situation is that this explosion of crack dealers from Detroit, Saginaw, Benton Harbor, Toledo, South Bend and Chicago seems to have come about as a result of the task force's success in 'putting away' a large number of major dealers."

The task force made one purchase of crack cocaine in 1989 and five in 1990. In December of 1991 alone, task force personnel made 18 undercover crack cocaine buys. During the first quarter of 1992, there were 108 undercover crack cocaine purchases involving 76 different defendants. The task force supervisor explained that as a result of the recent and growing influx of crack cocaine to the area the task force has had to temporarily abandon its concentration on upper-level narcotics traffickers and concentrate on making street buys of crack cocaine.

Drug education efforts. The task force is also involved in community drug education efforts. In 1991 it presented 73 drug awareness programs in various communities throughout Elkhart County. The presentations are made by the task force supervisor before local clubs, civic organizations, and neighborhood groups; to school personnel and to any other group that requests that he come to talk to them. The City of Elkhart now has as many officers working in the Drug Abuse Resistance Education (D.A.R.E.) Program as it has assigned to the task force. Commitment to drug prevention efforts is clearly growing.

STAFFING, RESOURCES, AND FUNDING

The task force consists of three officers from the Elkhart County Sheriff Department, four officers from the Elkhart Police Department, a supervising sergeant from the Elkhart Police Department, and one civilian employee from the Elkhart Police Department. While the civilian is designated as a secretary, her responsibilities are more those of an administrative assistant. She has received extensive training in criminal analysis and is able to develop flow charts and link analysis charts on criminal investigations. She frequently works independently in the office, receiving intelligence information and determining the appropriate investigative response to it. The task force supervisor has requested that the position be upgraded to reflect the job actually being done.

The Elkhart County Fight Crime Fund. The task force is able to operate because of significant support from the citizens of Elkhart. Indeed more than half of its budget comes from local citizens' contributions through the Elkhart County Fight Crime Fund. The fund was established in 1981 to provide money to Elkhart County law enforcement agencies to use in their efforts to prevent the sale and use of illegal drugs. While the lion's share of the fund goes to the task force, some money is available to other police agencies within the county to pay informants and make buys. The fund has a citizens board which solicits contributions from local citizens.

In 1991 the fund disbursed $58,934 to the task force. Nearly all of the funds were used for "buy money" or for fees associated with confidential informants. In addition, the fund paid for rent and utilities for the office space occupied by the task force, which is a separate facility not attached to either law enforcement agency; for telephone; and, until September 1991, for gasoline for undercover vehicles. According to the task force supervisor, the task force would not and could not exist without the support provided through the fund. The fund has currently diminished, but a major solicitation is planned.

The task force receives $20,000 a year from the county budget and $30,000 a year from the city budget. It has never been selected to receive federal antidrug enforcement funding through the state.

FUTURE PLANS

The task force has established several goals for 1992. According to the 1991 year-end report, the task force wants to:

- Continue to tackle the crack cocaine problem by making undercover purchases and obtaining search warrants for operating crack houses.
- Work with other agencies in the area and the Federal Drug Task Force in South Bend to halt the flow of illegal drugs into Elkhart County.
- Continue to assist the community in public awareness programs.

FORT PIERCE'S TUTORING PROGRAM

April Podnar
Public Information Officer
Fort Pierce Police Department
920 South U.S. 1
Fort Pierce, FL 34950
(407) 461-3820

SUMMARY

Through a police department sponsored tutoring program, elementary-aged children in northwest Fort Pierce have the opportunity to receive additional educational assistance from police officers and community residents who volunteer their time. The tutoring program, begun in 1990, is designed to help children in high-crime areas learn more outside of school and become more successful later on in life. The police department coordinators believe if these children do well in school and build self-esteem, they are more likely to avoid drugs and crime in the future.

The tutoring program is part of the Fort Pierce Police Department's long-term strategy to prevent criminal and drug activity in the city. The police department encourages police officers and community residents to volunteer in the program and allocates time and space in the Neighborhood-Oriented Patrol Station to conduct the tutoring sessions.

Although in operation for less than two years, the program has received community-wide support. At each tutoring session, there are six to 12 volunteer tutors and up to 40 children. While the program is too new to assess its impact, teachers, parents, and tutors believe it is helping to improve individual academic performance. In addition, the program provides a safe environment for children who might otherwise be victims of drugs and crime-related problems in their neighborhoods. Further, the children who participate in the program view the police officers as friends and individuals who care about their future.

BACKGROUND

The police department's community-oriented policing team and community activists such as Maria Pearson, former president of a housing project tenants association, wanted to establish a long-term preventive program to stem the increasing trend toward violent crime and drug use among at-risk juveniles.

"I want the kids to look at things differently.... I want them to learn they have a chance at life and can have a future," said Maria Pearson, explaining why she helped to start the tutoring program. R. Gil Kerlikowske, Chief of the Fort Pierce Police Department, sees this program as an important crime prevention effort: "We think the tutoring program is important because if we can reach these kids and help them develop, we can anticipate having fewer problems with them in the future."

The housing authority's donation to the police department of a house, the Neighborhood-Oriented Patrol Station, provides a facility for the program. This house, located in northwest Fort Pierce, serves both as a police mini-station and as a community center. Before the department implemented the program, it had identified committed volunteers among the staff and community. According to April Podnar, a program volunteer and public information officer, having or finding committed volunteers prior to implementation of the program is the most important component to starting successfully such a tutoring program.

STRUCTURE AND ACTIVITIES

The tutoring program accepts all school-age children in the community, but is directed toward elementary students; the majority are between first and fourth graders. Information about the program is disseminated in several ways. The police department contacts the local schools about the tutoring sessions. Since the facility is situated in a concentrated neighborhood, children who live in the vicinity wander into the

sessions curious about why other children are in the building. In addition, participants bring their brothers and sisters to the program. The program has also had the good fortune of receiving media attention from local newspapers and television stations.

Since the tutoring program attempts to involve parents and schools, the tutors give first-time participants letters to take home to their parents. The slips notify the parents about when the program operates (every Monday and Tuesday from 5 p.m. to 6 p.m.) and ask parents what school their child attends and in what grade he or she is. A volunteer then contacts the school and speaks with the child's primary teacher. After informing the teacher about the program, the volunteer asks the teacher to identify particular subjects or skill areas in which the child needs to concentrate, such as math, reading, or writing skills. These inquiries help the volunteers understand the needs of the child. The volunteers primarily aid students with assigned homework, such as worksheets. "What homework do you have?" is usually the first question asked when children walk into the station.

The number of children in each session ranges from 25 to 40, with about 15 children attending regularly. The children do not have any attendance requirements, so they may choose to come only once, sporadically, or for every session. In this type of structure, children do not feel guilt or shame if they miss a session and value the program since they are choosing to attend the tutoring sessions.

The program attempts to give as much individual attention as possible to the students. However, if there is a large group of students, the volunteers may place them in reading groups. On holidays, such as Halloween, the program may provide a party or coloring activity for the children. If children make an outstanding contribution to the program, such as bringing in new students or volunteers, the chief of police awards the student with a special certificate.

STAFFING, FUNDING, AND OTHER RESOURCES

The coordinators of the program decided that they wanted fluidity in the volunteer structure to allow for more volunteers to participate. The volunteers coordinate among themselves the days that they can commit to the program. Most tutor at least once a week. They include police officers, community residents, local teachers, high school students, and university students. University students who participate may receive college credit or internship experience for this volunteer work. The number of volunteers at each session ranges from six to 12, three or four of whom are police department staff.

Approximately six to eight police department employees tutor. These employees voluntarily participate during their leisure time. Officers may dress in any style, but since many officers have just finished their work shift, they wear their uniforms to the program. Lieutenant Robert Sandifer demonstrates the positive effect a police officer can have by participating in such a program. In addition to tutoring, he helps coordinate the program and has recruited his wife and two high school boys to tutor every week.

The tutoring program operates without a budget. Schools, community organizations, and individuals donate books and other resources to the program.

FUTURE PLANS

The Fort Pierce Police Department plans to expand the program and search for funding. The coordinators are meeting with local principals about lengthening the number of days and hours that the program operates. They also would like to increase the number of facilities and volunteers so that more children can participate.

This program demonstrates that a small number of police staff volunteers and community residents can have a significant and beneficial impact on a large number of children. The program not only leads to improving children's educational skills, but also establishes a positive relationship between the community and the police department. "This area is the hard part of bad street, yet here's a program that's working because those involved care about our kids, our community, and our town," says Lieutenant Sandifer.

HAYWARD'S COMMUNITY ORIENTED POLICING AND PROBLEM SOLVING SYSTEM

Lieutenant Dennis Houghtelling
300 West Winton Avenue.
Hayward Police Department
Hayward, CA 94544
510-293-7295

SUMMARY

The essential component of community-oriented policing is the relationship that develops between the patrolling officer and neighborhood. The approach is based on the premise that the police and the community must regularly communicate with each other to address effectively both the issues of crime and other social conditions that affect the quality of life in a neighborhood.

In July, 1991 the Hayward Police Department revised its organizational structure based on this philosophy. Hayward calls its policing system Community Oriented Policing and Problem Solving (COPPS). All patrol officers are assigned to and responsible for a small neighborhood. As a result, they come to understand the problems of the community and the residents come to know them. The plan encourages officers to form watch groups and after-school programs, and to patrol on foot and by bicycle. All these efforts are intended to facilitate communication, trust, and partnerships between the police and the residents. In addition, COPPS tries to share the responsibility of problem-solving with the community and to provide services that are responsive to the needs of individual neighborhoods.

Hayward Police Department has undertaken COPPS to reduce crime by increasing citizen involvement in creating safe, drug-free neighborhoods. Through anecdotal reports police department officials believe that communication between the police officers and residents is significantly increasing. Since the police department only adopted COPPS a year ago, it has been unable to assess its effectiveness to this date.

BACKGROUND

In 1988, Hayward city officials believed that police department service did not effectively respond to drugs, crime, and other safety concerns. The Hayward Police Department operated according to the "traditional" policing model, which involved random patrolling and rapid response to calls for service. Since the city wanted to know how residents felt about police services, it widely distributed a police questionnaire to residents. After city officials and members of the community evaluated city services, they identified crime, traffic, and safety patterns as the primary issues of concern.

In 1989, City Manager Lou Garcia, a strong advocate of community-oriented policing, had the opportunity to appoint a new police chief. He hired Joseph Brann from Santa Ana, a city currently practicing community policing, and asked him to implement the philosophy in Hayward.

In an initial evaluation of the department, Chief Brann observed that traditional policing had distanced itself from the community by placing officers in vehicles. "Cops drove around in their steel cocoons, insulated from the public," said Chief Brann. He thought the department used rapid response at the expense of allowing officers the time necessary to examine existing patterns of crime and formulate strategies to address root causes instead of symptoms. Chief Brann also believed that the department's internal structure had become so centralized that the creativity of its employees to deal with problems had been stifled.

After identifying the service problems, the chief with the support of city administrators, restructured the department on the basis of community-oriented policing.

A task force of department employees developed an implementation plan for the new structure that would:

- Develop a service area structure that assigns the responsibility for problem-solving and delivery of quality services to every member of the organization.
- Organize shift schedules and deploy staff in a manner that not only responds to calls for service but also facilitates problem-solving and partnerships with the community.
- Encourage department-wide support for this philosophy.
- Decentralize many traditional services and assign responsibility to those who provide them directly.
- Provide training for all employees in community policing, problem solving, high-quality service delivery, networking with community groups, and the use of all available resources.

STRUCTURE AND ACTIVITIES

Under the new structure, the police department divided Hayward into three areas for patrolling and assigned a lieutenant--"area commander"--to each. The department established the areas through a process that considered natural geographic boundaries, population, crime rates, demands for service, and what people in the neighborhood considered their neighborhood boundaries. While the physical size of each area varies, the population and demands for service are about equal. Each area has a population of approximately 40,000.

All of the resources in the patrol division are assigned to the area commanders, who have responsibility for their area on a 24-hour, seven-day-a-week basis. In essence, each area has its own "police chief." The area commander primarily works with the community to try to ensure that the police department responds to its needs and to implement long-term solutions.

The area commander oversees four or five sergeants and 30 patrol officers in his or her area. On a seniority basis officers bid for areas and shifts. The areas are divided into smaller geographic areas called beats. Once patrol officers have chosen their area, they are assigned to a beat for a minimum of two years. The patrol officers are assigned a beat for at least two years so that they become familiar with the community's problems. "We're getting away from assigning police officers to random areas," Chief Brann said. "They don't get to know the people."

This organizational structure is supported by watch commanders, lieutenants who are responsible for emergencies and other immediate response issues. Patrol officers, therefore, are under the supervision of both the area commander and the watch commander. In addition, the two commanders must coordinate activities since their responsibilities often overlap.

The department also changed the method of assessing officers' job performance. In addition to the traditional method of counting the number of arrests and taking into account other enforcement statistics, the department includes in its assessment how well the officer knows the residents within the beat, his or her efforts in building partnerships, and how well he or she works with the community developing long-term solutions to problems.

Problem solving, another key element of the new philosophy, recognizes that a relatively small number of people and locations within the city are responsible for bulk of the calls for service. Problem solving involves the examination of patterns and trends that indicate the existence of a problem and careful analysis of all factors to identify the root cause. The officers determine what the neighborhood problem is, analyze it in detail, plan a response, and then implement it.

Officers are encouraged to come up with creative ways to handle community problems by working with other city agencies. For example, one officer faced the problem of people speeding on a heavily trafficked street. The typical response is to post a traffic officer for a period of time to ticket offenders. Instead of resorting to this short-term solution, the officer assigned believed that installing bandots - hard plastic bumps in the road - would solve the problem permanently. And instead of sending a memo up the police department hierarchy, the officer spoke directly with officials at the department of public works. "The people who know most about the problems are the ones who are out there," said Chief Brann, in commenting on the incident.

The patrol officers also work with the community to solve problems. In "Neighborhood Alert" groups, police and residents meet to develop strategies to make the community safer and cleaner. For example, police work with residents to remove graffiti and screen new tenants to prevent drug dealers from moving into the neighborhood. The police join citizens in organized anti-drug and crime marches. "It used to be residents that would come to us with a long list of what is wrong and ask us to fix it. Now, more people are realizing we have to work together," said Lieutenant Dennis Houghtelling.

In addition to speaking at community meetings, the department is trying to increase contact with residents by initiating after-school programs, patrolling on bike and foot, and setting up substations. For example, the department has set up a substation at a local mall to increase police accessibility. Officers hold community education events at the mall and patrol officers visit the substation while writing reports and taking breaks from their patrols. The department also schedules crime prevention and training programs for the mall's regular security force. The mall paid for remodeling the space for the substation and does not charge the city rent.

The overall goal is crime prevention. "Police officers work with neighborhood groups, home-owners' associations and businesses to help solve problems before they become crime problems," said Lou Garcia, City Manager. "Our hope is that we will be preventing a lot of community problems by having the police officers received by the general public as an ally as opposed to as an occupying force."

STAFFING, FUNDING, AND OTHER RESOURCES

All patrol officers are deployed to one of the three areas on individual beats. Detectives are centralized and are not assigned to an area, but they do have some area responsibility. The community-oriented approach required the addition of four new lieutenant positions. The police department filled these positions without additional cost by upgrading several sergeant positions and through the civilianization of other sworn positions throughout the department. No additional budget allocation is needed for the new system.

Since the department implemented COPPS, supervisors search for candidates who have the personality traits and skills needed for community interaction as well as law enforcement. The department strongly emphasizes training for both recruits and community members. A full week (40 hours) of training emphasizes the philosophy of community oriented policing and problem solving.

FUTURE PLANS

The police department believes it will take five to eight years to make a complete transition to COPPS and to its full effects. The plan anticipates modifications to meet the changing needs of the community. Police department officials believe as citizens increase their involvement, they will demand more services, which will require additional resources. The department hopes to hire more first-line supervisors to ensure the continuity of the COPPS' approach and to develop young officers in the changing philosophy of service delivery. Additional sworn and civilian staff will be hired if the department's budget increases.

ORLANDO'S LONG-TERM STRATEGY TO REDUCE PAPERWORK AND INCREASE PRODUCTIVITY

Officer Bill Eplin
100 South Hughey Avenue
Orlando Police Department
Orlando, FL 32801
(407) 246-2463

SUMMARY

The Orlando Police Department has implemented the PACE system as a long-term solution to the rapidly increasing amount of information the department must disseminate. Through PACE, an interactive report dictation system, the department completes incident reports, which are used for investigations and public consumption, in 15 minutes instead of having police officers spend 35 minutes writing the same information. Saving 20 minutes on each incident report allows police officers to spend more time exchanging information, forming partnerships, and being more visible and accessible to the community.

The Orlando system's name--PACE--is an acronym for paperless automated call entry. All of Orlando's police officers who are "first responders" use PACE, which has reduced police paperwork while expediting information flow. This increase in efficiency has boosted the Orlando Police Department's patrolling manpower without adding new officers. In addition, the system provides more accurate and legible reporting. Further, in its later stages of development, the system will have additional functions to help identify suspects. For example, PACE will be able to search for a suspect on partial physical descriptions, such as a tattoo on the right shoulder.

BACKGROUND

In Orlando, as in most cities, one out of five calls for police service requires a police incident report. In addition to collecting the information for incident reports, police officers had to complete repetitive forms. This burgeoning paperwork reduced the time police officers could patrol the neighborhoods and slowed police activities such as investigations.

Chief Danny J. Wilson addressed these problems by initiating a nationwide search for police departments using electronic equipment to cut paperwork. He wanted a system that reduced report writing time, improved investigative followup, provided accurate data collection, improved information retrieval, and reduced report flow time.

Chief Wilson then assigned an investigative team to evaluate several alternatives, which included laptop computers and tape dictation systems. The department turned down other state-of-the-art systems that would not save the department enough time or money or were not adaptable to the Orlando Police Department's specific needs and size. The laptops, for instance, would not be effective because many officers do not type rapidly.

The department's planning and evaluation section decided to explore the interactive dictation system implemented in St. Louis. The team examined onsite St. Louis' Computer Assisted Report Entry (CARE) system and Police Incident Reporting system. The team also interviewed St. Louis staff and other cities' police departments that have dictation systems to determine if such a system would be feasible in the Orlando Police Department. After conducting this extensive research on agencies that have attempted to reduce their paperwork, Orlando chose a report dictation system similar to the St. Louis system.

In 1993 the department will complete its fifth and last phase of installing PACE. It will differ from the St. Louis system in that Orlando's system will process and

store all police information on the system. The department refers to the completion of the final phase as a "paperless environment." The department conducted a nine-month simulation to estimate how much time and money it would save. Installing a simplified model of the current PACE system, the department conducted the simulation for both the evening and day shifts in the city's northeast and northwest sections. Two control squads were set up and monitored to provide a comparison between the old and new systems.

The simulation demonstrated that the interactive dictation system completed incident reports 56 percent faster than those that were hand written. In addition, PACE reduced the workload in police reporting, data entry, uniform crime report coding, and records maintenance. The estimated savings was $10,000 per annum in copying costs, not including the cost of labor hours for copying and distribution.

The simulation also proved that PACE can retrieve information instantly, automatically generate event sheets, and store documents such as information for the state's department of law into separate files. More importantly, the simulation demonstrated to skeptical police officers that PACE does reduce the time spent on incident reports and is user friendly. In fact, Officer Bill Eplin, a member of the planning and evaluation team, believes that for the program to be successful, a police department must "market" the system to its officers. According to Officer Eplin, the most important elements for a successful PACE system are convincing the staff of its usefulness and training staff.

STRUCTURE AND ACTIVITIES

Under the leadership of Orlando's current Chief of Police, Thomas Hurlbert, Jr., the department structured PACE so that officers and operators could be involved in determining how the system operates. The program has complaint files and mentor sergeants to field complaints in each patrol section. In addition, any officer can go to the project coordinator or manager and say, "I don't like the way this works and this is why."

"We listen, we study it, and if the complaint has merit, we change it," said Officer Eplin. In fact, the program has moved up the date of installing telephones and improving the cosmetic appearance of the printouts due to officer and operator complaints. "The users can't be uncomfortable," said Officer Eplin, explaining why the department altered its implementation plans.

Chief Hurlbert is installing PACE through a five-phase plan:

- Phase 1--basic inquiry programs, supplemental reports, data conversion, detailed search programs, basic word processing functions, and correction of existing software bugs.
- Phase 2--top quality report printouts, automatic event log distribution, and electronic routing and online review.
- Phase 3--arrest affidavit reporting.
- Phase 4--other departmental forms.
- Phase 5--accident reporting.

The department will augment these five phases with an incidental and conceptual development phase. In this phase, new terminals, printers, and a computer case-folder system will be installed.

STAFFING, FUNDING, AND OTHER RESOURCES

In October 1991, the Orlando Police Department started the PACE program by hiring 30 computer operators and five supervisors, 19 of whom were current department staff and 16 of whom were new employees. These operators work 40-hour weeks and work one of the three eight-hour shifts per day. The computers are operated 24 hours a day, seven days a week. Both the supervisors and the operators attend a training session. The supervisors attend a one week course conducted by the local university. The course is taught at the police department and includes problem solving, coaching, and counseling. The supervisors also attend the training session for the operators. The format for the operators' training follows several standardized procedures:

- The department provides a first day facility and staff orientation.
- Senior police supervisors inform the computer operators about policy procedures and police officer duties.
- Computer operators accompany officers on an eight-hour patrol shift.

- The department advises the trainees that since they are next after the police officers in the chain of reporting events, they can be subpoenaed to court.

- Trainers instruct trainees on other legal matters, such as what you can and cannot share with the public.

- Trainers conduct workshops on problem solving, team building, and cultural diversity.

- Computer operators receive uniform crime reporting training, which includes aggravated assault, burglary, rape, and larceny.

- Instructors emphasize the importance of accuracy and not relying on assumptions. For instance, if the incident is a sex crime, the operator should ask if the suspect is a male or female.

- Computer operators are reminded that each time a citizen calls for customer service it is "the moment of truth" for the police department.

The police officers also attend a two-hour training session. The trainers explain onsite how the computers and the operators function and then instruct the officers on how to dictate reports to operators. In the last stage of the training, the officers practice dictating the incident report information instead of writing it down.

In 1993 all the telephone equipment will be installed, and the department hopes that the installation includes 100 cellular phones in patrol vehicles. In the mean time, the police officers use any phone they can find available. In addition, the department is currently putting phone lines in strategic locations. The phones are placed in businesses and banks, preferably inside to be protected from rain. The department pays for the call boxes, locks, phones, mounting hardware, and labor to install them. Host businesses pay the recurring monthly costs and the installation cost for phone lines.

All the computers, printers, and hardware will be operational after the five phases of development are finished. There will be 90 terminals with six to eight high-speed, high-capacity laser printers. PACE operates on an IBM AS 400 and has custom software programmed by New World Systems. The programmers fixed some computer glitches that arose in the simulation and created a storage and security system. In this early stage of its development, the program has only the most basic word processing functions. After Phase Five, the department plans to add spell check, insert mode, text wrap, and line locate ability online. In 1993 the department will have additional software that will allow it to move toward audio- and videotape recordings, digital photographs, and optical imaging.

If the computers shut down, the officers can call in reports to operators who handwrite them onto standardized reports. The PACE system also has an automatic taping system to clarify any dictation. If problems still exist after listening to the tape system, the operator may call an officer via radio and ask for clarification. If the phones and computers are inaccessible, the police officers are equipped with paper so they can go back to the old method of writing an incident report.

The program's cost was $280,046 for installing the hardware and $470,568 annually for staff salaries. The city government pays for the vast majority of PACE's expenses; additional funding comes from forfeitures and seizures. This investment will actually save the Orlando Police Department money in the long-term. The department estimates that the fully implemented PACE program will save the annual cost of 17 additional officers, $744,838. Therefore, after paying for the one-time capital investment, the PACE program will annually save the department $274,270.

FUTURE PLANS

The department is planning to use the police officers' time saved on incident reports to do community-oriented policing. "We want to use this free time to move back to the basics of policing: bicycle and foot patrols, neighborhood teams, and onsite problem resolution," said Officer Eplin.

The department estimates that PACE is currently saving 15,435 police hours, or 9.6 officers, per year. Moreover, the program electronically generates leads while collecting more information than the old incident reporting system. The existing data does not reflect the anticipated reduction in time spent writing supplements, property supplemental reports, or principal lists. The department expects the PACE system to become more efficient and diverse in its services as it develops. Chief

Hurlbert expects the system to increase its efficiency every year because the program is still in its developmental stage. By 1993 computer operators' and officers' main complaints with the system will be addressed: access to telephones, word processing capability, and the cosmetic appearance of the computer print-outs. In addition, computer operators will be more fluent in police terms and proficient with computers.

Chief Hurlbert also believes PACE will benefit other government agencies. For instance, the department is waiting for courts to make some legally binding precedent decisions regarding the acceptability of electronic storage of data. The state attorney's office is supportive of the PACE program. Finally, Chief Hurlbert would like to contract PACE's services to neighboring police departments. Other police departments could call up PACE operators in Orlando and use the system. Orlando would provide uniform crime statistics, legible reports, and tapes for a minimal fee.

ST. PETERSBURG'S SCHOOL RESOURCE OFFICER PROGRAM

Lieutenant Thomas A. Gavin
Youth Resources Section
Community Policing Division
Police Department
P.O. Box 2842
St. Petersburg, FL 33731
(813) 893-7171

SUMMARY

The sale and use of drugs, vandalism, thefts and violent confrontations are problems which occur regularly in many secondary schools throughout the country. The growing availability of guns in schools has added a new dimension to campus crime in recent years, and increased the probability that students and teachers will be victimized while in school. In St. Petersburg, the likelihood that these problems will occur is minimized as a result of the School Resource Officer (SRO) program, a collaborative effort between law enforcement officers and school administrators. The program is part of St. Petersburg's community policing efforts directed towards youths. The officers participating in the program are all members of the Police Department's Community Policing Division.

Begun as a pilot project, the program has been expanded to all public middle and high schools in the city. The School Resource Officer Program is also being implemented in over 40 of Florida's 67 school districts and in many cities across the United States.

Police officers in uniform (with a firearm) are stationed in the schools, where they serve as law enforcers, counselors and instructors. In addition to helping maintain a safe school environment, the School Resource Officer Program is designed to promote a positive relationship between students and police officers and to provide law-related instructions in the schools.

BACKGROUND

The Pinellas County School Board, which oversees the public schools in St. Petersburg and other municipalities in the County, began implementing the School Resource Officer Program in September 1982 as a pilot effort in a local high school (located in Osceola). It was a joint effort of the School Board and the County Sheriff's Department. Encouraged by the enthusiastic response, the School Board began working with other local law enforcement agencies to expand it throughout the county. A year later, the School Board and the St. Petersburg Police Department agreed to implement the program in the city's four public high schools.

The School Board decided to replace the unarmed campus police, who were employees of the Board, with armed police officers The reason was to provide greater security in the large, open school campuses, some of which are spread out over approximately 50 acres and serve close to 3,000 students.

The decision was also made on the basis of police department review of similar programs in other communities and of national and local research reports on the concept underlying those programs. After these reviews, the Department concluded that the concept of a school resource officer is sound: community and school leaders support the program; positive attitude changes towards law enforcement and government is possible; and students will develop a better understanding of the law and their responsibilities as an adult in the community.

Because of the program's success in the high schools and the support received from school officials, students, parents and the police, the SRO program was expanded in 1991 to all eight middle schools in St. Petersburg.

STRUCTURE AND ACTIVITIES

School resource officers play various roles, all of them key to fulfilling the program's objectives. As law enforcers, their principal responsibility is to ensure the safety of students and teachers. They handle all crime-related problems in the schools, including arresting students who violate the law. "We want the kids to like us, but they have to understand that if they violate the law, then they must be prepared to suffer the consequences," said one school resource officer. Balanced with this "hard line" approach is the ability to divert minor offenders to appropriate school discipline, or limit official police action to counseling or referral to a diversionary agency.

A common task of the school resource officers is to deal with trespassers who have no legitimate business in the school and who are often responsible for many of the problems that occur on campus. Having specially trained officers onsite relieves school administrators of the need to rely solely on their own skills or to wait until a patrol unit is free to confront the trespasser.

Because they are based in the schools, the resource officers, who are in frequent radio contact with school administrators, can respond immediately to problems. In addition to solving the immediate problem, the quick response of the uniformed resource officer also provides a deterrence; trespassers and others know that a law enforcement officer is readily available in the school to handle any problems.

Building on the established premise that "positive contacts breed positive enforcement," school resource officers strive to accomplish the other principal goal of the School Resource Officer program--improving the attitudes of young people toward law enforcement. They do so by serving as teachers and counselors, and through informal interaction with students in social settings. These non-confrontational contacts between students and officers occur throughout the day of a School Resource Officer. In this way, the SRO program enables students to see police officers functioning outside their traditional role of law enforcers, relating to them in a positive manner.

Having police officers provide classroom instruction also brings valuable expertise to the curriculum, and helps students better understand their legal rights and responsibilities as community members in addition to a wide range of other law-related topics. Each school year, the officers are expected to provide a minimum of 200 hours of classroom instruction in law-related topics. Specific topics have included drug abuse, sexual battery, teenage suicide, the criminal justice system, search and seizure, protection of private property, child abuse and personal safety.

The selection of the topics is generally made by the School Board's social studies curriculum specialist, in cooperation with the officers, during the summer prior to the beginning of the school year. At any time during the school year, however, teachers and the resource officer of a school might decide jointly that a session on an unplanned but particularly timely topic, such as the Los Angeles riots of 1992, be conducted.

To prepare the SROs for classroom instruction, they receive special training in such topics as preparing lesson plans and techniques for conducting class discussions. A teacher is always present while the officer is in the classroom.

The school resource officers also spend a considerable amount of time counseling students. Often, teachers refer students whom they believe would benefit from counseling. However, in approximately three-fourths of the cases, students approach the officers on their own, to seek assistance. The problems students present to the SRO vary significantly, from domestic violence and other critical issues, to how to deal with a traffic violation ticket. Officers also counsel students who come to the attention of the juvenile justice system, and work with them to prevent recidivism.

Very often, counseling simply involves providing students the opportunity to talk to an adult whom they trust, and who they know is interested in and concerned about them. For more sensitive and complex situations requiring the training of a social worker or psychologist, the officer makes referrals to the appropriate school or community resources.

One particularly sensitive area in which school resource officers might become involved is potential suicide by a student. The special training that school officers receive in recognizing the warning signs of suicide, coupled with the rapport and trust they have developed with the student, places them in a unique position to help "at-risk" students. Usually they are the only school-based official who has the statutory authority to take a suicidal youngster into custody.

Although not specified in the contract, another important role which School Resource Officers play is that of "friend." This is illustrated by accounts in newspaper articles and letters written by students and parents about their school resource officer. For example, the headline in an article in The St. Petersburg Times about a specific SRO and the program reads "More than a cop, he's their friend." "He has helped me with many cases that I was involved with, and has also been a terrific friend to me. Whenever I have been in trouble, or have a problem, I know I can always depend on him," wrote a student about her SRO. "He is also a friend. With his open-door policy, he always makes time to listen or give good advice," wrote another. "He is like a father to many of the students. If there is a problem, he will call the student in to talk with them and in many cases he will call the parents and make suggestions of ways to help the student. He is also a friend," wrote a principal about his school's SRO.

Many other letters submitted by principals, teachers, parents, and students, nominate specific School Resources Officers for special recognition by the Florida Association of School Resource Officer. These are also testimony to the support which the SRO program and School Resource Officers have gained in the community. Among the many positive comments made in those letters:

- "Initially, I was reluctant to have police on my school campus. As a principal and an educator, I admit that the School Resource Officer has become, on my campus, the most important individual to my staff, the students and me."

- "Our SRO has played an important role as a member of our 'family' here at St. Petersburg High School. His ability and willingness to help students, staff, and parents have helped to set a tone of mutual respect."

The contract between the School Board and the Police Department to set up the program stipulates that the SROs can "perform such other duties as mutually agreed upon by the principal and the SRO, so long as the performance of such duties are legitimately and reasonably related to the SRO program, and are consistent with State and Federal law and the policies and procedures of the St. Petersburg Police Department." Those duties include attending extra-curricular or social activities, such as dances and sports games, where they interact with students and help maintain order. SROs are paid by the Board for the time outside their regular work day which they spend on these activities.

In the summer, SROs are involved in city-sponsored youth activities, including programs offered by the Parks and Recreation Department. For example, they give lectures on topics such as violence prevention and drug prevention at day camps; coach basketball games; and help organize "pool parties." The "pool parties" are particularly popular among youth and the (free) admissions tickets have become a "hot commodity." Since only SROs and other uniformed police officers can distribute them, young people who want to attend have to interact with the officers to obtain the tickets. Because of their particular expertise in dealing with youths, SROs are also asked to be involved in law enforcement activities relating to that population, such as efforts to deal with youth gangs.

STAFFING, FUNDING, AND OTHER RESOURCES

School Resource Officers are employees of the Police Department, but work under the direction of the school principal in matters relating to the overall goals and objectives of the SRO program. They are supervised and evaluated by the Director of Youth Resources of the Police Department's Community Policing Division, with input from their school's principal. The SROs' tasks and responsibilities are delineated in the contract between the Board and the Department.

The contract also specifies criteria that should be followed in selecting police officers to serve as School Resource Officers. While the Police Chief or his designee identifies, selects, and trains officers for the job, the final selection is made after consultation with the principal of the school to which the officer will be assigned. This allows the police department to match individual SRO's strengths with specific school needs.

In addition to being state certified, the officers selected are expected to present a model police officer image, reflect excellent communication skills, display a positive attitude, possess a warm personality, and show a sincere commitment to the welfare of the students. They must have the ability to deal effectively with students of various cultural, racial, and socio-economic backgrounds and to work cooperatively with school

personnel. Because they work directly with children and youth, SROs are held to a higher standard.

Before they become School Resource Officers, most police officers undergo a special 40-hour training course. Topics covered include identifying and referring students to outside agencies for specific needed services.

The cost of personnel and equipment is shared by the School Board and the Police Department. For example, the Board contributes a total of $283,728 per year for St. Petersburg ($23,644 for each of the 12 SROs). The rest of the program's $720,000 budget, allocated primarily to SROs salaries and benefits, is paid by the Police Department.

The program has not required new funds from the Department since School Resources Officers were reassigned from other duties. The Board redistributed funds previously spent for its campus police to pay for part of police officers' salary. The School Board also provides school resource officers a private office with a telephone and other equipment.

FUTURE PLANS FOR THE PROGRAM

St. Petersburg's School Resource Officer program, including its recent expansion into the middle schools, is a great success, as evidenced by the significant support it receives in the community. The program has been established and expanded using existing resources. Given the particularly large size of some of the school campuses--in terms of physical space and student population--Police Department officials believe these schools could benefit from additional SROs. Whether or not the program will be further expanded will depend largely on the availability of new resources.

UNIVERSITY CITY'S DOMESTIC VIOLENCE PROGRAM

Sergeant Fred D. Marquard
University City Police Department
6801 Delmar Boulevard
University City, MO 63130
(314) 863-0924

SUMMARY

The University City Police Department has developed a comprehensive response to the problem of domestic violence, including a policy on police intervention in incidents of domestic violence, support services to victims of domestic abuse and other crimes, and a counseling/educational program for domestic violence offenders. The policy calls for police "to refer abusers and victims of domestic violence to professional agencies for counseling, and to arrest persons found to be responsible for crimes in domestic situations."

BACKGROUND

The Domestic Violence program grew out of the police department's Victim Service Unit, which provides support to victims of domestic violence and other crimes and assists them in obtaining needed services. The idea of establishing the unit came about as a result of former University City Police Chief James Damos' involvement in 1982 in the national Task Force on Victims of Crime and his increased interest in having his department take a more active role in this area. The department's efforts relating to victims of crimes--including domestic violence --continued and expanded under the leadership of Chief Stanley Topper, with the support of Mayor Janet Majerus.

The need for the Police Department to focus greater attention on the problem of domestic violence became evident soon after the Victim Service Unit was established in 1986. Most of the incidents to which the unit responded involved domestic abuse. Domestic conflicts were increasingly recognized as the underlying cause of many of the crimes committed in the city, such as assaults, homicides, and thefts.

Another impetus for the development of the Domestic Violence Program was an executive training conference on domestic abuse, cosponsored in 1987 by the National Organization of Victims Assistance, New York City's victim service agency, and the International Association of Chiefs of Police. All command staff in the University City Police Department and Sergeant Fred Marquard, who currently manages the Victim Service Unit, attended that conference. Upon their return, the officials shared with the police chief information they had obtained about the benefits of developing a domestic violence policy. Shortly afterwards, a task force was established to develop such a policy. It was comprised of representatives of the police department's various divisions and chaired by the Victim Service Unit Manager.

The University City Police Department's domestic violence policy was approved for implementation on February 1, 1989. In developing it, the task force borrowed elements from similar policies used in various other communities, adapting them to meet specific local needs.

The policy also closely reflects the Missouri Adult Abuse Law, which was being considered at the same time that the police department's task force was conducting its work. Throughout the development of the policy, the Task Force collaborated with the Missouri Coalition on Domestic Violence, an advocacy group which played a key role in developing and supporting the legislation. Anticipating passage of the bill, the task force kept abreast of legislative developments relating to the legislation, and incorporated as much as possible similar language in its draft domestic violence policy. The state law was enacted in August 1989, six months after the University City Police domestic violence policy went into effect.

STRUCTURE AND ACTIVITIES

Policy on police response to incidences of domestic violence. The stated purposes of the University City Police Department Domestic Violence policy are to:

- Establish guidelines for police intervention in acts of domestic violence.
- Provide increased understanding of and attention to the domestic violence program.
- Improve police procedures for the handling of domestic violence cases to provide maximum safety for domestic violence victims, and members of the department.

According to the policy, the primary objectives for police responses to domestic violence calls are:

- To de-escalate violent situations.
- To reduce the potential for officer injury.
- To reduce repeat calls.
- To enforce laws against violators.
- To facilitate prosecution, where applicable.

The ten-page document defines what constitutes domestic violence and abuse, family/household, and the various offenses considered as domestic violence. It also explains in detail specific procedures to be followed by various units within the department--such as dispatchers, uniformed patrol, detectives, and victim service specialists--in fulfilling their responsibilities when responding to incidents of domestic violence. Much of the policy deals with uniformed patrol officers' responsibilities relating to specific actions, such as approaching the scene of domestic dispute (at least two officers are dispatched on all domestic violence calls), establishing initial contact with the occupants, establishing control once inside the home, protecting the victims of domestic abuse, interviewing the disputants and witnesses, making decisions regarding arrest, gathering evidence and offering victim assistance.

The policy is an evolving document, revised as needed. For example, the original policy required the development of a new report form to be used in cases of domestic violence. In response to concern among police officers regarding difficulties created by the new form, the command staff reviewed its decision and chose to modify the standard report form and add a brief section on domestic violence, instead of utilizing the new, more cumbersome form.

Arrest of domestic abuse offenders. The University City domestic violence policy directs police officers to arrest abusers in domestic violence situations, "regardless of whether a victim signs a complaint or is desirous of prosecution," if there is "probable cause" in the following circumstance:

- Where a felony has been committed.
- Where any weapon was used to inflict the injury or was used to intimidate or threaten the victim.
- Where the officer is aware of a past history of assaults committed by the abuser and there is probable cause to believe that another assault has occurred.
- Where a physical assault has occurred and, if the officer takes no action, there is strong likelihood that further violence or injury might result.
- Where the conditions of a valid order or protection issued under the terms of the Missouri Adult Abuse Law have been violated.
- Where there are valid warrants on file for either party.

The policy further defines specific factors that police officers should and should not consider when establishing probable cause that a crime has been committed in domestic violence cases. Those factors that should be disregarded when establishing probable cause include the couple's marital status, whether the victim had declined prosecution in previous incidents, and whether the offense (for example, assault) may have followed actions by the victim (for example, nagging).

Assisting victims of domestic violence. The responsibilities of patrol officers and of the Victim Service Unit regarding victims of domestic violence and their children are also specified in the policy. Officers responding to incidents of domestic violence, for example, must assist victims in locating emergency housing (such as a shelter or the home of a relative or

friend) when needed; remain at the scene for a "reasonable time to insure that there is no further threat of injury to the victim and/or to allow the victim to collect and remove essential items of personal property; and advise the victim of the services available through the Victim Service Unit."

As required by the state Adult Abuse Law, officers give victims an information sheet listing relevant service providers and make available brochures with more detailed information on domestic violence, including services such as shelters for abused women, and legal recourse available to victims of abuse under the state Adult Abuse Law.

In addition to assisting police officers in locating community services, the Victim Service Unit is responsible for contacting, within 24 to 48 hours, victims of each reported domestic violence incidents and for assessing those individuals' needs. Based on the needs assessments, the unit's victim service specialists assist victims in accessing services, and provide them crisis counseling and guidance in dealing with the criminal justice system.

Police training and reaction to the policy. The training of police on domestic violence has been a critical factor in the development and implementation of University City's policy on this issue. As mentioned earlier, the idea of establishing the policy was spurred by discussions held during a training conference on domestic violence attended by the department's command officers and the manager of the Victim Service Unit. Before the policy was finalized, those officers were also sent to another national conference which focused on training police on implementation of domestic violence policies.

Police training on domestic violence issues and on the new policy was viewed by the police department as essential to having staff support the new initiative and ensuring its success. The domestic violence policy went into effect only after all 150 police personnel, both commissioned and civilian, were required to attend an eight-hour training session. Approximately eight months later, following enactment of the Missouri Adult Abuse Act, a second eight-hour training session on domestic violence was held for commissioned employees to explain the new law, its relation to the University City police policy on domestic violence and minor changes made to the policy to comply with provisions in the law. The training sessions have been conducted primarily by the manager of the Victim Service/Crime Prevention Unit, himself trained in this area.

Reaction among police personnel to the department's policy on domestic violence has been favorable. Support for the policy has continued to grow, as there has been increased recognition of the benefits of having clear guidance on roles and responsibilities for police intervention. As is common when changes are introduced in any institution, there was initially some resistance to the new policy. To the surprise of those conducting the training on the policy, the resistance was largely from younger officers, while veterans, who indicated that "it was time" the department took such an initiative, were generally more accepting.

As the policy began to be implemented, officers became increasingly aware of the extent to which the domestic violence policy facilitates their job by providing clear guidelines on how to respond to domestic violence incidents. With the new policy, police officers know it is their job to enforce the law by arresting the abuser, not to mediate between the abuser and his victim, as they were generally expected to do prior to the policy. By presenting relevant information to the prosecutor and having a judge decide the case, police officers in University City no longer have the burden of having to decide how to proceed with cases of domestic violence.

Counseling for abusers--Developing Options to Violence (DOV), a program which provides counseling and education to men arrested for domestic violence, is another critical component of the University City Police Department's efforts relating to domestic violence. DOV is a collaborative effort of the Police Department, the city's prosecuting attorney, and the municipal court.

Men found by the court to be guilty of assault against their partner can be ordered to participate in DOV or pay a $500 fine and serve a jail sentence (usually six months). Only first-time offenders are referred to the program. After completing the DOV program, the individual must return to the court and show proof of attendance. (The guilty finding is not removed from his record.) If he does not appear in court, a warrant is issued for his arrest. If he appears, but does not show proof of completing the DOV program, the city prosecutor will recommend that he be given the original sentence.

Run by a private therapist, DOV consists of a private intake and 12 weekly two-hour group sessions. There is a $20 fee for each session. The program is designed to motivate participants to accept responsibility for violence and stop it, teach skills for ending violence and abuse, and support participants' effort to change their abusive behavior. Much of the sessions are psychoeducational and include topics such as anger management, power and control in intimate relationships, jealousy, conflict resolution, self-esteem, and responsibility. DOV participants are also encouraged to participate in another local support group for abusers after completing the program.

Since the program began in January 1990, 96 men have been referred to the DOV program. Of those, only two have been reported to have offended again.

FUTURE PLANS

The University City Police Department's domestic violence program will continue to grow and change, as new domestic violence issues develop. "The program will tell us how we need to expand it or revise it to make it more responsive," said Sergeant Fred Marquard. As noted earlier, the domestic violence policy is an evolving document, revised as needed.

Specifically regarding future plans for DOV, police officials in University City would like to see the program adopted by other municipalities in St. Louis County. They hope that neighboring minicipalities, seeing how DOV is helping to address the problem of domestic violence at no cost to the municipal court system, will establish similar efforts. They are also looking at ways the program could be improved in their own city. This includes establishing a group comprised of the key agencies involved in this effort, which will meet regularly to monitor the program and to ensure greater coordination among the agencies and better followup with program participants.

WILMINGTON'S POLICE/SOCIAL WORKER VICTIM SERVICE TEAM

Mona Bayard
Victim Service Program
Wilmington Police Department
300 North Walnut St.
Wilmington, DE 19801
(302) 573-5537

SUMMARY

The Wilmington (Delaware) Victim Service Program combines the special expertise and resources of police and social work professionals to assist victims of crime. Established in January 1991, this program enables the police department to respond promptly and appropriately to the wide range of human and social problems police officers regularly confront, while relieving them of responsibilities traditionally carried out by social service agencies. Comprised of one social worker/police officer team, the Victim Service Program provides victims of crime with services, such as counseling and referrals to appropriate community agencies. These serrvcies are often not adequately addressed by law enforcement officials because of lack of time, resources, or expertise. The program also helps victims understand and deal with the criminal justice system, serving as their liaison and advocate within that system.

STRUCTURE AND ACTIVITIES

Over 900 individuals have been served by the Victim Assistance Program since its establishment in January 1991. On average, the program contacts 53 new clients and provides followup services to 28 individuals each month. Approximately 13 percent of the clients are elderly individuals, a principal target group of the program. Nearly two-thirds, or 60 percent, of the persons served by the program are African-American, reflecting Wilmington's overall population characteristics; 70 percent are female. Specific crimes committed against the people served by the Victim Assistance Program vary significantly. Those most common are assault, domestic violence, and robbery.

The Victim Service Program generally identifies its clients through crime reports. As the program has become better known throughout the department, an increasing number of detectives and patrol officers refer victims of crime to the program for support and social services, and often indicate in their reports when followup by the social worker is warranted.

Initial contact with victims of crime is generally done through a letter or phone call, with the social worker expressing concern for the individual and offering assistance. People are almost always very glad to receive that contact, at times indicating surprise that the police department has shown it cares and is interested in them. In cases considered to be particularly urgent, such as those involving the elderly, children, victims of domestic violence, rape, and other serious assault, the social worker will contact the victim directly immediately after she is informed of the crime.

The social worker's level of involvement with particular cases also varies, depending on the level of need. While some victims of crime might only need the emotional/moral support of someone who listens to their story and their fear, others have more concrete needs. Those needs might include help with completing their violent crimes compensation application or with transportation. Transporting a child to a hospital to have his or her stitches removed, or an elderly individual to do shopping for the first time after being assaulted, or a battered woman to her home to remove some of her belongings are specific examples of transportation services which the social worker/police team has provided.

Some of the Victim Service Program's clients have multiple, complex needs, requiring extensive services. As much as possible, efforts are made to link those

individuals with other service providers in the community who can offer them additional assistance, thus enabling the Victim Service Program to maximize its limited resources.

Specific functions of the program include:

- Providing crisis counseling, including advising victims on the legal system and linking them with relevant agencies to ensure they receive additional help.
- Assisting clients, when needed, with their violent crimes compensation application.
- Following-up on complaints of victim or witness intimidation.
- Helping victims of crime to interpret and monitor the intricacies of the criminal justice system as they affect his or her particular case.

Another principal function of the social worker on the team is to serve as intermediary between victims, the police department, and other agencies, facilitating coordination of individual cases among the various entities of the criminal justice system. This includes working closely with the domestic abuse staff and clients of the family court.

The police officer/social worker team also conducts training for neighborhood groups on victim-related matters. Those efforts, which have helped to publicize the Victim Service Program, have included more than 10 presentations to elderly residents of congregate housing facilities.

Special training sessions, which include discussions of the Victim Service Program and issues relating to victims of crimes, primarily domestic violence, have also been held for police personnel. All foot patrol officers and many nonpatrol officers have participated in those sessions, for which they received inservice credit. Additional training sessions are expected to be conducted in the coming months as part of the program's second-year workplan.

In addition to providing direct services to citizens, the Victim Service Program has become a useful resource for police officers by providing them education and support in their dealings with victims of crime. Locating the program within the Community Policing Unit has greatly facilitated communication and interaction between the social worker and patrol officers. Increasingly, patrol officers and detectives consult the program's social worker on victim-related issues, primarily those concerning mental health and the availability of community resources that could assist particular victims. Many of the police officers' questions relate to cases involving domestic abuse, children and youth.

The presence of a victim advocate in the Department is also helping to focus attention on issues affecting victims of crime and sensitizing the police to those issues. The social worker/police team is considered to be an asset to the city's community policing efforts. Because it allows the police to interact with citizens in a helpful manner and to respond promptly to their needs during times of crisis, the program is believed to be contributing to a more positive public perception of the police and to better relations between the police and neighborhood residents.

STAFFING, FUNDING, AND OTHER RESOURCES

The Wilmington Police Department initiated the Victim Service Program with federal funds, totaling $30,900, which it received through the federal Victims of Crime Act from the Delaware Criminal Justice Council in FY 1991. Another grant for $40,900 has enabled the program to continue for its second year. The federal funds are used to cover the salary and benefits of the social worker. The police department provides a local match, of approximately $18,500 by assigning a sworn officer to devote approximately 60 percent of his/her time to direct victim services in collaboration with the full-time social worker.

Part of the second-year funds are being used to rent a car, which has significantly increased the program's ability to serve its clients. The car facilitates home visits and the provision of transportation services, when needed.

The social worker of the Victim Service Program works 8:30 a.m. to 5:00 p.m. five days a week. Always with a beeper, she is available to respond to emergency situations during the evenings and weekends. Specific occassions which might require her participation include those involving minor children. An answering machine also facilitates communication with the program after working hours.

With master's degrees in social work and in law and social policy and over 10 years experience working in the criminal justice system, the social worker on the Victim Service Program has particularly relevant expertise. Such a background, she indicates, has greatly facilitated her ability to perform her current job, including relating to victims of crime and to various components of the criminal justice system, and has helped to expedite the initial phase of the program.

Having a professionally trained social worker on staff also enables the Victim Service Program to serve as field-placement for graduate students of social work. A master of social work student from a local university program works with the social worker a minimum of 16 hours per week. Having the additional help from the intern, who is not paid by the program, increases the capacity of the program to serve victims of crime and educates a future social-work professional about the realities of law enforcement and criminal justice.

While the functions of the social worker on the Victim Service Program have been clearly defined, the specific role of the police partner on the team has changed since the program was established and is still evolving. To a large extent, the role has varied, depending on the individual officer working on the program.

For example, as the person who also runs the department's crime-analysis unit, a principal role of the first officer who served on the police/social worker team was to review cases and select victims the social worker should contact, as well as to facilitate the social worker's introduction in police-related work and her relationship within the department. The second officer to serve on the team placed greater emphasis on providing direct services to victims of crime, including counseling. Currently, the social worker devotes less time working directly with a particular police officer than previously and has increased her involvement with various police officers throughout the Department, particularly those involved in community policing, collaborating with them and providing to them specialized resources as they try to respond to the diverse social needs they encounter in the community.

FUTURE PLANS

The future of Wilmington's Victim Service Program depends largely on the support it receives from the public and the police. Local funding, which would likely be required after its third-year federal grant expires, will be contingent on how well the program is received within the police department and the community. From all indications, the program--and its interdisciplinary approach--appears to have that support, as the benefits which the department and citizens derive from this relatively low-cost effort become increasingly evident.

About The United States Conference of Mayors

The United States Conference of Mayors is the official nonpartisan organization of cities with populations of 30,000 or more. There are approximately 1000 such cities in the country today, each represented in the Conference by its chief elected official, the mayor.

The United States Conference of Mayors is in its second half-century of service to the mayors and the citizens of America's principal cities. Throughout its history the Conference has taken the lead in calling national attention to the problems and the potential of urban America. Since its founding it has carried the message of cities to every President, every Congress. This is the heritage of the Conference of Mayors. It is the heritage of every mayor who serves today.

Mayors participate on standing committees and task forces to shape urban legislation and national urban policy. The Conference also provides mayors and other local officials with opportunities to exchange information on effective approaches to municipal government.

With assistance from the National Institute of Justice, the Conference has built a significant record of working with mayors and police chiefs on the problems of crime and drugs:

- It has convened several national meetings which brought these officials together to share information on these problems in their cities, and on the solutions which they have developed.
- It has identified city drug policy directors in cities and brought them together to share information with one another.
- It has gathered a significant body of information on local crime and drug control programs through its clearinghouse on local policing programs, and it has published several reports which describe these programs.
- It has provided technical assistance to mayors and police chiefs, in matters ranging from police chief selection and dealing with corruption to instituting community policing programs and labor-management relations.