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INTRODUCTION

SEP 23 1994

ACQUISITIONS

The Public Housing Agency of the City of Saint Paul (PHA) supports several programs focusing on drug elimination and prevention. These programs are: A Community Policing Program (ACOP) of the Saint Paul Police Department, two parent education and support programs (sponsored by the Boys and Girls Club of St. Paul and the Womens' Association of Hmong and Lao) and four youth programs (sponsored by the Boys and Girls Club of St. Paul and Hmong American Partnership). These four programs/agencies receive funding from HUD's Public Housing Drug Elimination Program (DEP) to provide services to the 1,280 households in the four family public housing developments in St. Paul (Dunedin, McDonough, Mt. Airy, and Roosevelt).

The Public Housing Agency of the City of Saint Paul contracted with Wilder Research Center to provide a comprehensive, usable assessment of the effectiveness of each program and the effectiveness of the combination of programs toward reducing the influence of drug-related criminal activity in and around the four housing developments in St. Paul.

OVERVIEW OF THE REPORT

This report examines the four Drug Elimination and Prevention Programs and covers the period of January through December of 1993. There are two major components to this report: one, program summaries for the four DEP agencies, and two, the presentation of the results from the telephone surveys with PHA adult and youth residents.

To begin, ACOP will be described in greater detail and a summary of the data collected by the staff and officers will be presented. This summary includes information about their activities, requests for services by PHA residents, as well as information gathered from squads' daily logs.

Next, the Boys and Girls Club programs will be briefly described. Information about program staff, participants, and referral processes will also be presented.

Following the Boys and Girls Club programs will be the Hmong American Partnership (HAP) program called Hmong Youth Pride. A program description along with information about program staff, participants, and referral processes will be outlined. In addition, post-program youth survey results related to focal and intermediate program goals will be presented.

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Finally, the MELD program, sponsored by the Womens' Association of Hmong and Lao (WAHL), will be described. Further information about staff, participants, and referral processes will also be provided. Results from a survey conducted with parents will conclude the program summary section of the report.

The second section of the report consists of the results generated through two telephone surveys with PHA residents: one with adults and a second survey with youth. These surveys examined PHA resident awareness of the programs for parents and youth sponsored by the Boys and Girls Club of St. Paul, HAP, and WAHL.

PROGRAM SUMMARIES

ACOP - A COMMUNITY OUTREACH PROGRAM

In this section of the report, the ACOP program will be described in terms of its objectives and activities. Citizen requests for services and squads' daily logs were also analyzed and comparisons between 1992 and 1993 data are also offered. A discussion will conclude the ACOP program summary.

Program Description

ACOP is a community-based police and outreach program operating in the four St. Paul public housing areas. ACOP is a cooperative program sponsored jointly by the St. Paul Police Department and the St. Paul Public Housing Agency.

The objectives of ACOP are twofold:

- To improve the working relationship between the public housing communities and the police department; and
- To expand the police services provided to public housing residents, with the purpose of empowering these residents.

ACOP offers several different programs and services to the public housing communities. For example, ACOP has eight uniformed officers and one plainclothes officer who perform the traditional duties of police officers. The police officers patrol their neighborhoods (in squad cars and on foot during summer months), attend resident council meetings, and are involved in youth programming. ACOP also employs three civilian interpreters and two social workers as additional services and resources to the public housing communities.

Activities

ACOP staff are involved in a number of community outreach activities in addition to their more traditional policing activities. For the purposes of this description, activities will be classified in one of the following ways: Board and Council activity, community relations, youth programming, and Social Workers' activities.

Board and Council Activities

ACOP was involved with one Advisory Board and four public housing Resident Councils during 1993. Both types of activities will be described in greater detail below.

The ACOP Advisory Board was established for two reasons: one, to increase communication between the police and public housing communities; and two, to increase residents' awareness of the ACOP program. This Board met on a monthly basis in 1993. Board members included ACOP staff, representatives from each public housing community (representatives serve a liaison function between public housing residents and ACOP), and PHA staff. At these meetings, members discussed the purpose of the Advisory Board, ACOP staff updated Board members on their activities, members discussed crime-related issues particular to public housing areas, and they discussed ways to improve communication and trust between ACOP and public housing residents.

Resident Council meetings were held one a month in each of the four public housing communities. These meetings served as an opportunity for residents to meet with ACOP and PHA staff and discuss neighborhood concerns.

Community Relations

ACOP staff were also involved in several types of community outreach activities in 1993. These activities allowed staff to serve an educational function, to act as a resource to the public housing communities, and to increase their visibility and availability to residents.

Crime Prevention meetings are structured educational opportunities where ACOP staff present information about crime and safety to public housing residents. The Crime Prevention curriculum consists of four meeting segments which are offered on-site for each public housing community. The curriculum is organized in the following way:

Meeting One: Introduction to ACOP and the concept of block clubs

Meeting Two: Personal safety

Meeting Three: Automobile and home security

Meeting Four: Viewing ACOP's crime prevention video and touring the police station in downtown St. Paul

In order to increase ACOP staff's contact with the elderly residents, weekly meetings were held at the three public housing hi-rises. Sgt. Carlson reported that it was initially difficult to get residents to attend these meetings. However, when ACOP staff began providing pastries, they saw increased participation.

ACOP has typically provided security, at no cost, for many activities held in public housing residents. For example, officers provided security at annual celebrations and picnics sponsored by PHA, activities sponsored by the Boys and Girls Club of St. Paul and St. Paul Parks and Recreation, and at ethnic celebrations. In addition to providing security at these functions, ACOP saw these activities an opportunities to increase its visibility and availability to community residents.

Finally, as a result of receiving a van in 1993, ACOP helped to transport food for the Fare Share program at Roosevelt as well as transporting public housing youth to activities sponsored by the Boys and Girls Club, Boys Scouts, and Parks and Recreation.

Youth Programs

ACOP has continued to seek out ways to be involved with youth who reside in the public housing communities. In January through March of 1993, ACOP continued roller school. Roller school is a recreational activity sponsored by ACOP and the St. Paul Public Schools. After roller school, swim school began. Swim school, sponsored by the Boy Scouts and ACOP, took place on Saturdays during the months of April through November (this activity was developed in response to the drowning of two Hmong children in 1992). ACOP officers also coached soccer and baseball teams during the spring and summer months. For younger children who participated in the Early Childhood Family Education (ECFE) programs and Ramsey Action Programs (RAP), ACOP was involved in the Officer Friendly program.

Social Workers' Activities

Two social workers provide family intervention services to public housing residents and also help ACOP staff coordinate crime prevention services. Adults or youth may be referred to the ACOP social workers from many sources: clients may self-refer or referrals may be generated from ACOP staff, PHA staff, other agencies working in public housing, or other St. Paul Police officers.

Information about the social workers' activities was gleaned from their 1993 monthly reports. These reports indicate a wide variety of activities. For example, in addition to current client follow-up, social workers were called upon by the St. Paul Public School system or St. Paul Ramsey Medical Center to intervene in crisis situations involving public housing residents. The social workers also attended meetings involving collaborative activity with other agencies such as the Boys and Girls Club of St. Paul, Women's Association of Hmong and Lao, and Hmong American Partnership. They were also be involved in developing curriculum and facilitating parent education groups and crime prevention meetings. Involvement in tutoring of youth and youth chess clubs was also common.

The ACOP Social Workers serve many functions (social work, community outreach, education, and administrative) that require direct involvement with public housing residents and the ability to work effectively with multiple agencies in the St. Paul community.

Past Evaluation Efforts of ACOP

ACOP was studied by two evaluators, Drs. Don Bradel and Rodney Witt from January of 1991 to July of 1993. This timeline followed the implementation of the ACOP as well as its expansion from one public housing development (McDonough) to the three other public housing communities (Dunedin, Mt. Airy, and Roosevelt).

Several different evaluation methods were employed to gather information about the attainment of proposed goals. For example, a survey was developed to measure the attitudes and knowledge of the Asian community by police officers and McDonough housing residents were surveyed about their knowledge and attitudes toward the police and American culture. School children from the McDonough housing project wrote essays about what they believed police officers did while on the job. Information was also collected about police contact with citizens, calls to ACOP offices, and patrol activities.

Upon examining what types of information were being collected by ACOP officers and staff, it became apparent that information about citizen requests for ACOP services and squad activity could be analyzed and compared to the 1992 data examined by Bradel and Witt. Looking at this data over time would provide an opportunity to examine how these two aspects of the ACOP program may or may not have changed. Each of these areas is examined in greater detail below.

Citizen Requests for ACOP Services

Information is routinely collected by ACOP concerning the number and type of citizen requests for assistance. Use of ACOP services by residents may give an indication of the level of trust felt by residents toward the police and a willingness to report crime. In addition, citizens' requests for assistance indicates a certain level of awareness about services provided by ACOP.

Calls may be received by telephone or residents may walk into an ACOP office and request assistance (telephone requests and walk-in requests were combined for reporting purposes). The figure below (Figure -) captures the total number of requests for 1992 and 1993 and makes use of data from Bradels' and Witt's July 1993 report.

Figure 1. Requests for Assistance to ACOP Offices: 1992 and 1993

<u>Year</u>	<u>Number of Requests for Assistance by Citizens</u>
1992	530
1993	590

As Figure 1 indicates, the number of requests for assistance by citizens increased by 10-percent from 1992 to 1993. The increase may reflect a better understanding of ACOP, feelings of greater trust toward the police, and an increased willingness to report crime. While these speculations would indicate that ACOP was achieving several of its goals, the increase in requests for assistance could also reflect an increase in resident needs in these communities. Whatever the reason, it does reflect the trend of public housing residents using ACOP services more often. This is a continuation of a trend noted by Bradel and Witt (July 1993).

Type of service requested was classified according to the taxonomy developed by Bradel and Witt for past ACOP studies which included: 1) Law enforcement, 2) Service, and 3) Order maintenance. "Law enforcement" includes activities directly related to enforcing criminal law such as burglary or assaults. "Order maintenance" includes requests for medical emergency assistance, finding lost children, or help to retrieve keys that were locked in an automobile. The "order maintenance" category includes calls related to non-criminal peacekeeping functions such as dealing with public disturbances. One final category was developed (called "Other") to

capture types of requests that could not be categorized according to the Bradel and Witt taxonomy. Examples of "Other" requests for assistance included requests that were made by other ACOP officers or St. Paul Police officers.

The figure below (Figure 2) displays the number and type of requests for services. Data was summarized for the months of June through December of 1993.

Figure 2. Distribution of Requests for Assistance to ACOP Offices in 1993

<u>Month</u>	<u>Enforcement</u>	<u>Service</u>	<u>Maintenance</u>	<u>Other</u>	<u>Subtotal</u>
June 93	25 (54%)	12 (26%)	5 (11%)	4 (9%)	46
July 93	23 (64%)	5 (14%)	7 (19%)	1 (3%)	36
Aug 93	19 (73%)	3 (12%)	2 (8%)	2 (8%)	26
Sept 93	38 (59%)	11 (17%)	5 (16%)	10 (16%)	64
Oct 93	16 (41%)	15 (38%)	7 (18%)	1 (3%)	39
Nov 93	10 (36%)	9 (32%)	5 (18%)	4 (14%)	28
Dec 93	27 (52%)	13 (25%)	1 (2%)	11 (21%)	52
TOTAL	158 (54%)	68 (23%)	32 (11%)	33 (11%)	291

As Bradel and Witt reported in their final report (July 1993) of the evaluation of ACOP, the requests by the public housing residents in St. Paul continue to be different when compared to other community policing programs. Wilson (as reported in Bradel and Witt, 1993) found that 10 percent of requests were for law enforcement, 60 percent as information gathering and services, and 30 percent as order maintenance.

Figure 3 provides a comparison of the June through December 1993 data with 1992 for the same months. Bradel and Witt summarized the January through May 1993 data in their final report of July 1993. The data for the "Other" category used for coding 1993 data is not included in Figure 3 because there was no source of comparison for 1992.

Figure 3. Number of Requests for Assistance to ACOP Offices: 1992 and 1993

	<u>Law Enforcement</u>		<u>Service</u>		<u>Order Maintenance</u>	
	<u>1992</u>	<u>1993</u>	<u>1992</u>	<u>1993</u>	<u>1992</u>	<u>1993</u>
June	9	25	21	12	13	5
July	17	23	17	5	14	7
Aug	9	19	21	3	16	2
Sept	7	38	26	11	13	5
Oct	14	16	32	15	7	7
Nov	5	10	22	9	11	5
Dec	11	27	25	13	6	1
TOTAL	72(23%)	158(54%)	164(52%)	68(23%)	80(25%)	32(11%)

The data gathered from June through December of 1993 differs markedly when compared to the 1992 data collected during these same months (see Figure 3). The most significant differences occurred between the requests related to law enforcement and service. Law enforcement requests were almost twice as likely to be requested in 1993 as compared to 1992. Also, service and order maintenance requests decreased substantially from 1992 to 1993. The change in the types of assistance from ACOP may reflect an increased willingness to report crimes of a more serious nature and less of a need for assistance related to order maintenance and service.

ACOP Officer Patrol Activities

ACOP officers keep daily logs of activities for each shift worked. The logs reflect the types of tasks officers are involved in during their tour of duty. In past evaluations, activities were coded according to the following classification: 1) On assignment; 2) General preventive patrol, 3) Assignment with citizen contact, and 4) Assignment with citizen contact involving crime.

"On assignment" includes activities of an administrative nature such as attending roll call, running mail between satellite offices, or attending court proceedings. "General preventive patrol" characterizes the time an officer spends waiting for an assignment while patrolling the

public housing areas. "Assignment with citizen contact" includes responding to calls not involving crime but other types of services (such as participating in community development activities or providing assistance to citizens). "Assignment with citizen contact involving crime" includes those activities concerned with responding to some event concerning a criminal act.

Sgt. Dan Carlson provided all officers' logs documenting activities during the period of June 1993 to December 1993. The figure below (Figure 4) displays the number of minutes spent in each of the four activities according to the month.

Figure 4. ACOP Squad Activities in 1993*

<u>Month</u>	<u>On Assignment</u>	<u>General Prev Patrol</u>	<u>Assign w citizen</u>	<u>Assign w cit/crime</u>
June 93	1483	5813	1073	2733
July 93	572	5319	1208	951
Aug 93	877	4584	506	665
Sept 93	1629	3609	4797	3444
Oct 93	180	540	320	598
Nov 93	1340	630	3970	1866
Dec 93	1702	1467	1592	3469
TOTAL	7783 (15%)	17417 (33%)	13466 (26%)	13726 (26%)

* Time in minutes

As Figure 4 indicates, ACOP officers spent most of their time on general preventative patrol (33%). Officers were then most likely to spend their time on assignment with citizen contact (26%) and assignment with citizen contact concerning crime (26%). ACOP officers were least likely to spend time on assignment (15%).

In their final evaluation report of ACOP, Bradel and Witt conducted an analysis of officer logs. They audited officer logs from October 1992, January 1993, and May 1993. The figure below (Figure 5) compares the percentage of time spent in each activity.

Figure 5. Summary of ACOP Officer Logs: Average Time Per Activity*

<u>Activity</u>	<u>10/92 - 5/93</u>	<u>6/93 - 12/93</u>
On Assignment	15%	15%
General Preventative Patrol	45%	33%
Assignment with Citizen Contact	27%	26%
Assignment with Citizen Contact/Crime	12%	26%

* In minutes

As Figure 5 indicates, ACOP officers spent less time on preventative patrol in the latter part of 1993 and more time on assignment involving citizens and crime as compared to previous months. The increase in crime-related contact with citizen calls related to law enforcement.

Discussion

ACOP has developed a strong base of community outreach by reaching out to multiple sectors of the public housing community. Balancing police work with community involvement seems to be an effective approach to improving relationships between residents and the police. The staff has also made a concerted effort to cooperate with other organizations and agencies who work with public housing residents. These collaborative efforts continue to be important during times of scarce resources and will be critical to the success of the social workers.

After reviewing the social workers' monthly reports, it is obvious that there is a great need for their services. In the near future it may be necessary to narrow the focus of the social workers' job descriptions due to the ongoing -- and sometimes overwhelming -- nature of this work. For example, social workers may focus more on family crisis intervention, providing counseling and referral, and less on youth programming. Perhaps it would be useful for social workers to play an advisory role to other youth-serving agencies rather than trying to develop and supervise youth programming on their own.

Information generated from the analysis of citizen requests and patrol activities indicates that citizen requests for ACOP assistance increased from 1992 to 1993. Also, the types of requests have increasingly been for law enforcement. Requests for service and order maintenance have decreased over the past year. An increase in citizen requests may reflect a greater willingness to report crime which may correspond with a greater sense of trust directed toward ACOP.

Audits of daily squad logs indicate that officers are most likely to spend their time in

general preventative patrol. Next, officers spend their time equally between community outreach activities and in contact with citizens in response to a criminal act. Officers spend a small amount of their time in administrative activities. These logs of squad officers indicate that they are primarily involved in crime prevention, community outreach, and responding to crime reported by citizens which match with their stated program goals.

The changes that occurred between 1992 and 1993 in ACOP corresponded with the change in administration when Sgt. Joe Mollner was replaced by Sgt. Dan Carlson. Bradel and Witt (1993) described these changes as a "transition from community based to a more traditional model employing reactive patrol as its primary methodology" (p. 49) and a move away from the original goals of the project. While it is true that the approaches taken by Sgt. Carlson are different from Sgt. Mollner's, it would be an oversight to ignore the fact that some of these changes grew out of the need to respond to resident requests for more effective policing of the public housing communities.

In order to accomplish its objectives of improving the working relationships between residents and the police department and expanding police services as a way of empowering residents, ACOP has developed a community policing model which takes into account the unique population composition in St. Paul public housing. This model appears to be responsive to citizens' needs and proactive in addressing crime prevention issues.