



Revitalizing Communities: Innovative State and Local Programs

Monograph

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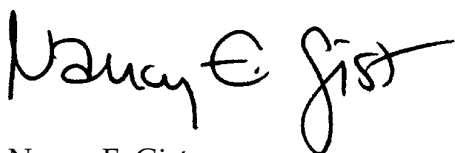
Foreword

Frustrated by persistently high levels of crime and juvenile delinquency, Americans are looking for new, effective approaches to preventing and controlling crime. This monograph documents a variety of initiatives, including several among Native American tribal communities, that focus on preventing crime and its consequences through community revitalization. Among the problems targeted by these programs are neighborhood blight, drug trafficking, and related crime, as well as inappropriate or ineffective jail sentences for nonviolent offenders. Of particular concern is a significant population of youth at risk for dropout, delinquency, and violent crime.

Although on these pages the programs are organized by State, they are intensely local, responding to local problems with local resources. Virtually all, however, can be replicated in other communities, either in whole or in part. Within each program description there is enough information about how the program was developed and implemented to give other communities guidance about pitfalls to be avoided and factors that can lead to success.

The approaches represented by these programs may involve bringing together various elements of the community, some of which may have been hostile to one another in the past. Many involve forging partnerships between police and neighborhood residents and implementing other aspects of community policing. A number of programs demonstrate ways neighbors are working together to respond to threats to their safety and the well-being of their children.

The Bureau of Justice Assistance is committed to helping local communities develop effective means of controlling crime and ensuring neighborhood safety. We hope the information presented in this monograph about what some communities have accomplished will be helpful to others facing similar challenges.



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In addition, BJA wishes to recognize the contribution of the State and local representatives on the State Evaluation Development Program's National Planning Group for their valuable input to the program.

Introduction

This monograph was developed and written for the Bureau of Justice Assistance (BJA) by the Justice Research and Statistics Association in coordination with the National Institute of Justice, the Bureau of Justice Statistics, and the Executive Office for Weed and Seed. It documents the input of more than 60 planners, local practitioners, researchers, analysts, and law enforcement officers, representing 21 States, who have been involved in implementing or evaluating programs to improve the criminal justice systems in their communities. This monograph describes their programs, including goals, components, results and impact, and prospects for replication. Although the programs are local in scope, each program description provides enough information about how the program was developed and implemented to give other communities guidance in developing similar programs.

The 24 programs included in this monograph are funded under the Byrne Formula or Discretionary Grant programs. Several have been extensively evaluated at the State and local levels with results reported at the Annual Conference on Criminal Justice Research and Evaluation and in other forums. The nomination of effective BJA-funded programs for inclusion in our publications is a joint effort by BJA, the Byrne State Administrative Agencies, and local criminal justice program managers. State and local criminal justice researchers and practitioners documented the results of the program evaluations using BJA's evaluation guidance.

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Arizona

Gila River Indian Reservation—The O'Otham Oidak Farm Project and the Vechij Himdag Alternative School for Delinquent Youth

Statement of the Problem

The Gila River Indian Community is facing increasing and more serious juvenile crime. The problems of young people are further compounded by four generations of cultural erosion, government policies disruptive to the family unit, and multiple generations of alcoholism. The historical and social problems of the Gila River Indian Community are reflected in the lives of its troubled youth. These young people now often seek their identities in gang-oriented peer culture rather than in tradition. Their sense of loss is reflected in low self-esteem, polyaddiction, and a lack of identity with their elders.

The 372,000-acre Gila River Indian Community, occupied by the Pima and Maricopa peoples, is located in south central Arizona. The Pima and Maricopa were historically well known for their prosperous farms, intricate system of irrigation canals, and sharing of food with early settlers, whom they befriended. In 1929 the Gila River was dammed up, bringing this agrarian-based culture to an abrupt end.

Today, the reservation has a population of 10,000, with approximately one-fourth between the ages of 10 and 18. Data from 1992 reflect 310 juvenile arrests, representing 17 percent of the community's teenage population. All of these youth were detained within the confines of the Juvenile Detention and Rehabilitation Center. This exceeds the national average of juvenile arrests for the same period by 12 percent. The recidivism rate for detained youth reached just over 47 percent in 1992. The data revealed that most chronic offenders were representative of approximately 30 dysfunctional families who could be identified as "families in need of care." Often abused and neglected, by adolescence these youth are acting out their anger through alcoholism and other destructive behaviors. They are a disenfranchised group, and their behaviors serve to further alienate them. They are frequently rejected by the community, feared by elders, and targeted in the schools as troublemakers, contributing to a history of school failure.

The historical and social problems of the Gila River Indian Community are reflected in the lives of its troubled youth.

Goals and Objectives

The goal of the center's programs is to rehabilitate these troubled young people by reconnecting them with the essential values of their heritage, while linking them with the critical knowledge and skills needed to be successful in today's complex world. The O'Otham Oidak ("Fields of the People") Farm Project and the Vechij Himdag ("New Way") Alternative School are two vehicles designed to meet the specific needs of the target population.

The goal of the O'Otham Oidak Farm Project is to enhance self-esteem and cultural identity. By connecting these youth with their history and tradition and reconnecting them with the earth and the growing of crops, they learn how to nurture—at first the plants and, finally, themselves. The following objectives were designed to reach this goal:

- Learn how to plant, tend, grow, and harvest native seeds in the traditional manner and share the resulting produce with the elders and physically and economically needy in the community through a food distribution program.
- Learn modern agribusiness skills, such as the care of an orchard and truck farm and carefully prepare the harvested produce for display and sale in the community.
- Learn the art of gathering desert crops and preparing native foods made from these crops.

The goal of the Vechij Himdag Alternative School is to provide education and vocational training to the community's youth. Through a broad-based educational program, youth begin to establish life goals and visualize a more positive future. The following objectives were developed to reach this goal:

- Provide a holistic and individualized education tailored to each student's needs, with a focus on experiential learning and vocational skills.
- Provide a small student-teacher ratio centered around positive role modeling, reinforcement, and student-teacher relationships.
- Provide a culturally relevant curriculum that includes farming, Pima language, myths, songs, and traditional arts and crafts.

Both the O'Otham Oidak Farm Project and the Vechij Himdag Alternative School have as their main goal the rehabilitation of these young adults toward becoming productive and contributing members of their community. The following objectives were developed to reach this goal:

- Develop a solid work ethic by developing traditional and modern agricultural skills, involvement in community service activities, and onsite job training.

- Provide life skills including computer and interviewing skills, technical training, cognitive skills development, and community college coursework.

Program Components

O'Otham Oidak Farm Project

The farm project received strong community support from its inception. The idea was originally suggested by a prominent community member, then chairman of the successful Gila River Farms Board. The agencies needed to launch the project came together to join in its design and implementation. The group included representatives from the community's Land and Water Resources and Irrigation Rehabilitation departments, the Bureau of Indian Affairs (BIA), Gila River Farms (GRF), the University of Arizona Agricultural Extension Agency, and the Natural Resources Conservation Services (NRCS).

Implementing this project involved surveying by NRCS and laser planing, disking, and plowing by GRF. The Irrigation Rehabilitation Department put in irrigation ditches, and BIA supplied water for irrigation. GRF also donated startup funds and the orchard with money from an Adopt-a-Tree Program. The Tribal Council and Governor supported the project by granting the center 10 acres of land adjacent to the facility. This land, known as Tract One, had not been tilled for more than 50 years. The impact of seeing this land come back to life affected the entire community. The O'Otham Oidak Farm Project continues to be sponsored by NRCS of Gila River. For the community and the youth, the farm project has become a symbol of the regeneration of small tract farming and community gardens, a tradition with deep roots that supported positive spiritual and social values.

Based on the principles of sustainable agriculture, the O'Otham Oidak's main program component is the 10-acre farm. Youth from the center and the alternative school work on the farm in rotating groups. They have learned how to lay out and plant an orchard, prune trees, irrigate, fertilize, mulch the soil, weed, and compost, as well as how to meet the many challenges of nature. Youth have learned how to battle white flies, ground squirrels, high winds, alkaline soil, and countless weeds.

Familiar with buying vegetables at the supermarket, many of the youth had no idea that carrots grew in the earth or that watermelons grew on vines above the ground. They better understand the struggles their ancestors endured to survive in the desert and have learned to appreciate the hard work involved in making the fields yield crops. Youth have learned what a tree-ripened peach tastes like, and the difference between fresh and store-bought produce. More important, they know the feeling of sharing their produce with others and what it means to rise at 5 a.m. and put in 4 hours of hard work each day.

The youth not only share in their tradition of giving but provide a valuable community service.

Once the crops are carefully harvested by hand, the produce is washed, packaged, and prepared for sale or distribution to members of the community. Many youth from the center and the alternative school have participated in preparing meals, utilizing the produce they helped grow. They have learned to cook traditional meals with tepary beans, cholla and saguaro cactus buds, corn, squash, and wild spinach—most of which are valued for their ability to prevent or control the diabetes that is prevalent in the community. Many of the youth have tasted foods made from desert and native crops for the first time, and through the Tribal Health Nutrition Program, healthier dietary choices are being introduced to the youth and the community.

Distribution of farm produce has been made possible by two consecutive grants from Share Our Strength, a local nonprofit organization. Food, seeds, and more than 200 deciduous fruit trees have been made available to community members at minimal or no charge. The University of Arizona agricultural extension agent, assisting the farm from the beginning, has also provided demonstrations and information to the youth and the community on starting a garden, controlling pests, and pruning and caring for fruit trees.

Farm plots have also been made available to interested community groups, such as the local youth residential program, and to the National Institutes of Health (NIH) as part of a diabetes prevention project. As it is harvested, farm produce is distributed to the Commodity Foods and Elderly Nutrition Programs, elders, and others. In this way, the youth not only share in their tradition of giving but provide a valuable community service. The Work Incentive Share Program (WISP), using funds from the sale of farm produce, provides pay to participating youth for their work on the farm, based on number of hours worked and shares earned. Youth work on the farm until their sentences have been completed.

Vechij Himdag Alternative School

The need to create a community-based alternative school became evident upon analyzing the successes of the center's own school. The alternative school serves several vital needs for its delinquent population: (1) enabling youth who have been released from detention to continue their individualized education within the community; (2) serving as a transitional program to reintegrate youth into the community; (3) providing support to families of these youth; (4) serving as an alternative disposition; (5) providing a structured program for youth on probation; (6) reducing delinquent behavior and recidivism; and (7) providing the youth a strong foundation based upon their cultural identity and heritage.

Admission involves a comprehensive assessment that includes an extensive psychosocial history and measures academic achievement level, self-esteem, and vocational aptitude and interest. In addition, records are gathered on the student's prior educational, delinquency, and mental

health histories. Together, this information serves as a baseline from which to measure student progress and as a basis for making appropriate referrals for the student and the student's parents.

Family involvement and participation are essential aspects of the alternative school. Parents are required to sign a school participation agreement, volunteering their time in a variety of ways such as teaching traditional arts and crafts or tutoring. A parent advisory board and monthly parent meetings serve to involve parents in school planning and decisionmaking. Communication between school staff and parents is maintained through home visits, telephone calls, and parent visits to the school.

Students, parents, and school staff jointly develop an individualized plan for each student, including a wide range of areas such as substance abuse, health, behavior, education, and vocational skills. A case manager meets weekly with each student and/or parents to discuss progress and any problems interfering with attainment of the student's goals. Weekly individual and group counseling is provided for the students by staff from local agencies such as the Alcohol and Drug Abuse Program, Behavioral Health, Family Planning, and Tribal Social Services. The family counselors from the center also provide weekly cognitive skills training to students.

Community service is an integral part of the alternative school. Students become involved in community cleanup projects such as repainting over graffiti on homes and community buildings and maintaining community cemeteries by repainting crosses and removing trash. Because these services are highly visible to the community, such projects serve to change the community's perception of these youth.

In collaboration with the tribal Employment and Training Program, students also participate in the Job Training Partnership Act (JTPA). Through placement in local job sites, they gain direct work experience and specific vocational skills. Students ineligible for JTPA due to age or income serve as apprentices in local job sites. The vocational component is modeled after the Communities As Schools Program, with students' vocational experiences expanded upon through an integrated curriculum. Students leave the Vechij Himdag Alternative School when they are ready to enter the public school system, anywhere from 3 months to 2 years after enrollment.

Results and Impact

Performance Measures

Although quantitative measures have not been designed or implemented for the farm project thus far, informal observation has revealed change and improvement in the attitudes of participating youth and reduced resistance to participation in the farm project. A survey instrument is being developed to better assess such changes.

In addition to profile information on students, the alternative school compiles quantitative data on attendance, grades, recidivism, self-esteem, career interests, and goals based on pre- and post-testing. The real performance measures, however, are the students who have achieved solid educational goals that they might not have achieved without the program.

Implementation Problems and Successes

Lack of adequate farm equipment and staff has been the major implementation problem confronting the farm project. In addition, work on the farm requires a higher level of commitment from staff, who are also learning to reconnect with their agrarian roots. Higher numbers of youth and lack of staff prevent getting enough youth out to the farm at one time. A building is also needed for storing and distributing produce.

The need for a larger alternative school became evident soon after the school's opening. Its waiting list continues to grow, and school staff have had difficulty keeping up with the high number of inquiries and requests for admission. Additional funds are being sought from the tribe and the State's Charter School Program to double the school's size.

Successes and Accomplishments

While quantitative measurement of the O'Otham Oidak Farm Project is difficult, approximately 5 tons of fresh produce have been distributed throughout the community since program inception. The farm project has served as an inspiration and model for many community and school gardens, and other tribes have visited the farm and expressed interest in beginning farms and gardens in their communities. The Jemez Pueblo in New Mexico utilized O'Otham Oidak as a model for a similar farm project with their delinquent and at-risk youth.

The Vechij Himdag Alternative School has had incredible success, reducing recidivism from 84 percent to 14 percent among the students it serves. While many of these youth had previously not attended school for as long as 3 years, the alternative school's student attendance has averaged between 85 percent and 92 percent. In less than 2 years of operation, the school has helped 10 students earn their 8th-grade diplomas, and 8 students have passed or are completing their General Equivalency Diplomas (GEDs). Three of these students have continued on to community college.

Prospects for Replication

Both programs are easily replicated in Native American and non-Native American communities. As with any program, success depends on inter-agency support and collaboration and the full support of the community. Both program models can easily be adapted as needed, with the scope of the projects adjusted to meet the needs and resources of almost any community. The cost for starting these programs is moderate in comparison to

the cost of keeping a youth in detention. Although the O'Otham Oidak farm is 10 acres in size, this is a variable that can be easily adjusted to meet a community's budget and resource limitations.

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California

City of Oxnard Operation Revitalization Grant Program

Statement of the Problem

The City of Oxnard has a broad range of economic foundations. The target area of this program is known as the Colonia and has been compared to the East Los Angeles area. The Colonia has approximately 10,000 citizens, of whom about 95 percent are Hispanic. The average income for the majority of these citizens is at the poverty level. The main source of employment in the Colonia is agriculturally based. The average daily wage for an 8-hour day is \$34, and the average family size is five people. Nearly half of the housing in the Colonia is owned and managed by the Housing Authority, and a large portion of the residences is supplemented by Section 8 housing.

Due in large part to these conditions, there is an exaggerated amount of crime in the Colonia, an area that has become well known in Ventura County as a source of narcotics and violence. In 1992, there were 932 narcotic and alcohol-related arrests. Geographically, the Colonia comprises about one-eighth of the overall 25 square miles of the city. The city's current census population is approximately 144,000, with an estimated 15,000 undocumented residents.

In 1992 the City of Oxnard had a total of 3,736 juveniles referred to juvenile probation youth services and 5,522 youth referred to juvenile intake. The Colonia accounted for 57 percent of these youth. Data indicate that there is a large problem with drug and alcohol abuse in the Colonia. This problem affects the community and the students' ability to attend and succeed in school. The very nature of substance abuse leads to a variety of crimes, and assaults involving substance abuse are common in police contacts with teenagers. Because of the small number of juvenile facilities in the city and county, many teen substance abusers are not handled in the same manner as adult abusers.

There is a strong need for a communication link between law enforcement and the schools with regard to youthful substance abusers. A conservative estimate would be that only 25 to 30 percent of these youth are being handled in a criminal and/or intervention manner. Although there are programs in place to assist these juveniles, there is no consistent manner in which they are being handled. The majority of drug- and alcohol-related citations, particularly for first-time offenders, are handled informally through their attendance at specifically designed diversion classes and/or liaisons with school-based programs such as the Student Assistance

There is a strong need for a communication link between law enforcement and the schools with regard to youthful substance abusers.

The inability to punish juvenile offenders has resulted in a disregard for law enforcement and the court system.

Project. As a result, the school is unaware that many students have a drug or alcohol problem.

Delinquency prevention is often inconsistent in providing support for the schools due to increased caseloads and lack of coordinated efforts with law enforcement involvement and ongoing school activities. There is a need for combined efforts in providing delinquency prevention services to students in the target area. Further, there is a general lack of awareness among community members about ongoing community partnership programs, juvenile focus action committees, and community pride-based action groups in Oxnard.

Due to insufficient staff and funding, the juvenile offender has been allowed freedoms not awarded to adult offenders. The inability to punish juvenile offenders has resulted in a disregard for law enforcement and the court system. In 1992 Public Housing compiled a needs assessment of the Colonia. A major portion of this report indicated crime as the number one concern of the majority of residents. Of major concern was the increase in juvenile crime in the target area, and residents expressed fear of leaving their homes. Second among their concerns was the overall condition of the Colonia and the lack of community involvement.

Goals and Objectives

The main goal of the program is to improve the lives of teenagers in the Colonia. Suppression of and intervention in criminal activity, improvements in neighborhood appearance, and increases in pride and education among all residents of the target area are the main objectives of the program.

Program Components

The program is a five-component collaborative effort involving the Oxnard Police Department (OPD), Youth Services of the Corrections Services Agency (Juvenile Probation), the Oxnard Union High School District, Ventura County Alcohol and Drug Programs, and the Skills Training and Retention (STAR) Program. Two police officers and one representative from each of the other agencies work as a single unit. These members, along with representatives from the Ministerial Association and El Concilio, make up the project steering committee.

OPD and Juvenile Probation began the program by initiating contacts within the target area and utilizing existing probation files on juvenile offenders. During the startup period, the officers assigned to the project made merchant and citizen contacts, established an office in an existing Colonia storefront, and used print and radio media to inform the citizenry of the program. Also during this time, members of the other participating agencies were involved in the planning process.

The full program was activated in September 1993. Arrests and placement with the project probation officer were initiated at this time. The probation officer uses prior criminal history and current charges to determine the disposition of the offender. Offenders are placed in the Student Assistance Program, classes and counseling with a part-time group psychologist, and existing Youth Services classes through the probation department, or are referred to an Alcohol and Drug Program (ADP). Serious felony offenders are sent through the court system.

Once offenders are placed into an ADP, they undergo an intensive 12-week program. This program includes components for the substance abuser and the offender's family. Teacher and parent education are handled by the OPD Youth Services officer using an already established curriculum. Upon completion of an ADP, the offender is placed into the Skills Training and Retention program. This intensive, long-term program builds self-esteem, provides job skills training, and provides job placement.

Throughout the 18-month program, community improvement is supplied by the Public Works Department with the assistance of the beat coordinator. Improvements in lighting, quicker graffiti removal, neighborhood watch programs, street and alley cleaning, and neighborhood councils make for an improved living situation within the target area. Each component of the program is described below.

Oxnard Police Department. Two street-level officers are assigned to the Colonia. The officers work with existing storefront officers, Housing Authority personnel, neighborhood councils, and other departmental units in identifying and dealing with problems in the Colonia neighborhood. Their duties include drug and alcohol investigations and arrests involving juveniles between the ages of 14 and 18 living in the designated area or involving incidents occurring in or near any school attended by target-area youth. Various police techniques are utilized. Sales and use cases are investigated on the street and on Oxnard High School and Rio Mesa High School campuses. Arrests are referred to the assigned project probation officer. The officers refer substance abusers to the district attorney for prosecution or directly to the probation officer assigned to the Operation Revitalization Program.

Juvenile Probation Officer. The juvenile probation officer assigned to the project handles only those juveniles referred to him or her by the street team officers. The primary purpose of the juvenile probation officer is diversion of appropriate minors who are cited through informal handling and participation in an established school or community-based intervention/counseling program. The probation officer assists in developing and establishing community-based delinquency prevention and parent education programs within the Colonia.

To be screened and diverted through this program, minors must be at least 14 and not older than 17 years of age, reside in the targeted area, and have

committed a substance abuse or alcohol-related offense. The following factors are considered by the Probation Officer in determining whether a minor should be diverted through the grant project: the prior history of the minor, the seriousness of the current offense, and the willingness of the minor and parents to accept an informal handling of the offense.

The following minors are not diverted into the program:

- Those cited who do not fall within the specified age or who do not live within the targeted area.
- Those whose alleged conduct would be a felony.
- Those who are or have been wards or dependents of the court.
- Those who have other referrals or petitions pending.
- Those who are or have been on informal probation.
- Those who pick up their fourth and subsequent citations.
- Those who are arrested or cited for an offense that must be referred to the District Attorney's Office.
- Those who have circumstances that indicate that the filing of the petition is necessary to promote the welfare of the minor or to protect the public.

The probation officer works daily with the street team and is responsible for the juvenile's disposition. Referrals are made on a case-by-case basis. Referrals can be through probation services, school programs, or county drug and alcohol programs. The probation officer is responsible for direct contact with the assigned school liaison personnel.

Oxnard Union High School District Personnel. The high school district provides one half-time clerical assistant to maintain the program's records and one half-time school liaison. The school liaison's duties are to coordinate with the assigned probation officer as juveniles are arrested and disposition is given. A current list of arrestees is maintained and provided to school officials. If the juvenile is assigned school programs, these are tracked by the liaison. The school liaison makes regular contact with the participating clients. Referrals for family counseling are generated by the school liaison.

One half-time drug/alcohol therapist works with arrested juveniles. The program includes an established curriculum geared toward grade levels 9 through 12. Parental workshops focusing on drug and alcohol abuse and their effects on the family, family parenting classes, gang awareness, and family group training are conducted when possible. Parental cooperation is sought in all cases. When possible, lessons are taught in a student's native language.

The drug/alcohol therapist:

- ❑ Conducts self-help and/or counseling as part of the ongoing counseling for students in groups or on an individual basis.
- ❑ Maintains personal interaction with students and acts as a positive role model.
- ❑ Monitors and evaluates student behavior on campus.
- ❑ Schedules and supervises afterschool activities geared toward self-esteem building.
- ❑ Provides an onsite contact person for the student during school hours.
- ❑ Makes referrals to other agencies as needed.

Ventura County Drug and Alcohol Program. Arrestees are assigned on a case-by-case basis to the program. A preestablished program is administered to the juvenile and includes family counseling. This program is utilized at the discretion of the probation officer and takes place within church facilities, a traditionally safe place for gang members.

The Level I diversion curriculum includes assessment of the client's drug use, education about chemical dependency and other related issues, personal awareness related to drug use, and individual counseling. The total curriculum takes 12 weeks to complete. The information and personal awareness sessions are offered in 2-hour segments. A 26½-hour commitment is required of the client to complete the diversion program.

Beyond ensuring that there is a cognitive understanding of the curriculum, staff consider the various learning styles, the range of skill levels, and the need to reach the client at an effective level. A multisensory and interactive approach is used in delivering the diversion curriculum.

The Level II diversion curriculum includes the assessment and information components from the Level I diversion curriculum. Additionally, Level II is an intense self-discovery process featuring a series of guided discussions focused on examining individual and family-related risk factors, understanding the client and the addiction process, understanding the client and the recovery process, and exploring personal and community resources. In addition to the contact hours required in Level I, Level II demands 24 hours in group processing plus 6 individual counseling sessions for a total of 56½ contact hours.

Skills Training and Retention Program. Serious offenders may be placed in the STAR program for job training and placement. STAR is a 490-hour program aimed at the total person. Through self-esteem building, behavior modification, and job skills training, the client is given the opportunity to make a positive lifestyle change. Onsite job training is provided in an effort to afford the client a new perspective. Closely monitoring the process of the client throughout the training cycle enables STAR personnel to make changes in the curriculum to ensure success.

One new program component involves the public housing units and includes sports activities, a teen pregnancy program, and Saturday night activities. In another new component, called Citizens on Patrol, citizens trained by police officers patrol the streets and alert the police to suspicious activity via donated cellular phones. Placement into one of these program components is determined by the project probation officer.

Results and Impact

Implementation Problems and Successes

Initially, problems were encountered with community understanding of the program. Fear of police and selective enforcement was voiced by community members. This problem was overcome by continual contact with citizens on a personal level. School personnel were initially very slow in understanding and cooperating with the program. A buy-in by school personnel became a reality only after extensive inservice training and the reporting of successful results from youth already in the program. The program has experienced a problem in that parents of children in the program were being arrested for drug sales. Twenty-seven percent of these parents admitted to being drug users. This problem can be corrected if the parents' probation terms are amended to mandate their attendance in alcohol and drug abuse classes. Program staff are working with adult probation to bring this about.

Many youth refer themselves to the program either through schools or through campus-assigned officers.

Successes and Accomplishments

The main success of the program has been the response from youth. Of great interest has been the influx of self-referrals from substance-abusing youth into the program. After observing the success of their peers in the program, many youth refer themselves to the program either through schools or through campus-assigned officers. Also of note has been the addition of more services from other city and county agencies. El Concilio, a local community-based organization, added services for family counseling and job skills training. Public housing added sports programs, pregnancy counseling, and citizen patrol services in the target area.

The original projection for the number of youth referred to the program was 400. As of June 30, 1995, 781 youth had been in the program. Of this total only 22 were referred for court intervention. Assigned narcotics officers were responsible for 323 arrests for sales and/or possession of narcotics. Neighborhood buy-in has been tremendous, with the original target area going from the worst in the city to one of the cleanest. The City of Oxnard experienced one of the lowest crime rates in the State during the first 6 months of 1995, with daytime burglary dropping 39 percent. This can be attributed to the number of youth involved in the program during that time.

The program has received awards and recognition at local and State levels. It has been featured on "Prime Time" and "Walter Cronkite's Victory Over Violence" television programs. The program has gone citywide during the past year due to its success, and neighboring cities have expressed interest. The City of Oxnard Operation Revitalization Grant Program is also featured on a local television program called "Street Beat."

Prospects for Replication

The project could be easily replicated and modified to fit in most cities. A multicomponent approach and support from all parties involved ensures a strong foundation. Teamwork and careful personnel selection are imperative to a successful program. To date the program has been introduced to schools and police departments in Utah, Texas, Rhode Island, Florida, Illinois, and Massachusetts.

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California

FALCON Narcotics Abatement Unit

Statement of the Problem

Los Angeles, with a population of 3.6 million people, has the second highest volume of narcotics cases in the United States. The Los Angeles Police Department (LAPD) made 34,547 narcotics-related arrests in 1994, an increase of nearly 11 percent over the previous year. A recent intelligence briefing to the chief of police identified narcotics “hot spots” throughout the city. The 5-year statistical overview of narcotics arrests and seizures demonstrates the need for a strategy beyond traditional enforcement.

Drug dealers and gang members vandalize structures and intimidate residents and business owners.

Narcotics-related nuisance activities have also mushroomed, particularly in low-income neighborhoods. Property values in these neighborhoods have steadily deteriorated as a result of neglect, abandonment, or inadequate city services. Drug dealers and gang members vandalize structures and intimidate residents and business owners, furthering neighborhood decline. Residents, often unaware of available resources and ignorant of ways to fight back, live in a state of siege. Researchers have documented the relationships among drugs, crime, and neighborhood disintegration. When residents see active drug dealers, flourishing “drug houses,” and blight conditions, they feel that the police and the community have lost control and perceive their neighborhoods to be inadequate environments for raising children and establishing businesses.

Traditional law enforcement excludes other governmental agencies, fails to tap community resources, and overlooks the potential for cooperation of property and business owners in abating narcotics-related problems. Traditional abatement is often unable to provide long-term solutions to criminal nuisance problems because it is too site specific and fails to consider other neighborhoods' needs. To address these shortcomings, the Focused Attack Linking Community Organizations and Neighborhoods (FALCON) Narcotics Abatement Unit was initiated in November 1990 with grant funding from the California Office of Criminal Justice Planning.

Goals and Objectives

FALCON is an innovative, comprehensive program for abating narcotics nuisance activity in communities. The FALCON Narcotics Abatement Unit is a multiagency task force comprising personnel from LAPD, the City Attorney's Office, and the Department of Building and Safety.

FALCON's primary goal is to curtail crime and urban blight in drug-infested neighborhoods through a concentrated, coordinated effort by police, prosecutors, and regulatory and service agencies working closely with community groups. The program stresses teamwork, recognizes the importance of law and code enforcement in eliminating narcotics and related criminal activity in targeted neighborhoods, and addresses factors that create environments receptive to crime.

The program's major objectives are (1) eliminating narcotics nuisance locations by encouraging cooperation of property owners, filing narcotics abatement lawsuits, and seizing real property; (2) establishing an integrated network of law enforcement and government agencies, community-based organizations, and concerned citizens; (3) providing neighborhood crime prevention and education programs to residents and businesses in targeted areas; and (4) fostering community coalitions among property owners, tenants, residents, and business owners.

Program Components

Teams of police officers, prosecutors, community resource specialists, and regulatory inspectors develop and implement approaches to address specific needs of neighborhoods. FALCON personnel include a lieutenant (officer in charge), sergeant, detective, seven police officers, a management analyst, and a senior clerk typist from LAPD; a supervising assistant city attorney, two deputy city attorneys, two community resource specialists (administrative coordinators), a legal assistant, and a legal secretary from the Los Angeles City Attorney's Office; and a senior mechanical building inspector from the Los Angeles Department of Building and Safety.

Identifying and Targeting Nuisance Locations. FALCON investigating officers and city attorneys collect and review information about narcotics nuisance locations provided by citizens, community groups, local police divisions, and city councilors. Police officers conduct surveillance, prepare search warrants, and make arrests to follow up complaints of narcotics activities. Prosecutors and investigating officers review all data and evidence to determine the appropriate abatement remedies.

Coordinating Multiagency Investigations. FALCON personnel help to develop strategies for criminal and regulatory enforcement in targeted areas. Code inspectors, local police officers, and anti-gang officers are consulted during various stages of FALCON investigations, and FALCON city attorney personnel research the legal aspects of search and seizure, issues relating to regulatory enforcement, and the filing of criminal and civil actions. Attorneys also tailor probation conditions to prohibit convicted narcotics dealers from returning to targeted areas.

Evaluating Nuisance Remedies. FALCON city attorneys and police officers examine possible remedies such as voluntary abatement, civil abatement,

**FALCON
emphasizes
neighborhood
block projects.**

property seizure and forfeiture, and criminal prosecution. To determine which remedies will be most effective in abating particular nuisances, city attorneys and investigating officers review investigative packages containing narcotics-related crime, arrest, and property reports linked to nuisance properties as well as property title reports, zoning ordinances and variances, business and operating licenses, and property owners' other real property assets.

Notifying Property Owners. As required by the California Health and Safety Code, FALCON city attorneys notify property owners of all relevant narcotics activities associated with particular properties and of the legal sanctions that may be imposed.

Conducting Property Owner Hearings. FALCON personnel compile comprehensive property profiles detailing criminal activity and deteriorating building conditions. These profiles are presented to property owners at city attorney hearings. FALCON city attorneys, police officers, and the building code inspector advise owners of narcotics activities and code violations at their properties and work with them to develop nuisance abatement plans. Owners are given timetables for complying with codes and implementing improvements to deter narcotics activity. FALCON city attorneys also advise owners of the civil and criminal sanctions that can be imposed for failure to abate nuisances voluntarily.

Filing Civil and Criminal Lawsuits. FALCON city attorneys prepare abatement filings and review forfeiture cases against owners who fail to voluntarily abate nuisances at their properties. Prosecutors file criminal cases against property owners and tenants who fail to comply with orders issued by regulatory inspectors.

Forming Community Impact Teams. FALCON emphasizes neighborhood block projects, allowing the unit to cover broad areas. FALCON community resource specialists, with the assistance of FALCON police officers and prosecutors, develop Community Impact Teams (CITs) to launch multipronged attacks on crime in targeted neighborhoods. CITs complement community policing by increasing patrols, identifying chronic offenders, evicting drug dealers, screening tenants, and enforcing building and safety regulations. FALCON develops CITs to enhance dedicated municipal services in blight areas.

CITs are organized around committees devoted to particular issues, including enforcement, enhancement, community outreach, education, housing, and economic development. The aim of CITs is to galvanize residents to work with government, local social service agencies, and each other to improve the quality of life in their neighborhoods. CITs concentrate on neighborhood outreach, organizing residents, teaching crime prevention techniques, providing apartment manager training and neighborhood beautification; they bring government services to bear on problems such as inadequate street lighting, graffiti, abandoned cars, and poor sanitation.

Community resource specialists facilitate interaction and act as liaisons with law enforcement, regulatory, and service agencies; community groups; city council staff; and property and business owners.

Fostering Community Coalitions. FALCON community resource specialists work to develop coalitions of residents, property owners and managers, and business owners in each targeted area to enhance neighborhood ability to regain control and improve the quality of life. The specialists assist existing neighborhood watch groups in identifying and expressing community concerns; improve communication among owners, tenants, and the police; and provide neighborhood crime prevention programs.

Educating Property Owners and Tenants. FALCON personnel train owners to screen prospective tenants, identify chronic offenders, and manage apartments. They also provide neighborhood beautification and crime prevention training and resources for owners and tenants.

Training Police Officers and Prosecutors. To facilitate implementation of LAPD's community policing approach, FALCON police officers and city attorney personnel have developed an LAPD and Police Officer Standards of Training (POST)-approved training curriculum for all LAPD senior lead officers. These lead officers are specially assigned to coordinate law enforcement efforts and act as community liaisons in particular areas. The nuisance abatement training provides the officers with essential tools to target nuisance locations and develop ties with city council staff and municipal service agencies. Outside law enforcement and prosecution agencies also receive training based on the FALCON model for narcotics abatement.

Results and Impact

Performance Measures

The program's success can be measured quantitatively by reviewing the reduction in residential and commercial narcotics locations and the number of police calls for service, narcotics arrests, and drug-related crimes, as well as numbers of substandard properties and amounts of blight noted in a targeted neighborhood. Further quantitative measures include the number of neighborhood block projects completed; community impact teams established; property owner, tenant, and business owner coalitions formed; and training sessions provided to law enforcement and prosecution agencies. Qualitative measures include survey results from residents in a targeted area, declarations of satisfaction from senior lead officers and community members, and observations of improvements in the physical conditions in a targeted neighborhood.

Implementation Problems and Successes

Initially, officers selected for the FALCON program had received training only in traditional law enforcement techniques. The FALCON approach required officers to learn narcotics abatement procedures in the context of a neighborhood-based drug control strategy. As officers developed expertise in the FALCON methodology, they also gained tenure and became eligible for promotion within LAPD. Under the current LAPD organizational structure, officers are required to transfer to a new assignment upon promotion. This systemic turnover creates a need for continual training of new officers.

FALCON is a comprehensive effort involving three separate agencies. Initially, the distinct organizational hierarchies presented coordination difficulties, which required changes in operating procedures.

The program was also hindered by a lack of relevant legislation. FALCON staff and supporters were obliged to draft legislation and lobby for its approval in the local and State legislatures. These laws covered trespassing and loitering with the intent to commit a drug-related offense.

Additionally, FALCON has been unable to assist many geographic areas within the city due to limited staffing and the lengthy time commitments required for neighborhood revitalization projects. A recent citywide survey resulted in 154 requests for FALCON block projects. Personnel allocations prevent FALCON from undertaking more than two block projects and numerous site-specific locations at any given time.

Successes and Accomplishments

From January 1991 through June 1995 the FALCON program identified and reviewed 2,505 properties referred for possible abatement and initiated 1,052 investigations. Of these investigations, 854 resulted in successful abatements through arrests, service of search warrants, code enforcement, building demolition, property owner management training, evictions, hearings, and civil or criminal proceedings. FALCON personnel are monitoring most of the remaining properties for voluntary abatement. Eleven neighborhood block projects and community impact teams, representing nearly 7,000 residential units, were established.

More than 500 training sessions were conducted for community groups, LAPD and other law enforcement personnel, and prosecutors. Training manuals on narcotics abatement procedures, abatement pleadings, and real property forfeitures were prepared and distributed to more than 500 law enforcement, prosecutorial, and other municipal agencies. The forfeiture manual was accepted for publication and distribution by the U.S. Department of Justice, National Criminal Justice Reference Service (NCJRS). In addition, FALCON collaborated on the publication *What You Need to Know About Gangs and Drugs: A Handbook for Property Owners in Los Angeles*.

Nearly 250 hearings with owners and managers of targeted properties were conducted, and 1,563 followup visits were made to evaluate compliance. Six injunctions were obtained subsequent to the filing of narcotics abatement lawsuits, and 23 FALCON-initiated matters filed by the U.S. Attorney's Office resulted in Federal asset forfeiture.

FALCON has received national and local recognition for its creative neighborhood revitalization strategies. Presidents Clinton and Bush have both praised FALCON. The program has also been commended by the Bureau of Justice Assistance and was nominated for the Webber Seavey Award for Quality in Law Enforcement and the Helen Putnam California Cities Award of Excellence. In 1992, FALCON received a commendation from the Los Angeles City Council for its exemplary work in revitalizing the Lanark Park area, formerly notorious for drug dealing. Additionally, FALCON has received the Los Angeles City Quality and Productivity Commission's Productivity Improvement Award for the past 2 years. Results from resident surveys and declarations of satisfaction from senior lead officers and community members also attest to the program's success.

Prospects for Replication

FALCON has been recognized for its ability to produce lasting results. Police and prosecution agencies from a number of cities have sent representatives to Los Angeles for training from FALCON personnel. Other agencies have requested and received copies of FALCON's training manuals so they can develop programs based on the FALCON model. Several cities have replicated all or significant components of the FALCON program.

The prospects for replicating the FALCON program are excellent. Its common sense approach is easily duplicated by jurisdictions willing to commit existing resources, including police officers, prosecutors, community organizers, code inspectors, and other municipal service providers. The participation of local governmental agencies, citizens, and community-based organizations is necessary for FALCON's neighborhood-based drug control strategy.

A police department policy requiring each officer to commit time to the program with the opportunity for promotion within the program tends to bolster success. Program organizers considering replicating the FALCON model must examine the availability of civil and criminal nuisance abatement remedies in their jurisdictions. They must also determine which government legal counsel is authorized to initiate abatement proceedings. Implementing a maintenance program after the initial narcotics nuisance problem is solved helps ensure that the problem does not return. Police officers and community members must be vigilant to prevent illegal activity from returning to the neighborhood.

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Colorado

Adolescence Cognitive Healing Program

Statement of the Problem

The Southern Ute Tribe has limited resources and treatment options available to deal with problematic Indian youth. Substance abuse by Indian youth residing on the Southern Ute Indian reservation continues to be an area of great concern due to its excessive nature and the high level of tolerance exhibited by youth as young as 13 years of age. Substance abuse, limited problem-solving skills, and dysfunctional families appear to have a direct effect on a youth's willingness and ability to modify his or her behavior patterns to experience educational undertakings in a positive and beneficial manner and to avoid criminal or destructive actions which can often lead to serious involvement with the criminal justice system.

In the absence of a highly structured environment such as detention, the Indian youth who are adjudicated as delinquents often demonstrate no inclination to modify their behavior or to address the underlying issues resulting in court involvement. Local treatment programs normally utilized in an attempt to divert Indian youth from detention have proven ineffective in the vast majority of cases. Limited funding and the desire to avoid removing Indian youth from their homes to a detention facility in Blanding, Utah, have severely restricted the rehabilitative options available to the Southern Ute Tribal Court.

The Adolescence Cognitive Healing Program effectively deals with problematic issues relating to alcohol and substance abuse by Indian youth. The program reduces the need to detain Indian youth and provides benefits to the Southern Ute Indian Tribe by reducing the number of adults requiring incarceration in the future through the stopping of negative behavior during youth.

The goal is to provide delinquent Indian youth with cognitive skills that help reduce the need for detention.

Goals and Objectives

The goal of this program is to provide delinquent Indian youth between the ages of 13 and 18 with cognitive skills and programs that help reduce or eliminate the need for detention. Research indicates that recidivism is reduced when youth successfully complete an appropriate cognitive restructuring program. The Adolescence Cognitive Healing Program focuses not only on reducing the recidivism rate among Indian youth but also on diverting Indian youth from reaching the stage where formal adjudicatory

proceedings are required. To accomplish these goals the following objectives are necessary:

- ❑ Reduce and prevent drug and alcohol abuse.
- ❑ Heal the internal wounds of Indian youth.
- ❑ Build self-esteem, creativity, patience, confidence, and problem-solving skills in each youth.
- ❑ Reunite youth with their culture through planned activities.
- ❑ Divert high-risk youth from involvement with the juvenile justice system.

Program Components

The Adolescence Cognitive Healing Program is administered through the tribal court and serves nine Indian youth at a time. These youth have either been adjudicated as delinquents by the Southern Ute Tribal Court and are currently being held in detention, are subject to possible future detention, or are determined to be at risk for future involvement with the justice system. The program collaborates with various departments such as tribal education, probation, school, and social service as well as the Tribal Council and utilizes tribal members to teach program sessions.

The Adolescence Cognitive Healing Program offers counseling, artistic endeavors, traditional sessions, and educational field trips for Indian youth who participate in a total of 36 hours of sessions. Discussion topics include violence, death and grieving, enhancing tradition through education, cultural awareness, self-esteem, alcohol and substance abuse, patience, herbs that heal, horticulture, and the Annual Bear Dance. Hands-on experiences are also used and may include some of the following programs.

Art Work. This session teaches patience through beading and emphasizes that artwork expresses what an individual feels and who he or she is. Youth complete beadwork using bright colors, which symbolize happy tones and a happy life.

Storytelling. Traditions and information about cultural events and ceremonies are passed down by elderly tribal members through stories that emphasize their meanings and importance. Elders teach the youth how to build these traditions into their lives.

Healing Through Herbs. Many youth turn to alcohol to “heal their pain.” This session teaches the youth how to bring themselves closer to their inner selves by giving them confidence in knowing that they can use herbs to heal themselves naturally rather than alcohol and drugs.

Shape Up Program. This program includes a session offered by the Colorado Department of Corrections at the Arkansas Valley Correctional Facil-

ity. Selected youth are taken to the facility to be exposed to the reality of prison life through discussions with inmates. A second field trip to the facility requires parental accompaniment and involvement.

Field Trip to The Home of Sam English, Sr. Youth experience art and learn about an Indian artist's experience with alcoholism. The use of art as a form of expression is emphasized to keep youth from turning to drugs and alcohol.

Camping Out Trips. Youth use the following cultural traditions during the trip: tepee setup, hunting, horticulture, nature hikes, horseback riding, cooking, and storytelling. The purpose of the trip is for youth to enjoy the environment and experience the land around them. At the conclusion of the trip, youth are expected to use skills they learned to find their way back home. This activity requires self-confidence and assertiveness to make decisions in order to return home.

Talking Circle. This activity offers the opportunity for youth to express themselves and discuss their problems. The talking circle takes place in a natural setting, usually during a camping trip.

All program activities are inner related and focus on teaching youth self-confidence, patience, assertiveness, creativity, and the use of traditions to help them cope with their problems and lead positive lives.

Results and Impact

Performance Measures

The program measures its success based on the following indicators: (1) a comparative study based on the behavioral changes in the program participants, (2) recidivism rates, (3) number of traditional skills taught to youth, (4) evaluations of artistic projects, (5) number of youth diverted from adjudication, (6) tribal council feedback, and (7) number of youth successfully completing the program.

Implementation Problems and Successes

A lack of available resources such as transportation, equipment, and materials was an implementation problem. In some cases it was difficult to achieve parental involvement because many parents did not want to admit or show their problems to others in the tribe. Some parents are alcoholics and substance abusers, which creates a bad environment and poor role models for the youth. To counteract this, the program tries to expose the youth to positive role models throughout all activities. The program also hopes to involve past program participants to act as mentors to the youth currently involved in the program.

Successes and Accomplishments

There were positive responses from the counselor, the probation department, the youth and their families, and the Tribal Council. The program expanded youth cultural awareness through various hands-on experiences. To date, only one of the youth has reoffended and is involved in the judicial system. The youth in the program have many negative issues to deal with in their personal lives. The program can only hope that the teachings will provide guidance to resolve these difficult issues.

To date, only one of the youth has reoffended and is involved in the judicial system.

Prospects for Replication

To replicate the Adolescence Cognitive Healing Program, traditional and nontraditional teachings must be designed to enhance a youth's natural creative abilities, build self-esteem and cultural awareness, and support a positive approach to life. Appropriate programming for minority youth and gender-specific services are recommended. The program should also make use of community members in all aspects of program development from planning through implementation.

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District of Columbia

Public Housing Orchestra Program

Statement of the Problem

The District of Columbia has long struggled with violent and drug-related crime. According to research by the Metropolitan Police Department, overall crime increased 9 percent between 1989 and 1993. During that period, rapes and assaults increased 74.2 percent and 55.9 percent, respectively. The department also reported that homicides increased markedly in the 1980s and have failed to recede. Crime has had a dramatic effect on the city's public and assisted housing population.

Children and youth who reside in public housing and lower income communities are continually exposed to drugs and violence. Violence has become an everyday occurrence for these residents. Without constructive activities to turn to, these children have little hope of changing their predicament. Middle- and upper-class neighborhoods may face similar obstacles on a smaller scale, but children growing up in these communities have greater opportunities for education and advancement. In contrast, young people in public housing and lower income communities do not have the same educational and enrichment opportunities. Their economic situation can change the focus of their goals from academic and professional growth to mere survival. For example, according to the Department of Public and Assisted Housing's (DPAH's) 1995 demographic statistics, the average household income for families in public housing is \$8,132, which provides families only with bare living essentials such as food, clothing, and medical expenses.

DPAH has undertaken projects that provide youth with activities such as organized sports and recreational programs that expand children's minds, enhance their natural abilities, and directly address the social ills existing in the city's public housing developments. The Levine School of Music has worked closely with DPAH in the planning and implementation of the Public Housing Orchestra (PHO) Program.

Music should be viewed as a tool to spark children's imaginations, build self-esteem and feelings of self-worth, promote chances for social interaction, and provide a useful outlet that can transport a youngster away from a life of violence and hardship to a life of greater hope and opportunity. Organized recreational and cultural activities have proven successful in deterring drug use, crime, and violent activity. Further, the skills that the Levine School's PHO Program promote, including self-motivation, discipline, and socialization, serve youngsters not only on a short-term basis, but throughout their lives.

Organized recreational and cultural activities have proven successful in deterring drug use, crime, and violent activity.

Goals and Objectives

The primary goal of the PHO Program is to turn young people away from the temptations of drug abuse, gangs, and violence and involve them in more constructive, meaningful, and productive activities that develop creative abilities, build self-esteem, and nurture a sense of empowerment and self-worth.

Program objectives are to:

- Provide positive and constructive alternatives for at-risk youth.
- Provide opportunities for at-risk youth to acquire specific skills, a sense of mastery, personal fulfillment, and the discipline that accompanies music activities.
- Increase the number of children from minority communities and lower income families who receive music instruction at early ages and introductory levels.
- Provide children with effective and dynamic artistic role models through direct experiences with musicians from diverse cultural, ethnic, and international backgrounds.
- Provide potential professional skill development for youth and expand employment opportunities for public housing residents.
- Improve the public image and perception of public housing communities.

Program Components

Music instruction is provided at the Frederick Douglass Center year round to students in groups of four for 40-minute sessions. Each child receives lessons once per week September through May and twice per week July and August. Clarinet, piano, saxophone, violin, early childhood music, and vocal classes are offered to students ages 5 through 18.

Music instruction is also provided at the Holy Comforter School to groups of four students for 40-minute sessions once per week September through May. Violin, viola, cello, percussion, trombone, trumpet, and vocal classes are given to students ages 5 through 18.

Summer Music and Arts Camp takes place July and August half-days for 4 weeks. Thirty students in grades 3 through 6 are involved in instrument sampler (introduction to four instruments), voice, dance, percussion, instrument making, and visual arts. Youth ages 12 to 15 serve as apprentices to the younger children.

Three recitals occur each year during winter, spring, and summer on public housing properties or at other program sites.

Members of the Kinara Quartet, a very talented and dedicated Washington-based African-American string quartet, serve as instructors and artist mentors in the program. A large portion of the Quartet's repertoire includes music written by African-American composers. The Kinara Quartet members and 5 other African-American artists provide musical instruction and mentorship at the 2 sites and perform 10 concerts during the year at public housing properties and other community venues.

The Pre-Orchestra Training Program involves early childhood music classes that provide children the opportunity for self-expression and self-discovery through movement, improvisation, playing of simple percussion instruments, and singing. This program is provided to children ages 18 months to 7 years so that when the children are ready to channel their musical interest, they will be integrated into the PHO Program. Students are drawn from child care centers and the neighborhood, all within walking distance to the Frederick Douglass Center.

The purpose of the Minority Teacher Training in Early Childhood Music Program is to train teachers and caregivers who are not musicians about developing children's learning through music and movement so that these media may be included in their lives on a daily basis. This is an expansion of Levine's ongoing Early Childhood Teacher Training Program, which includes scholarships for minority candidates who currently work or plan to work in a child care or caregiver position.

The curriculum is fashioned in sequential stages beginning with introduction to instrument technique, musical notation, style, and interpretation. Students are expected to progress to the best of their individual abilities from elementary to advanced levels, to perform in ensembles, and, within 1 to 2 years, to perform in an orchestra. Each student's skill development is evaluated by Levine faculty members throughout their musical and artistic studies.

Daily attendance records are maintained on each student in the program. Two consecutive absences result in a telephone call from the staff. If there is no telephone in the home, either a relative or neighbor is contacted and/or a letter or visit to the home occurs. Three absences within the context of a semester initiate a parent-teacher conference at which the reasons for the absences are discussed and appropriate measures are determined.

Results and Impact

Performance Measures

The Levine School expects that the PHO Program will annually provide 75 to 90 young people (approximately 95 percent will be African American) between the ages of 5 and 18 with comprehensive musical instruction, opportunities to attend professional performing arts events, artist mentoring, and performance opportunities. The artistic, musical, disciplinary, and

technical skills taught will serve program participants for as long as they choose to continue their studies. Further, the program will nurture socialization and developmental skills.

Appropriate indicators for the success of the program include participant attendance and length of study as well as professional evaluation of students' skill development and willingness to actively participate in program activities. Furthermore, Levine faculty and administrators will follow the personal and academic progress of participating students. Students and their instructors will be surveyed to determine the effects of the PHO Program in reducing students' engagement in crime and drug activity.

Faculty, administrative staff, and board members at the Levine School, along with participating community organizations, will continue to evaluate the PHO Program in terms of student attendance, skill development, performance, peer response/feedback, and the overall impact of the program on participants' lives.

Implementation Problems and Successes

One major programmatic shift occurred in the program's first year. Originally, Levine planned to bring all program participants to the main campus in Georgetown. However, this concept was unrealistic for two reasons. First, the facility is not easily accessible by public transportation. Second, busing numerous participants would have been logistically and financially unrealistic. Levine staff worked with the Department of Public and Assisted Housing as well as other District housing providers to identify ideal sites for instruction in the students' communities.

Because of building renovations, the second community site at the Eastern Branch Boys and Girls Club facility was not available for classes in February and March 1995. It closed abruptly, causing the program to be temporarily suspended until a new location was secured. Lessons started again in April, and students from that site were transported by a rented bus to the Levine School once a week until the close of the semester in May 1995. In June 1995, a church-affiliated school, Holy Comforter, was selected as the site to continue this portion of the program. It is in close proximity to the Eastern Branch facility. The Holy Comforter facility offers greater flexibility and space to maintain and expand the program in the near future. The program did not experience great student attrition because of the move.

Major challenges include maintaining a presence within DPAH. As the political landscape changes, it will remain a continual challenge to keep new staffers informed about the project.

Managing the program's development from paper to reality was a challenging process. Much has been learned about logistics, institutional staff changes with DPAH, and managing broad cultural perspectives.

Securing an authentic relationship and interchange between the programs in public housing communities and the main campus has also been a challenge. Levine's philosophy of inclusion is often difficult in its actualization, especially when it involves a complex program such as this one.

Successes and Accomplishments

At the Frederick Douglass Center there was 98-percent retention of students finishing classes in June and returning in September 1994. Students arrive early and sometimes stay for the later class. The children attend class regularly and are progressing with their skill development. Students who attend class consistently are allowed to take their instruments home on a regular basis, and not one instrument has been lost or stolen.

Staff at the community sites are extremely accommodating, helpful, courteous, and proud of the program and its effect on the center. The teachers are very pleased and positive about the students' progress and attentiveness. The mentor portion of the program has been manifested through the bond that has developed between teachers and students. Teachers talk with students outside the classroom and some have even taken students, on their free time, to various cultural events.

The Kinara Quartet has had a positive impact on the program. Since May 1994, the quartet has performed in the community once a month in such sites as public housing properties, the Sumner Museum for D.C. public school students, and retirement communities. They have also performed twice in the Foyer Concert Series at the Kennedy Center and were featured performers at the Corcoran Gallery for the "I Have a Dream" Foundation Gala in May 1995. Two members of the quartet were involved in a composers' workshop featuring two of America's foremost African-American composers, George Walker and Hale Smith. Four PHO faculty members coached Levine's PAL (Partners and Levine) Program students in a workshop at Levine in February 1995. In addition, Kinara Quartet members have received ensemble coachings since June 1994 with renowned conductor Michael Morgan, who is artistic adviser to the PHO Program.

Levine's mission of excellence and accessibility is being significantly advanced through the expansion of its community outreach programs. Children living in traditionally underserved areas continue to be introduced and exposed to music as a much-needed and vital form of self-expression. Music is more accessible to them at critical developmental stages in several communities not previously a part of Levine's targeted community. Also, a real connection is being made between the artists/teachers and public housing neighborhoods. Children who otherwise might not be able to afford music lessons are introduced to music in various forms without cost being an issue. Children are experiencing positive reinforcement with the introduction of different styles of music to their lives and are obtaining a sense of focus, discipline, and self-esteem through creative expression.

Neighbors and neighborhoods have the opportunity to see and experience the creative process happening where they live.

The PHO Program, its students, and the Kinara Quartet have been featured on nationally broadcasted National Public Radio's "Performance Today" and on the local Public Broadcasting System (PBS) radio station, WAMU-FM. In addition, the program was the subject of a feature article, with photographs, published in the *Washington Post* on July 27, 1995.

Three community recitals have taken place, with attendance by community members and government officials, including representatives from the U.S. Department of Housing and Urban Development.

Prospects for Replication

Replication of the PHO Program is definitely possible if the programs reflect and include the communities they serve and understand how vital it is to incorporate the needs and desires of the targeted community and its population. Without their involvement and cooperation, programs cannot work to everyone's advantage. Also, program staff should realize and understand how to manage the evolution of a program's development from paper to process in order to best serve the needs and interests of the recipients, the provider of the service, and the funders. In order to have a lasting and positive impact on the community, a continued presence of the founding music school is needed over an extended period of time to forge a stronger bond with the students and the community.

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Florida

The Eckerd Family Youth Alternatives, Inc., Re-Entry Program

Statement of the Problem

A longstanding concern in the juvenile corrections field has been the failure of correctional facilities to reduce the recidivism rates for substantial numbers of juvenile offenders coming out of secure commitment programs. Variables identified as contributing to this problem include youth moving from highly structured, supervised environments to the unstructured community; lack of community intervention services; home environments plagued by high levels of violence, chaos, and dysfunction; substance abuse; poor educational services; and high dropout rates.

Eckerd Family Youth Alternatives, Inc., a private, nonprofit corporation, contracts with the Florida Department of Juvenile Justice to operate one of the State's training schools, the Eckerd Youth Development Center (EYDC), in Okeechobee, Florida. Created because of a belief that traditional aftercare services were inadequate to address the needs of youth, EYDC expanded its contract with the State in 1985 to operate its own aftercare services.

Eckerd considers its aftercare services a re-entry program.

Goals and Objectives

A cornerstone of the Eckerd philosophy is that institutional goals and purposes must have a discernible bearing upon a youth's return to community life. This belief clearly implies that aftercare cannot be separated from the institution by system or structure, which suggests that the aftercare concept is somewhat of a misnomer. Therefore, Eckerd considers its aftercare services a re-entry program, the goal being to provide an integrated residential/aftercare treatment program for youth in which individual re-entry goals drive treatment plans from the first day of admission to the institution or residential program through discharge from supervision.

Program objectives include:

- Teaching delinquent youth to behave responsibly and to live independently within their communities.
- Developing a clearly defined effort by staff to maintain a sense of continuance between the residential and aftercare portions of each youth's program.

- ❑ Placing a greater value on community living than on institutional conformity throughout the residential institution.
- ❑ Making parents full partners, not just bystanders, in the process.
- ❑ Building strong, high-quality relationships between staff and residents in which each party accepts responsibility for the relationship's successes and shortcomings and in which positive reinforcement and a sense of self-worth are key components.

Program Components

The re-entry program's primary component is its re-entry counselors. These counselors live and work in the communities where the youth will be returning. They operate out of home offices, are required to do extensive traveling to the facility, and are provided auto allowances, pagers, and long-distance calling cards to accommodate this arrangement. Because counselors are scattered throughout southern Florida, managers are strategically located to be within a 2-hour drive of counselors to provide supervision. Managers also use home offices and are further equipped with laptop computers and fax machines to facilitate communication with their central office support at the facility. All staff are salaried and are expected to work nontraditional hours, which include some weekends and evenings, depending upon the needs of the clients. They are on call 24 hours a day, 7 days a week.

Throughout a youth's residential stay, the re-entry counselor is an integral influence.

Upon admission to the residential facility, all youth are assigned a re-entry counselor. Within the first 30 days of admission, counselors have face-to-face contact with the youth, make home visits to the family, review existing assessments and case files to determine the risk classification of the youth, and develop re-entry goals that will drive the treatment plan. Their research provides the residential staff with a working knowledge of issues facing the youth, important family needs, and reasonable resources available to the youth from his or her family and community upon release, thereby ensuring that residential and nonresidential goals are reasonable, attainable, and reality based.

Throughout a youth's residential stay, the re-entry counselor is an integral influence, building the critical bridge between the youth, the community, the facility, and the family via monthly contacts with both the youth and the youth's family. Such contacts help counselors to establish and develop relationships that will make re-entry services less intrusive upon release as well as resolving any community placement issues before that time. Counselors also provide families with transportation if necessary and help them secure services that can assist them in preparing for the youth's return, including parenting classes, substance abuse counseling, and basic needs assistance.

Re-entry counselors intensify their involvement when the youth reaches the transition stage of the residential program. The transition stage is the

time between accomplishment of the majority of the residential phase goals and discharge. At EYDC, this is approximately 60 days prior to release from the residential component of the program. During this time, agreements and performance contracts are made among youth, family, residential staff, and the re-entry counselor.

During transition, the re-entry counselor's duties revolve around home visits and the youth's upcoming discharge. Youth are allowed one or more home visits at which they are to address family, education, vocation, employment, independent living, mental health, substance abuse, and physical health. Such visits are not considered a reward or incentive but rather an essential component of the re-entry program. These visits allow contact with community services and resources and a gradual reintegration into the family. Re-entry counselors attend these meetings to assist the youth in accomplishing his or her objectives and to evaluate the family or placement source. When necessary, the youth's release can be delayed if any placement issues need to be resolved. Other counselor duties during the transition component include transporting youth to appointments and job interviews, scheduling visits to schools for enrollment purposes, meeting with youth and family for intervention and support counseling, attending all treatment team meetings, and participating in youth evaluations and the discharge decisionmaking process.

Upon the youth's release, re-entry counselors provide intensive supervision and structure, allowing the youth to slowly reintegrate into a less structured community. Re-entry counselors meet the youth in their communities within 24 hours of release to review the goals and objectives of aftercare. Performance and supervision contracts are signed by the youth, family, and counselors and include the youth's individual competency goals, completion of court sanctions, appropriate curfews, and public safety needs. Re-entry counselors also ensure that the youth and family secure the services they need, that the youth's enrollment in school or employment is successful, and that the youth has appropriate leisure time activities/recreation such as community service projects with counselors. For all high-risk youth, the typical contact schedule for the re-entry phase of the program is a minimum of three face-to-face contacts between counselor and youth per week, both scheduled and unscheduled, as well as two telephone contacts. Contacts vary in location between a youth's home, school, and place of employment. One additional face-to-face contact and telephone contact occurs with the family. Throughout the re-entry phase, counselors maintain regular contact with schools, securing progress reports and being available to school personnel and employers for any emergencies or assistance. In many cases, a counselor is able to de-escalate situations, preventing school suspensions as well as motivating the youth to continue with his or her studies or work.

As the youth progresses through the re-entry program, the goal is to raise his or her level of self-sufficiency within the limits of the law. If the youth

clearly demonstrates consistent responsible behavior, the frequency of contact may be reduced. Any proposed decrease in contact schedule by the re-entry counselor is first approved by the manager. Increases in contacts are also allowed when necessary to ensure a youth's adherence to program standards or when the family and/or youth are in crisis. Simply put, contact schedules are need driven, not calendar driven.

The average length of stay in a residential program for re-entry high-risk youth is 9 months. Once a youth has completed his or her re-entry plan, the counselor petitions the court for direct discharge. In most cases, all court sanctions must be completed prior to the discharge request.

Results and Impact

Performance Measures

The primary performance measure is the contract that is developed and agreed to by staff, family, and youth. Contracts provide information on residence; school enrollment; employment; special needs; and rules, regulations, and sanctions required by the counselor or the court. Other performance measures include number of client contacts, progress reports, number of successful completed contracts, recidivism reports, and 1- and 5-year plans.

Implementation Problems and Successes

Staff. Due to the nature of field work, staff have to be highly self-motivated, self-disciplined, able to work independently without ongoing, direct supervision, and of high moral integrity. Special attention needs to be given to staff recognition, workshops, retreats, and attractive compensation packages, including travel expense benefits. Re-entry workers are in the field representing the organization. They need to be professionals and to be compensated fairly for this increased responsibility. Low staff turnover indicates that such requirements are being met.

Family. Family apathy and financial constraints are major challenges. For re-entry counselors these problems require additional attention and aggressive responses toward the family as well as additional counseling for the youth to help him or her deal effectively with the situation.

Contracts and Contacts. High-risk youth are often unable to complete all the requirements of their contracts, due to their high-level sanctions and time constraints. Although these are considered unsuccessful terminations, reports to judges on progress often indicate that the youth performed adequately but that the sanctions were too difficult to accomplish. With regard to counselor-client contacts, State audits have indicated that the numbers have been lower than hoped.

Geography. In reality, community-based residential programs are serving youth in wider areas than the community where the residential program is located, therefore requiring re-entry counselors to be deployed far from the facility. This can hamper the counselors' ability to be onsite for staff meetings or visits and can result in too much of their time being spent traveling rather than working with youth on re-entry. Creative methods, such as substituting conference calling, faxing of information, and buddy-system approaches (counselors covering for each other), were developed to meet onsite requirements.

Agency Relationships. Providing re-entry to programs not operated by the same unit can present unique challenges. There can be resistance from both units to accommodating each other and no one authority to resolve conflicts. This can be minimized by including within the contracts provisions that revise State policies to reflect mutual goals and by requiring the residential and nonresidential units to establish positive relationships and clear expectations. Both sides need to be willing to be flexible in making the model work, keeping the needs of the youth as the litmus test for all decisions.

Caseload Sizes. An average caseload of nine youth on re-entry and four in transition is workable for meeting contact schedules and completing other services. The geographical areas, the distance between the youth supervised by a counselor, the distance between the counselor and the facilities the counselor was assigned to, and the time devoted to paperwork and court appearances all had to be considered when determining caseload. There also needed to be a method for controlling numbers so the re-entry program could adequately provide its services. While continuity of service is best achieved when re-entry takes on the case from day 1 to completion, a carefully controlled process for transferring cases should be in place in the event it is needed.

Funding. Adequate funding needs to be available. Counselors need significant compensation or the program will suffer from poor staff quality, burnout, and high turnover. There should be an equitable auto allowance if staff use their own vehicles, or dependable leased vehicles with maintenance agreements. A heavy concentration of youth in one area will change over short periods of time. However, it is impractical and unreasonable to relocate staff over these short periods. To compensate in these per diem areas, the program accepts youth from other programs who reside in the particular catchment areas.

Successes and Accomplishments

Since 1985, the Eckerd Re-Entry Program has been providing aftercare services to youth being released from EYDC. Throughout the residential component, the program has met with large success in providing and integrating its own aftercare, managing accountability, and supervising the

Table 1. Eckerd Re-Entry Data

Year	EYDC Served	CB Served	Recidivism	Employed	School
1993-94	171	308	38.5%	36.1%	51.9%
1992-93	193	50	37.5%	18.5%	60.5%
1991-92	247	N/A	21.4%*	24.7%	39.0%
1990-91	239	168	39.3%	28.5%	39.0%
1989-90	263	N/A	31.9%	31.9%	41.4%
1988-89	235	39	22.0% **	N/A	N/A

* An additional 19.7 percent were awaiting trial.

** These youth were measured at 6 months following completion of the residential part of the program.

program in general. In the 10 years of the program's operation, it has gone from serving 176 EYDC youth to more than 500 youth from EYDC as well as other State and privately operated institutions ranging from low- to high-risk youth. As Table 1 indicates, the total number of clients served almost doubled, but the recidivism rates did not significantly increase. Further, the number of youth staying in school or employed 12 months after release from residential treatment almost doubled, consistent with the doubling of the population served.

The program has also successfully expanded its number of intakes and duties. In 1993, two Department of Juvenile Justice districts on Florida's east coast contracted with Eckerd Family Youth Alternatives, Inc., to extend their re-entry program to youth released from other private and State-operated residential programs, adding almost 300 youth to the program and doubling the staff group. As a result, the program expanded to include delinquency case management, which includes all tasks previously associated with the State's probation officer, including processing law violations, performing interstate compact work, and supervising recommitted youth. This means that once a youth is committed to a residential program, the case is transferred from the State to the Eckerd Re-Entry Program, which maintains responsibility for the case until the youth can be discharged from court jurisdiction or is admitted to a program that has its own aftercare. The youth will be returned to the State only if he or she

re-enters the juvenile justice system. Therefore, the continuity of service for youth in these areas is enhanced, and accountability is increased.

Prospects for Replication

The concept of implementing re-entry from the first day of a youth's residential treatment has been highly successful and well received by the State, as demonstrated by recent expansion efforts and duplication in the State's own re-entry units. In fact, the Eckerd model has now been adopted by the State of Florida and is reflected in its policies and procedures. Thirty-three counselors are currently working in south Florida, covering half the State from Tampa to Vero Beach. Successful replication requires dedicated staff, strong youth-family-counselor relationships, and a belief that youth can return to independent, responsible community living only when aftercare is the main goal from intake to discharge.

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Georgia

The Atlanta Project—Public Safety Component

Statement of the Problem

The Nation's greatest domestic challenge is to improve the quality of life in urban communities. Despite a vast array of government and private programs designed to find solutions, the problems associated with poverty grow more severe each day. There is a sense of hopelessness among poor families and an equally serious lack of hope among leaders who doubt that any amount of additional funds or personnel will make a difference.

Atlanta is one of the most progressive cities in America. However, it is really two cities—one for those who are able to realize their dreams of success, and one for those who lack the opportunities they need to break the cycle of poverty. Crime and drugs touch every life, and unsafe streets and blighted neighborhoods are a shared burden. Incarcerating an increasing number of offenders and providing medical care for needy mothers and their children are resulting in enormous costs. Therefore, what happens in the city affects everyone.

Approximately 500,000 people live in the area that The Atlanta Project (TAP) has targeted for help, including some of the poorest families in the State of Georgia. Major problems are tearing apart these families and crippling the city—instability at home, violence, drug abuse, teenage pregnancy, substandard housing and homelessness, lack of health care services, juvenile delinquency, high numbers of school dropouts, and unemployment.

Goals and Objectives

The primary goals of TAP are to help Atlanta's poorest communities gain access to the resources they need to solve their problems and to unite Atlanta as a community working to improve the quality of life in its neighborhoods by empowering citizens to develop solutions.

The primary goal of the Public Safety Component is to provide an opportunity for individuals who work with TAP to improve their relationships with each other and law enforcement officers, making their neighborhoods safer.

In an effort to fulfill the goals of TAP, the Public Safety Component seeks to meet the following objectives:

- Establish public safety forums dealing with violence and drug abuse.
- Establish community watch programs.
- Develop crime reports and public safety resource lists.
- Present safety information seminars.
- Develop citizen advocacy groups.
- Develop a crisis hotline for kids.
- Implement community-based policing.
- Continue to develop partnerships with other agencies.
- Assist in the design of community awareness campaigns on public safety issues.
- Implement a volunteer probation officer program.

Program Components

TAP is unique because it does not seek to duplicate or compete with other groups. It aims to be a unifying force, putting people in touch with the ideas and services they need. TAP is bridging the gaps where government and private groups do not communicate and where different volunteer organizations unknowingly duplicate each other's services. TAP calls upon service groups to work together as a team and encourage government and businesses to cut through the red tape that hinders change. TAP helps communities organize under the leadership of neighbors and friends. It asks communities in need to tell the rest of Atlanta what goals they have and what help they need.

TAP's structure is designed to make it easy for communities to find and share fresh ideas and to recruit volunteers. The following areas are the building blocks of the project.

Cluster Communities. These are TAP's most basic units. TAP's efforts are focused on the needs of 20 neighborhoods or "clusters" in Atlanta and its surrounding counties. Each cluster is centered around a high school and the middle and elementary schools that feed into it. TAP's energy is directed into these communities, and TAP's overall direction is set by them.

Cluster Coordinators and Assistant Coordinators. These help lead each cluster. They are TAP employees who are chosen for these roles because they have lived and worked in their communities for years. They are aware of their neighborhoods' needs because they are exposed to them every day. Cluster coordinators and assistant coordinators are the communities' spokespersons and links to TAP.

Steering Committees. These help define each cluster's message. Residents of each cluster work together on these committees to set their neighborhoods' goals. The committees are divided into task forces that deal with issues such as public safety.

TAP Collaboration Center Staff. These help the clusters carry out their ideas and plans, and the center serves as a clearinghouse for information. The center's staff, housed at TAP headquarters, consists of a cluster support group and a resource team. The support group provides direct assistance to the clusters on their activities and programs. The resource team consists of senior professionals who have in-depth experience in TAP's initiatives and related areas. In the area of public safety, resource team goals are to foster incremental change by the following methods: addressing issues related to combating drug abuse; enhancing the relationship between citizens and law enforcement officers; providing alternative activities for community children; educating residents about the law, its processes, and how it affects their lives; and informing residents about child safety and health issues.

The Policy Advisory Board. The board is composed of veteran leaders from TAP's communities along with leaders representing Atlanta's government, business, religious, and educational sectors. The board's primary responsibility is to set policy for TAP and to make the project accountable for responding to community needs.

Volunteers. These are the backbone of TAP's team. Thousands of people from all over the city have volunteered to assist the project. They are working with cluster residents to form partnerships. TAP's volunteers and the residents of each cluster are the people who will make the project work.

The resource team is designed to promote collaboration at all levels. It is composed of 12 coordinators, each with experience in the areas of art, children and youth, economic development, education, health, housing, volunteer programs, service provider relations, legislative initiatives, training, and public safety. It supports 20 cluster neighborhoods by responding to their needs, mobilizing the necessary resources, and providing expertise to cluster organizations in the planning, development, and implementation of initiatives.

TAP's cluster coordinators meet regularly with the cluster support team to discuss the needs and concerns of each community. The cluster support team, comprising professionals in each of TAP's five functional areas, can address each issue on an individual basis—catering to the needs of each particular cluster. For example, in the area of public safety, resource coordinators can provide resources such as inaccessible information, human resources, technical assistance, or funds or help the community tap into these resources by collaborating with agencies in the community. TAP has a close relationship with the police department and gives it valuable community information to combat public safety problems in the community. TAP has applied new approaches to solving problems associated with

poverty in the metropolitan area. The resource team is one of the unique features of TAP that allows it to address problems in a way that is different from other philanthropic efforts.

Results and Impact

Performance Measures

Baseline data—including the number of people in attendance at cluster meetings, community input data, and data elements collected by cluster coordinators and community service providers—are gathered by TAP’s cluster support team, which provides extensive data processing, analysis, and technical support to each cluster. Community satisfaction surveys are also collected on an ongoing basis.

The expected outcomes of TAP’s public safety component include a better working relationship with law enforcement officers, strengthening of curfew enforcement, safer neighborhoods, and greater awareness of safety issues.

Implementation Problems and Successes

In an effort to avoid any competitive turf battles, TAP was planned and implemented with the message that it is not an organization that duplicates or competes with other groups. At first, coordinators avoided being put in a position of receiving or raising funds. Instead it was made clear that TAP’s mission is to teach people how to access resources that are already in place. As a result, TAP is not perceived as a competitor but as a nonpartisan facilitator.

Engaging community support is always a difficult task. However, community members are the foundation of TAP. TAP coordinators found that by collecting data from the community via surveys, community members’ interests were sparked because their concerns were being addressed.

Successes and Accomplishments

After 4 years, TAP’s collaborative, neighborhood-centered approach is making significant gains in the areas of public safety, health, and children and youth where isolated attempts and bureaucracy have failed. The following represent TAP resource team key initiatives that directly address the challenge of youth, drugs, and violence.

TAP Into Peace. This TAP-wide initiative focuses on violence as a public health issue and seeks to help Atlanta adopt a more peaceful way of life. The initiative was launched with a 5,000-volunteer neighborhood walkthrough to ask residents to embrace peace as a lifestyle and to provide them with information on community resources to prevent violence.

In a survey conducted during the door-to-door campaign, more than 6,660 Atlanta area residents registered their opinions about what should be done to make their communities safer. This survey marked the first time community residents had been polled on a large scale. Those surveyed pointed out gun control, increased police patrols, closer personal contact with law enforcement, and more activities for youth as potential solutions to the crime problem.

Survey results have been shared with the Atlanta city government, metro county governments, the State of Georgia, and Federal agencies, including the U.S. Department of Housing and Urban Development, in an effort to foster grassroots solutions to crime and violence. The TAP Into Peace initiative continues to sponsor and facilitate community workshops, seminars, and rallies on issues such as guns, conflict resolution, safety education, student involvement, families, youth violence, and peace.

In response to an identified need for increased community police patrol, TAP collaborated with the Atlanta Police Department in writing a grant to the U.S. Department of Justice requesting funding for additional police officers. The grant was approved and resulted in the hiring of 20 additional officers in two TAP cluster police zones.

Volunteer Probation Officer Program. In partnership with the Fulton County criminal justice system, this program pairs TAP volunteers, trained and deputized as probation officers, with first-time offenders. The program provides individual mentoring, job training, self-esteem workshops, excursions, motivational speakers, group sessions, and enrollment in General Equivalency Diploma (GED) programs. Participants enrolled in the session who fulfill all of the directives of the court and attend the 1½-hour sessions twice a month have their probation time reduced by half.

At-Risk Youth. This cluster initiative by recreational centers provides youth with an alternative to crime through seminars, workshops, forums, and afterschool activities.

Future Force. This personal and leadership development initiative was developed to assist cluster youth in designing and implementing community service projects. Future Force was formed as a partnership among TAP, the U.S. Department of Defense, and Exodus/Cities in Schools. It currently operates in 10 city schools and is being expanded to encompass 2,000 children.

Neighborhood Watch. This initiative makes a range of crime prevention options available to citizens in the targeted communities. The initiative collaborates with local law enforcement to link the residents to police efforts.

Youth LIFE. Youth Legacy of Intercultural Fitness Education (LIFE) will build upon the sports aspect of the Olympics to provide positive alternatives for children to develop their bodies, minds, and spirits. This initiative represents a partnership among Atlanta's children and youth organizations, county and city school systems, parks and recreation departments,

and the Atlanta Committee for the Olympic Games. The Metropolitan Atlanta Boys and Girls Clubs is the lead agency on this initiative.

Super Stars. This culturally specific substance abuse prevention model was developed and implemented by the Metropolitan Atlanta Council on Alcohol and Drugs to heighten awareness of the dangers and potential inducements to substance abuse for families with children ages 6 to 11 years.

Prospects for Replication

Since its inception, people around the country have looked to TAP to provide guidance in solving the problems that plague urban America. To share this knowledge in the most effective way, The America Project was established in 1992. The mission of The America Project is to use TAP's experience to assist other communities in their efforts to improve their quality of life by undertaking broad, community-based, comprehensive initiatives. In addition, The America Project serves as a catalyst and center for such activities and works to link cities to create both information sharing and advocacy opportunities.

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Illinois

St. Clair County Sheriff's Department Alternative Offender Work Program

Statement of the Problem

East St. Louis, Illinois, has a national reputation as one of the most violent cities in the United States. The city suffers from urban decay; very few industries offer employment to residents and the local economy is weak. Almost every segment of local government is in turmoil as it attempts to maintain fiscal stability and operational credibility. The crippling effects of these problems are compounded by illicit drugs and violent crime. To help combat drug and violent crime problems, the St. Clair County Sheriff's Department implemented the Alternative Offender Work Program (AOWP). AOWP contributes to the overall efforts of the multifaceted East St. Louis Area Drug Initiative.

Goals and Objectives

The overall goals of the initiative are to eliminate the drug problem in greater East St. Louis and to bring social and economic changes to the community. AOWP's main goals are to:

- Prevent jail overcrowding.
- Provide nonviolent offenders a positive alternative to incarceration.
- Restore the community's faith in law enforcement and the criminal justice system's ability to deal with the drug problem.
- Hold drug users and dealers accountable for their actions.
- Reduce drug-related crime.

Program objectives are to:

- Have 80 percent of participants complete the AOWP program.
- Maintain an average daily workforce of 7 to 15 people.
- Maintain close communication with the probation system, the State's Attorney's Office, and the courts.

Program Components

AOWP offered nonviolent offenders arrested for drug-related crimes the opportunity to perform community service work rather than spend time in jail. AOWP staff consisted of two corrections deputies (one sergeant and one corrections officer), a community organizer, and a substance abuse counselor. Program staff networked with existing community organizations to plan and implement service projects that would improve public health and safety. AOWP community service workers were assigned to the program as a condition of their court-ordered probation. The program targeted probationers who would have been arrested for drug-related crimes.

AOWP offered nonviolent offenders arrested for drug-related crimes the opportunity to perform community service work rather than spend time in jail.

Initially, AOWP sought participants who met the following criteria: (1) had no prior prison sentences; (2) were physically and mentally capable of participating; (3) had no multiple-offense convictions involving domestic violence; (4) were not long-time perpetrators of domestic violence; (5) had no convictions for actual or attempted criminal sexual assault, assault with intent to commit criminal sexual assault, or arson; (6) had no pending escape charges or a pattern of flight behavior or any pending felony charges at the time of sentencing; and (7) could meet their own food and housing needs. However, most of those arrested had criminal histories, were accused of violent crimes, or had other elements that made them ineligible for AOWP participation. Consequently, the criteria for participation were revised to include more offenders.

Program activities that supported the efforts of local and State agencies were as follows: (1) cleaning abandoned and neglected properties, (2) disposing of illegally dumped materials, including 75,000 tires, (3) initiating neighborhood organization/beautification efforts, (4) restoring parks, and (5) providing emergency relief services.

Much of AOWP's neighborhood improvement activity resulted from its support for a citywide effort entitled "Operation New Spirit." Earlier plans for this project disintegrated because of disaster emergencies, depleted funding, and other organizational problems. However, through partnerships developed by AOWP, some 25 organizations, including the State Community College of East St. Louis, the University of Illinois Action Research Project, and the U.S. Department of Agriculture Soil Conservation Service (now the Natural Resource and Conservation Service), formed the East St. Louis Area Ecosystem Council. This council provided the coordination and communication necessary for efforts such as Operation New Spirit, and the program was reborn. With help from AOWP, Operation New Spirit launched numerous neighborhood revitalization efforts and restored public trash pickup, which had been suspended in East St. Louis for 7 years.

Results and Impact

Performance Measures

Performance indicators for the program include:

- Number and type of arrest by overt squads.
- Number and type of arrest by covert squads.
- Number of offenders prosecuted.
- Number and sentence of offenders convicted.
- Number of offenders assigned by probation and outcome of probation.
- Number of offenders assigned to community service and outcome of service.
- Number of service projects successfully completed.
- Number of neighborhood watch groups organized.
- Number of community meetings conducted.

Implementation Problems and Successes

During the first year of AOWP operations, it was difficult to maintain an adequate work crew of 7 to 10 people. A liaison for AOWP was appointed by the probation director to assist with the flow of new participants from the intensive probation section. In addition, this liaison assisted in aggressive efforts by AOWP staff to convince court services to consider AOWP as an alternative to incarceration in nonprobation cases.

After the aggressive campaign to alert the court of the existence of AOWP, enrollment increased significantly. However, a stabilized workforce required adequate equipment in order to have an impact on the community. Initially the heavy equipment necessary (trucks, front-end loaders, and power tools) was loaned by county and State governments for use in the coordinated projects. Unforeseen problems caused these sources to recall their equipment. The loss of the equipment required AOWP staff to plan and implement service projects that required only manual tools. Diligence in work performance was demanded of AOWP workers, resulting in the successful completion of service projects and improved personal development of workers. These were key factors that prompted additional grant funding from the Illinois Criminal Justice Information Authority for the purchase of equipment. In 1992 a 1-ton dump truck marked the beginning of equipment acquisitions that allowed AOWP to make significant impacts on the problems of the community. Other equipment purchased included a 20-foot transport trailer, a compact John Deere tractor with bush hog cutter and farm implements, a lawn tractor, and various power tools.

In these service hours AOWP crews improved more than 1,000 worksites.

Successes and Accomplishments

AOWP saved taxpayers \$484,488 in incarceration costs. In 4 years of operation, AOWP crews contributed 63,580 hours to the community—which, at a court-designated rate of \$5 per hour, represented \$317,900 in cost-saving benefits to the community. In these service hours AOWP crews improved more than 1,000 worksites, and the program persuaded the city to take over various beautification and maintenance sites that were originally maintained by AOWP workers. Crews completed other improvements and maintenance in several neighborhoods where drugs and drug-related crimes were high, and improved abandoned and neglected properties to allow more positive uses such as community gardens and miniparks.

The true successes of the program were the changes experienced by the participants themselves. Staff demanded and expected each of the workers to give their best, which improved self-esteem. These workers realized that they were helping to solve critical community problems rather than creating problems through criminal behavior. Many participants formed their own businesses, returned to school, and found gainful employment because of their experience with AOWP.

The partnerships formed by AOWP staff with community organizations also brought positive changes to the program participants. In 1994 and 1995, the East St. Louis Area Ecosystem Council brought a \$275,000 Americorps project to the area as well as \$500,000 in Urban Resource Partnership grants. These projects offered social and economic changes that improved the quality of life of area citizens. The Americorps program offered job training, a stipend, and an educational award to participants in return for service. The Urban Resource Partnership grants supported improvements to parks and neighborhoods and projects for youth development. In all of these efforts, AOWP crews were included as partners. Because of AOWP's positive impact, the St. Clair County Sheriff's Department has undertaken similar service efforts and activities using incarcerated offenders. Original Byrne funding for AOWP has expired, and the sheriff's department now supports AOWP efforts and activities under other programs.

Prospects for Replication

Replicating AOWP would not be difficult. Court services across the country are discovering the savings in alternatives to incarceration. Besides tremendous reductions in jail costs, these programs provide positive service benefits to the community. Many of the communities could not have otherwise completed service projects conducted under AOWP.

Initial startup requires funding, and maintaining adequate work crews is an ongoing struggle. Savings in operational costs will more than equalize these financial outlays. The rewards of public support for law enforcement and the courts can be substantial, especially if a partnership approach is

developed with community organizations. Coordination among the various related prosecution, judicial, and enforcement departments is also critical to success.

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Maryland

Community Anti-Drug Assistance Project

Statement of the Problem

According to the Baltimore Police Department, 792 narcotics raids were conducted at residential properties throughout Baltimore City in 1993. Drug houses create a nuisance in neighborhoods, cause significant deterioration in the community, and provide a haven for criminal activity. The presence of an intractable nuisance in a neighborhood undermines community pride and causes its members to feel victimized, powerless, and demoralized. Outside the efforts of the police department, there appear to be limited options available to address the growing epidemic of drugs and their detrimental effect on the community.

As a result, in June 1991 the Maryland Legislature enacted the Nuisance Abatement Law, Annotated Code of Maryland, Real Property, Section 14-120. This statute gives community associations, the Baltimore City State's Attorney's Office, and the Baltimore City Solicitor's Office the authority to file a civil action against the owners and tenants of properties that are being used as a base for drug activity. Properties may be occupied or unoccupied, single or multifamily units. The law was amended during the 1993 legislative session to include commercial properties and public housing.

This statute provides long-term effective assistance to neighborhoods. This legislative approach aids citizens who can no longer tolerate drug abuse, violent crime, the physical decay of housing, and the life-threatening conditions that illegal activity breeds in a community. The nuisance abatement legislation provides the impetus for change and serves as a valuable tool to empower and mobilize community groups.

Goals and Objectives

The goals of the Community Anti-Drug Assistance Project (CADAP) are to (1) ensure that the statute provides long-term effective assistance to Baltimore City neighborhoods; (2) assist neighborhoods in using nuisance abatement as a tool to empower and mobilize community groups to combat drug problems; (3) complete manuals for the community, the police, and local attorneys who represent community associations; and (4) supplement services provided by the Community Law Center.

The Community Anti-Drug Assistance Project established the following objectives to achieve these goals:

- ❑ Coordinate the efforts of the Nuisance Abatement Task Force comprising representatives from the Community Law Center, the Baltimore City State's Attorney's Office, the Baltimore City Solicitor's Office, the Baltimore City Police Department, the Mayor's Coordinating Council on Criminal Justice, the Baltimore City Office of Housing and Community Development, the Baltimore City Partnership for Drug Free Neighborhoods, and the Citizens Housing and Planning Association.
- ❑ Collect and review data pertaining to properties identified as being involved in drug trafficking for use in preparing appropriate legal actions.
- ❑ Refer properties involved in previous drug activities to the Baltimore City Police Department for possible lockup.
- ❑ Educate Baltimore City community organizations about the law through community forums.

Program Components

The Community Anti-Drug Assistance Project is housed and administered by the Baltimore City State's Attorney's Office. The Deputy State's Attorney is currently the project manager and serves as chairperson of the Nuisance Abatement Task Force. The Nuisance Abatement Task Force was formed by the State's Attorney's Office in June 1991. This group convened monthly to prepare the first case under the newly created law in Baltimore City in February 1992. The case was filed on behalf of the Upton Planning Committee and the Provident Homeowner's Association. This case established the procedures necessary to bring action in the State district court.

The partnerships created with other cooperating agencies provide the support needed to make this project work efficiently. The following agencies are members of the Nuisance Abatement Task Force:

- ❑ **The Baltimore City Police Department** provides the data necessary to determine if a drug nuisance exists, testifies in court hearings, conducts surveillance, works with community organizations, and secures properties recommended by CADAP.
- ❑ **The Community Law Center** provides legal assistance to file civil suits on behalf of community organizations and assists in community organizing efforts.
- ❑ **Citizens Planning and Housing** assists in mobilizing the neighborhood with regard to nuisance abatement and organizes educational forums to enhance empowerment strategies.
- ❑ **The Housing Authority of Baltimore City** initiates eviction proceedings against city-owned properties identified by CADAP as being involved in drug activity, provides ownership information on

properties, and assists the neighborhoods with other zoning and housing code violations against landlords as recommended by CADAP.

- ❑ **The City Solicitor’s Office** helps the police department secure properties recommended by CADAP.
- ❑ **Partnership for Drug Free Neighborhoods** a division of the Mayor’s Criminal Justice Coordinating Council, coordinates the objectives of CADAP in its mission to invoke drug prevention activities in Baltimore City and assists the project with community mobilization.

Additionally, the shift toward community-based policing by the Baltimore Police Department complements the community empowerment theory that underlies the Nuisance Abatement Law. Police officers who work directly with community organizations can facilitate the relationship and gather the resources needed to assist the CADAP project. These officers have first-hand knowledge of nuisance properties and can testify in cases involving threats to and intimidation of community leaders. Project staff members also work closely with the drug units within the police department to identify nuisance properties.

The Community Law Center plays an integral role in the development of nuisance abatement cases. This nonprofit, community-based organization assigned two attorneys to provide pro bono legal assistance to bring about a civil nuisance abatement action. These two attorneys work directly with the prosecutor from the Baltimore City State’s Attorney’s Office. Additional attorneys are recruited as needed to assist with the abatement effort. Orientation and training for these individuals is provided by staff members of the Community Law Center and the Baltimore City State’s Attorney’s Office.

CADAP’s efforts have led to a decrease in drug activity in the targeted neighborhoods.

Results and Impact

Performance Measures

CADAP’s efforts have led to a decrease in drug activity in the targeted neighborhoods. Discussions with landlords, tenants, law enforcement officials, and neighborhood leaders resulted in immediate actions to resolve the problem. The indicators for program impact are numerous—number of tenants evicted by landlords, number of properties boarded, decreased drug activity, and number of cases filed.

Implementation Problems and Successes

Changes in leadership, the task of establishing collaboration among several agencies, and low community involvement in various neighborhoods were some of the implementation problems CADAP experienced.

CADAP overcame changes in leadership at four police districts by altering the program’s approach and developing a pilot project to implement the

nuisance abatement statute in a more comprehensive manner. This special project, Operation Move 'Em Out, aspired to handle 200 cases during a 90-day period. The police department assigned a program coordinator and an investigator to help coordinate each district's nuisance abatement efforts with those of CADAP. This team of police personnel and CADAP staff developed additional outreach materials and met with police units within the district and many community associations. Northwestern was the first local police district to assign a police officer full time to collecting and reviewing data on properties identified as being involved in drug trafficking. Properties were identified by community associations based upon their observations, by police officers as an outgrowth of executed search and seizure warrants, and by citizens who had received CADAP fliers.

Interagency collaboration and cooperation were difficult to establish initially but were easily developed over time. Once the program was initiated, participating agencies were very supportive. For example, project staff fostered a relationship with the police department that resulted in staff being notified of addresses that had been recently raided by the police. Utilization of this information allowed CADAP to take a proactive approach to assist neighborhoods.

The lack of community involvement in some areas was due to the decline of hope and ambition within communities. CADAP targeted individuals who appeared to want to be involved in making significant changes and having an impact on their communities. Additionally, CADAP identified six neighborhood associations and solicited their direct assistance in alleviating drug nuisance properties in their respective neighborhoods. Project staff expanded this effort to include other neighborhoods outside of the targeted areas. Agreements were also reached with city agencies to address city-owned properties involved in drug activity.

Successes and Accomplishments

The CADAP team has handled 579 cases since the start of the project 2 years ago. A total of 198 of these cases were resolved by some form of action by the property owner. Another 234 of these cases were closed, for a variety of reasons, after being investigated.

CADAP has filed 18 cases in district court over the past 2 years. Seven of these cases were filed during the first 6 months of 1995. Five cases were filed on nuisance properties as part of the latest initiative with Eastern Police District, Operation C.A.N.N. (Committee Against Neighborhood Nuisance). Two cases were filed on nuisance properties in and around the Park Heights neighborhoods of Pimlico and Reisterstown.

During the first year of operation, the project established the methodology required to prepare a case against a landlord for nuisance abatement. CADAP staff successfully developed a manual to enable neighborhood organizations to file suits independently of CADAP. This manual can be

used as a technical blueprint for other jurisdictions within the State of Maryland. It includes step-by-step procedures from the identification of a problem property to reaching a resolution. The goal was to create a working project model that could be easily duplicated in other local police districts.

Operation Move 'Em Out lasted for 6 months and exceeded its goals. More than 70 percent of cases were resolved. The eviction of drug-dealing tenants by landlords was the overwhelming method of resolution. In some instances, the problem was resolved by police raids and criminal prosecutions. The following categories show how cases were resolved/closed:

Landlord evicted tenants for drug activity	23
Landlord evicted tenants for nonpayment of rent	4
Tenants moved before formal eviction	2
Victims were in process prior to effort	1
Arrest from search and seizure warrants	7
Agreements with property owners	8
Court intervention	5
Landlords secured property	3
No documentation of police activity	42
Vacant (referrals to housing inspections)	18
Other	10
Filed	<u>7</u>
Total	130

Note that the filed cases are also counted under court intervention and agreements.

Prospects for Replication

A number of local initiatives are in place that assist in CADAP's efforts. Projects such as the Empowerment Zone and the Comprehensive Communities Program supply resources so that training of community leaders and the police on the use of the nuisance abatement statute can continue. The coordination and cooperation among other city agencies may continue through the Baltimore City Police Department's shift to community policing over the next few years.

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Massachusetts

The Safe Neighborhood Initiative

Statement of the Problem

The Safe Neighborhood Initiative (SNI) project covers the residential and business areas of Fields Corner, Bowdoin Street, Four Corners, and Geneva Avenue in Dorchester, Massachusetts. Choice of this area centered on its high incidence of urban crime, the intensive investigative and prosecution efforts within its police and court district, and the level of existing community-based programs and neighborhood crime watch groups.

This area suffers from high rates of poverty and unemployment. The overall poverty rate in the district in 1989 was 22.4 percent. Of all groups of children in the district, 32.7 percent live in poverty; 74 percent of Asian children live in poverty.

Many people in the area have little formal education. Thirty-five percent of adults 35 and older lack a high school diploma, and only 13 percent have a college degree. Young people continue to drop out of high school at a high rate. Many young people face obstacles to entering the labor market because of education deficiencies, lack of local job options, or discrimination. Most employed residents work in relatively low-paying occupations.

The area has an elevated infant mortality rate, especially among the African-American population. A relatively high proportion of mothers do not receive the recommended prenatal care, and many are very young. The AIDS case rate and deaths related to substance abuse show that there are serious unmet health needs in the area.

In the past, local organizations that seek to improve standards of life have operated independently, often isolated from each other and sometimes even distanced from their target community. This lack of interagency coordination has led organizations to unintentionally replicate, impede, or even negate the activities of other agencies. The absence of frequent and structured communication wastes effort and encourages a climate of distrust that undermines the potential for far-reaching impact.

Community leaders, government officials, and neighborhood residents are increasingly recognizing the need to make multidisciplinary connections specifically among health, law enforcement, and criminal justice systems in order to adequately address the needs of the community. Interactive relationships among relevant organizations provide valuable opportunities for coordinating services and information, thus maximizing the benefits for the target population.

The problems facing urban neighborhoods demanded a comprehensive, multidisciplinary approach.

Goals and Objectives

The Safe Neighborhood Initiative is an outgrowth of a 3-year partnership between the offices of the Massachusetts Attorney General and the Suffolk County District Attorney. In February 1991, the Attorney General's Office assigned three full-time assistant attorneys general to work with the Suffolk County district attorney's office prosecuting major violent felonies and gang-related offenses. This unit of attorneys was responsible for prosecuting hundreds of cases.

While this infusion of additional resources was helpful, both Attorney General Scott Harshbarger and District Attorney Ralph Martin agreed that the problems facing urban neighborhoods demanded a comprehensive, multidisciplinary approach—namely a collaborative effort among police, prosecution, the courts, probation, youth services, human services, and the community—to effectively deal with the escalating violence and fear that threatened the quality of life in Boston's neighborhoods.

To provide this collaborative effort, SNI was formed in February 1993 as a pioneering partnership among community residents, the State Attorney General's Office, the county district attorney's office, the Boston Police Department, and the Mayor's Office of Neighborhood Services. The overall mission of SNI is to bring law enforcement agencies, community organizations, and local and State governments together in a coordinated way that helps revitalize neighborhoods. The specific goals of SNI include:

- ❑ Strategic reallocation of existing neighborhood resources to maximize impact through effective communication and planning.
- ❑ Implementation of a multidisciplinary approach to focus efforts on the core principles of prevention and treatment, coordinated law enforcement, and neighborhood revitalization.
- ❑ Coordination of services to increase interagency communication and collaboration, partly through the establishment of regular meetings of the SNI Advisory Council, a governing body made up of community residents and top government officials.

Program Components

The SNI model has three core components: (1) law enforcement, (2) prevention and treatment, and (3) neighborhood revitalization. To implement these components, the principal offices of SNI work with five subcontracted programs throughout the target area.

SNI's law enforcement component consists of several innovative crime-reduction projects of the Area C-11 Boston Police Department, and targeted prosecution work from the State Attorney General's Office. The prevention and treatment strand includes the Child Witness to Violence

Project, a Boston City Hospital-based training and treatment program serving children and families who have witnessed community and domestic violence; the Dorchester Youth Collaborative, an intervention program for gang-associated youth; and the Holland Community Center, a facility providing education and recreation projects to more than 315 residents each weekend. Area C-11 police also provide a Vietnamese liaison and Vietnamese youth worker to assist in prevention and treatment efforts. SNI's approach to neighborhood revitalization includes city service delivery efforts from the mayor's office and "This Neighborhood Means Business!" a local merchant education and loan facilitation program. By concentrating on one geographical area, SNI has demonstrated the tangible results achieved when residents, law enforcement, and human service representatives work together and strategically coordinate their efforts.

Results and Impact

Performance Measures

SNI has made substantial progress in its mission, including strategically reallocating resources, implementing a multidisciplinary approach, and coordinating subcontracted services in the target area.

Each subcontracted program has implemented a variety of tools to measure its own performance, ranging from questionnaires to statistical evaluations. These data will be available for interpretation in the summer of 1996. Furthermore, the Attorney General's Office has created a preliminary evaluation report from interviews conducted with members of the subcontracted programs. A formal evaluation report is forthcoming, and expected results include:

- An improvement in the standard-of-life indicators such as health, crime rate, and fear of violence.
- Growth in the numbers and substance of interagency collaborative projects.
- Improved satisfaction of area residents with SNI program service.
- Improved performance of SNI subcontracted programs.

Researchers from Northeastern University Center for Applied Social Research have worked with a senior police official from SNI to develop and implement two sets of community surveys as evaluation instruments. Researchers are analyzing the survey data to prepare a comparative piece for the final report.

The district captain from the SNI area reported the following criminal activity statistics in the target neighborhood: In 1994, homicide decreased by 67 percent, burglaries decreased by 13 percent, and aggravated assaults by

16 percent. Overall, the SNI area reflected a 16-percent reduction in Part I crimes. From January to June 1995, the SNI area showed a 7-percent reduction in Part I crimes compared to the same reporting period in 1994. While these statistics cannot be scientifically linked to the activity of SNI, the dramatic shifts suggest that collaborative, community-based law enforcement efforts may have a significant impact on public safety.

Implementation Problems and Successes

The lack of identified funding for the future of SNI poses a strong implementation problem.

Successes and Accomplishments

SNI law enforcement efforts have gleaned concrete resources for the target community. The settlement of a case handled by the Attorney General's Office against the Glass Top Lounge, located in the Fields Corner area, requires the proprietors to pay \$12,000 in quarterly payments of \$1,000 to the combined accounts of Fields Corner Community Development Corporation (CDC)/Safe Neighborhood Initiative. These forfeiture funds have supported several cultural events and targeted youth activities.

Several activities of the Attorney General's Office have furthered the success of the prevention and treatment strand of SNI. For example, the Attorney General's Office worked with the police department and telephone company to remove pay telephones that have been used for drug and gang activity within the target area, and the office has also worked with local communication companies to remove billboards that depict violence. The Attorney General's Office has continued to work closely with the SNI Advisory Council and community groups, including business and crime watch groups, to address criminal activity and other community issues. Additionally, the office's peer-mediation program, Student Conflict Resolution Experts, has been successfully implemented in Grover Cleveland Middle School and Dorchester High School.

As part of the initiative's neighborhood revitalization efforts, SNI has targeted abandoned property for rehabilitation and resale. To date the Abandoned Housing Task Force has identified 10 properties within SNI boundaries as pilot sites for the project and has sent initial notification letters to the owners of these properties, launching an expedited receivership process. The Abandoned Properties Program has generated serious inquiries from several municipalities outside Boston.

The project has successfully obtained funding for many of its principal objectives. For example, representatives from the Attorney General's Office received a first-year grant of \$382,971 from the Massachusetts Committee on Criminal Justice and a second-year grant of \$341,314. In 1995, SNI received accolades from the City of Boston, placing as a finalist for the Boston Management Consortium Excellence Award.

SNI has made considerable strides toward its goal of revitalizing a targeted area. Project participants report that much of SNI's progress is augmented by the development of relationships among SNI Advisory Council members. Enhanced lines of communication among SNI group members have matured into viable relationships.

Preliminary findings of the surveys conducted by Northeastern University Center for Applied Social Research show positive results for the community policing program under SNI's coordinated law enforcement component. Two results of particular note are:

- ❑ Changed perception of area problems—a shift in residents' concerns about being victims of serious crimes such as armed robberies, assaults, and muggings to concern for quality of life issues such as loitering kids, graffiti, and public drinking.
- ❑ Improved community confidence—a 10.9-percent increase in the number of people who report they never avoid going out at night and a 14.4-percent increase in the number of people who believe it is not at all likely that they will be victims of property crimes.

Prospects for Replication

Prospects for replicating SNI are strong. Two major efforts have already begun, and in April 1995 SNI's principal offices agreed to support an unfunded replication of the initiative in the Grove Hall area of Roxbury. The Grove Hall project has been a significant undertaking and has made impressive progress. A Grove Hall working group comprising community leaders and top management representatives from SNI's principal offices meets every other week. The group has defined the specific target area boundaries and is working with Roxbury district court judges to begin targeted prosecution activities.

Expansion of SNI was contemplated extensively before the initiative's principal offices agreed to include the adjacent Saint Mark's community in the target area. SNI principals and participants hope that the Saint Mark's expansion will not only build new resources and relationships but will challenge the core process of SNI as well.

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Minnesota

Strong Neighborhood Crime Prevention Program

Statement of the Problem

The Payne-Phalen community is attempting to combat a longstanding trend of increased crime with a severely challenged economic base. Payne-Phalen is a diverse community made up of nearly 27,000 people. The neighborhood is located northeast of downtown Saint Paul. The far northern edge of the community is middle class and stable. However, approximately three-fourths of the Payne-Phalen area is experiencing urban decline.

Much of the Payne-Phalen housing stock dates from the turn of the century. The median real estate value for a house is \$64,000 compared to a city average of \$75,200. The housing located in the two census tracts bordering downtown is particularly run down. More than 10 percent of these houses are valued at \$15,000 or less. Added to this problem is a shortage of disposable income for housing repairs and home purchases. The median annual family income is only slightly above \$23,000.

In contrast to low real estate values and incomes, crime is high. Criminal activity in 9 of Payne-Phalen's 12 police grids is more than double the city average. In fact, 10 percent of all crimes committed in Saint Paul's 198 police grids occurred in these 9 grids alone. With increased crime has come fear and a lack of confidence in the neighborhood's future.

Goals and Objectives

The overall goal of the program is to establish a comprehensive community-police partnership that will work toward preventing and fighting crime and rebuilding the confidence of residents of the Payne-Phalen community.

The three main objectives are to:

- Build a large network of strong, resourceful block clubs to serve collectively as the core of the program.
- Build an internal partnership within the community through extensive outreach and engage in effective collaboration with all local stakeholders.
- Build a close working partnership with the police while ensuring that the partnership will remain community based, community responsive, and community driven.

The overall goal of the program is to establish a comprehensive community-police partnership.

Program Components

The Payne-Phalen/District Five Planning Council is a 30-member board comprising community residents and business owners who are elected by their peers to serve 2-year terms. The council has established the following 11 program elements to achieve its goals and objectives:

- Expand the existing block club network by identifying “hot spot” areas where new clubs are needed.
- Increase the participation of people of color and other underrepresented groups in block clubs and the community as a whole.
- Increase youth participation in block clubs, youth councils, job fairs, and other community activities.
- Increase renter and landlord participation in block clubs and the community.
- Encourage and help block clubs to develop individual work plans based on interviews with residents expressing their issues, concerns, and expectations.
- Encourage block clubs to expand their focus beyond crime watch to include social cohesion and housing and economic development issues.
- Provide block club leadership training and encourage leadership networking.
- Serve as a communications link with block club leaders through newsletters, mailings, and forums.
- Host a National Night Out event or events to build a stronger sense of community.
- Increase collaborative efforts between the Payne-Phalen Planning Council and the community as a whole and encourage block clubs to collaborate with other community stakeholders.
- Improve community pride through cleanliness and maintenance of neighborhood properties by sponsoring neighborhood cleanups and other projects.
- Improve the quality of rental property by providing management referral information to landlords.

Outreach

The community needs to continue building a strong, comprehensive network for crime prevention. The network educates, communicates, and builds strength through numbers. Components of this network include neighborhood crime watch block clubs, business owner and business district block clubs, senior centers, social service agencies, community development corporations, churches and synagogues, recreation centers, booster clubs, schools, and parent-teacher associations.

Organization

The Payne-Phalen/District Five Planning Council serves as the forum and focal point for voicing needs assessments and expectations and for planning and implementing the community's crime prevention program and strategies. The council, through its Public Safety Committee and the board of directors, serves as the voice of the community. At the same time, neighborhood block clubs and organizations are encouraged to work with the police, the neighborhood council, and elected representatives on short-term tasks and problems.

Interaction

Representatives of the council meet with the police on a monthly basis. Council staff and the police work on a daily basis to resolve short-term tasks and problems. The police attend block club meetings, and police officials respond to requests from block club captains directly to the captains and to council staff.

Implementation

The council and segments of the community, usually block clubs, cooperate with the police in identifying and solving crime problems in the community. Other segments of the community not directly affected by specific problems are called upon as allies to assist community-police efforts. The council's Planning Program, the council's Crime Prevention Program, governmental development units, and other nonprofit organizations work diligently to facilitate sound housing and economic development opportunities in the neighborhood.

Results and Impact

Performance Measures

The crime prevention coordinator maintains records of meetings, forums, events, and communications. These records are reported to the Payne-Phalen Council and its funders. The coordinator meets with the block clubs periodically to assess their progress, motivating the less ambitious clubs to meet their objectives.

The Payne-Phalen/District Five Planning Council's Public Safety Committee monitors the crime prevention coordinator's activities, reviews staff records, and oversees the program's progress and direction. This committee meets on a monthly basis. The Public Safety Committee in turn reports to the board of directors, which also meets on a monthly basis.

In addition, Payne-Phalen must report its progress to its funders. To report progress, staff compare the council's accomplishments to proposed activities as listed in its grant contracts.

Perhaps the greatest indicator of Payne-Phalen's progress is its reputation within the community. Whether community stakeholders will be willing to work with the council or turn to it for assistance will depend mostly on how the council is perceived by the community.

Implementation Problems and Successes

The major obstacles for the program continue to be resistance to change, lack of economic development, and apathy. The City of Saint Paul adopted community policing in September 1992. Although a community-responsive structure was put in place, there is still much police resistance to this change. Many police officials and officers pay only lip service to the community. There are still many sworn officers who retain the attitude that they are the professionals while community people are meddlers. Some police officers welcome leads from the public but do not reciprocate by discussing the outcome of investigations. Overall, however, the process is off to a good start.

Community crime prevention does not operate in a vacuum. Strong local economic development is necessary. Many absentee landlords do not maintain their properties or screen their tenants for past criminal convictions. Homeowners and renters need to increase their incomes for home repairs and house purchases.

Perhaps the greatest nagging problem is apathy. Some people will not join a block club until a problem occurs on their block. A few block clubs will not meet unless forced to do so by a specific incident. Other block clubs will not come to the aid of adjoining block clubs to solve an issue. Some segments of the community refuse to see their interest in community crime prevention.

Successes and Accomplishments

In 1994, the number of residential block clubs increased dramatically from 130 to just under 180. This increase occurred largely in response to a comprehensive advertising/public relations campaign sponsored by the Payne-Phalen Council. Components of this campaign included billboards, posters in businesses, local newspaper advertising, and extensive door-to-door canvassing.

Participation by people of color and youth has increased significantly. Prior to September 1994, only about 20 people of color were active in the block clubs; most of these people were members of a single block club. By the end of June, more than 100 people of color were active. Four new block club captains and co-captains are nonwhite. Approximately 50 young people, ages 10 to 17, routinely attend block club meetings. Many ask about joining the new Payne-Phalen Youth Council and other community and civic organizations. This increase is due in part to an aggressive door-to-door campaign in which fliers describing the program were handed out.

In 1994, the number of residential block clubs increased dramatically from 130 to just under 180.

In larger apartment buildings, building owners were encouraged to set up block club meetings to keep renters from becoming the targets of drug dealers. The council worked with social service agencies to educate the Hmong population and increase their attendance at block club meetings.

The Payne-Arcade Area Business Association has been a great booster of the program. As part of Payne-Phalen's block club promotional campaign, more than 200 local businesses permitted the council to place recruitment posters in their businesses. The business association then donated money to allow Payne-Phalen to continue renting billboard space for an additional 10-week period.

Payne-Phalen's social service community and local churches opened their doors to educational and recruitment programs. Working with the social service agencies proved particularly effective in reaching people who do not normally participate in conventional crime watch forums such as neighborhood block clubs.

The Payne-Phalen Council continues to staff a Planning and Economic Development Committee, which conducts neighborhood planning and monitors housing, commercial, and industrial development for the entire community.

The council recently created a Problem Properties Task Force. This task force helps identify substandard housing stock and structures that harbor behavioral problems such as suspected drug dealing. The task force reports these problems to the city and monitors city enforcement efforts.

Block club members are encouraged to participate in these committees and to contact the city or local community development corporations to investigate substandard housing on their blocks. Some of the block club captains serve on the board of directors of the local community development corporation, and others participate on one of its committees. Block clubs are also encouraged to report behavioral problems directly to the police or other appropriate city enforcement departments.

Prospects for Replication

Prospects for replication are good. In May 1995, the crime prevention coordinator spoke about some aspects of the program at the Neighborhoods, U.S.A. annual conference. Several community groups in the Twin Cities have similar programs. The neighboring community council has borrowed the billboard component of the Payne-Phalen Council recruitment campaign.

The program is not expensive. Costs include the salary of one full-time crime prevention person, rent, and some advertising. Fundraising has been difficult, but largely successful. Most of the program's success is due to the commitment and many volunteer hours of dedicated block club captains. The program has benefited greatly from the active cooperation of local nonprofit agencies, churches, and other stakeholders.

For the program to be successful, the crime prevention coordinator must be active in the community, perceptive of the community's needs, effective in dealing with people from diverse areas, and able to make contacts in the community. At the program's inception, organizers should investigate the resources available to the community through the police department.

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Montana

Confederated Salish and Kootenai Tribal Court Community Service Program

Statement of the Problem

There are approximately 6,000 tribal members and Indians from other tribes residing on the Flathead Indian Reservation. The Tribal Court processes approximately 480 criminal and traffic cases each year, and with retrocession the court expects to handle more than 1,000 cases this year. Using present trends, it is expected that approximately 25 percent of those cases will be handled through some sort of alternative sentencing—either community service, probation, or home arrest.

Prior to the establishment of the Community Service Program, alternative sentences for community service were not centrally coordinated. Individuals who were sentenced to community service found their own worksites, and those that did find work were not effectively supervised. There was no formal method to verify hours worked, ensure appropriate conduct, or supervise attendance. The few employers located were reluctant to employ community service workers due to liability concerns. Consequently, the Tribal Court used community service sparingly. This led to more incarcerations and increasing jail costs. With a jail population of 10 persons per day at \$25 a day, the cost to the jail was approximately \$91,250 yearly. Sentencing individuals to jail without the availability of alternative sentencing options was depriving them of the opportunity to develop work skills and work habits and preventing them from becoming useful citizens.

Due to the high unemployment rate on the Flathead Indian Reservation, individuals who were sentenced to pay fines could not do so without causing hardship on their families. These individuals were often brought back to court for contempt, ending up in jail and creating more expense for the Tribal Court and the jail and further hardship on the families. There is a continuing need for the Community Service Program and other alternative sentencing options.

Goals and Objectives

The goals of the Community Service Program are to:

- Provide a sentencing alternative to the Tribal Court, courts of other jurisdictions, and other programs.

Alternative sentences for community service were not centrally coordinated.

The program was established to offer defendants the opportunity to make restitution to society through volunteer work.

- Provide a sentencing alternative to defendants in lieu of incarceration, payment of fines, and other fees.
- Satisfy the needs of the community by showing punishment being carried out.
- Provide a capable tracking system for those individuals placed on community service.

The objectives of the Community Service Program are to:

- Place individuals at worksites.
- Ensure community service hours are completed in a timely manner.
- Report to the referring agency the successful or unsuccessful completion of assigned hours.
- Track the individuals to ensure compliance, attendance, and attitude.
- Provide other educational and job opportunities to community service participants.

Program Components

The Community Service Program was established within the tribal judicial system to offer defendants the opportunity to make restitution to society through volunteer work. The program diverts selected defendants and provides a means for indigent or dependent offenders to pay the consequences of their offenses by working at community service sites.

When an individual is sentenced to the Community Service Program, judges assign community service hours based on the offense committed. All offenses are accepted. An individual is then referred to the community service coordinator who assesses the individual's skills, assigns him or her to the appropriate worksite, and monitors his or her compliance with the program. If the worker is noncompliant, he or she is sent back to the judge, who will sentence the individual either to additional community service hours or to jail. If the individual is sentenced to jail, the amount of time is increased.

The referral agency (worksite) designates a worksite supervisor who is responsible for supervising the community service workers, documenting the hours completed, and serving as the contact person for the Community Service Program. Worksite supervisors arrange schedules for the workers, orient them, and train them.

The community service coordinator serves as the liaison between individuals sentenced to community service and the participating referral agencies. The community service coordinator also:

- Identifies appropriate community service worksites on an ongoing basis.

- ❑ Interviews and assesses community service participants' skills, abilities, and mental states.
- ❑ Places individuals at appropriate worksites within 10 days of sentencing.
- ❑ Provides worksites with contracts and timesheets to ensure the completion of community service hours in a timely manner.
- ❑ Provides followup with worksite supervisors and community service participants.
- ❑ Reports to the referring agency the successful or unsuccessful completion of assigned hours.
- ❑ Tracks community service workers to ensure compliance, attendance, and attitude.
- ❑ Initiates and reviews all necessary reports associated with the program such as probation office records, worksite records, and court records.

The Community Service Program offers other opportunities to participants, including a credit of 4 hours of community service for participation in educational programs and job skills programs. The community service coordinator refers participants to agencies that provide the following services:

- ❑ **General Educational Development (GED).** Individuals take the Take Adult Basic Education (T.A.B.E.) test, and their skill levels are evaluated. Participants are placed at the appropriate skill level and work at their own speed until goals are accomplished.
- ❑ **Adult Basic Education.** The participant completes a registration form, takes the T.A.B.E. test, and completes the Adult Basic Education Employability/Training Plan.
- ❑ **Tribal Literacy.** This program's activities include developing literacy materials, training participants, and providing published reading materials.
- ❑ **Vocational Rehabilitation.** Individuals with physical, mental, or emotional disabilities are provided with training, resources, guidance, evaluation, eligibility, written rehabilitation plans, services, job search and placement information, followup, and closure.
- ❑ **Job Training Partnership Act.** This program provides practical work experience and helps develop work habits. The program can fund a participant for up to 6 months at minimum wage without a hiring contract from the employer at the end of that time. This program makes referrals to other programs such as Aid to Families With Dependent Children (AFDC), Salish and Kootenai Confederation, Job Service, Housing, General Assistance, the Tribal Personnel Office, and Hospitality Training. Hospitality Training is based in Spokane, Washington, and is related to placement on fishing boats in Alaska.

- ❑ **On-the-Job Training.** This program is for eligible participants seeking full-time employment in the private sector. It targets specific worksites and offers reimbursement of half the employee's wages to the employer. However, the employer is obligated to hire the participant full time after the training period.
- ❑ **Jobs Opportunities and Basic Skill Program.** This program provides AFDC recipients with education, training, and job readiness skills. The process includes assessment, an employability plan, and referrals to other agencies addressing individual needs such as child care, food, shelter, and education.

Results and Impact

Performance Measures

The community service coordinator submits a progress report to the chief adult probation officer, the Tribal Court, and the Montana Board of Crime Control on a quarterly and yearly basis. Other reports are submitted as needed to accomplish evaluation and internal assessment. Information in these reports includes the following performance indicators: number of referrals, number of clients accepted, referral source to the Community Service Program, total number of hours of community service performed, number of placement sites obtained, expenditures, client fee collections, and workmen's compensation information.

The expected results of the Community Service Program include:

- ❑ A cost-effective alternative to incarceration.
- ❑ A way for the offender to repay the community.
- ❑ The potential for further employment opportunities for the offender.
- ❑ Development of a positive support system for the offender.
- ❑ Provision of a sense of self-worth to the offender.
- ❑ Alleviation of the jail population.
- ❑ Training in good work habits and job skills.

Implementation Problems and Successes

One of the problems encountered during implementation was obtaining worksite participation in the program. Many agencies were reluctant to participate because of the negative results from prior approaches to community service sentencing options.

Another problem encountered was transportation. Because of the vast size of the reservation, individuals placed on community service had difficulty getting to their work sites on time. To address this problem, the commu-

nity service coordinator placed individuals at work sites closer to their homes.

Successes and Accomplishments

Some accomplishments of the Community Service Program include:

- An increasing number of referrals from other jurisdictions including cities, counties, State agencies, and other tribal courts.
- Distribution of program materials to one city judge.
- Permanent jobs for some community service participants.
- Continued funding.

The Community Service Program has also produced the following results:

- A total of 174 referrals, increasing daily.
- A total of 189 participants.
- A total of 5,891 hours of community service, at a cost savings of \$109,695 in 18 months.
- Approximately 36 worksites.
- A success rate of approximately 78 percent.

Prospects for Replication

The prospects for replication are excellent. While this program exclusively serves the Indian population on the Flathead Reservation, the concept used will fit any jurisdiction.

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New Mexico

Albuquerque Police Department Neighborhood Improvement Program—San Jose Neighborhood

Statement of the Problem

The community of San Jose is a culturally ethnic, low-income, working-class neighborhood located in southeast Albuquerque. The community was established in 1830 with a primarily agricultural economic base. Upon arrival of the railroad, the economy shifted toward dependence on wage labor. As agricultural use declined, property owners divided land into smaller areas with little or no organization, making it difficult and sometimes impossible to reach households experiencing a problem because the alleys, streets, and homes were not organized in rows, creating a patchwork with difficult accessibility.

For more than 100 years the residents respected the land and water, but in 1982 the Environmental Protection Agency proposed a Superfund site in San Jose, with another site named in 1994. The concentration of environmental pollutants and the tremendous contamination created by area industry has caused land use to decline and property values to fall. The once prosperous agricultural community is zoned by the Federal Government as a “pocket of poverty” neighborhood. Environmental hazards, pollution, health problems, and crime are prevalent. All of the environmental, social, and economic tragedies are interconnected. The degradation of the human spirit breeds well in a community where human life is devalued and there is little recourse for the residents. Without a clean, safe, and healthy place to live, neighbors suffer from a sense of displacement and a lack of respect.

With improper stewardship of natural resources, neglect of the infrastructure, little or no planning, poverty, poor health, lack of employment, low incomes, inferior education, substance abuse, inferior housing, biased media coverage, and victimization by various levels of society, San Jose was a perfect breeding ground for crime. Family problems, school problems, neighborhood problems, poverty, and urbanization contribute to violent crime and drug abuse as well as to domestic and interpersonal violence. The people had to take their community back from the polluters of the environment—not only the corporations that leaked chemicals, solvents, and toxic emissions into the air but also the gangsters, drug dealers, prostitutes, thieves, and other criminals.

Without a clean, safe, and healthy place to live, neighbors suffer from a sense of displacement and a lack of respect.

Goals and Objectives

The Albuquerque Police Department (APD) Neighborhood Improvement Program was developed to reduce the incidence of crime and create a better quality of life through actions in partnership with neighborhoods and other interested people, agencies, and organizations. The program has the following objectives:

- Formulate a trusting and compassionate relationship among the community, APD, and other partners.
- Organize weekly community-oriented policing meetings to address residents' problems, current issues, and solutions.
- Organize action-oriented steps to lead to problem solving and prevention.
- Bring a greater awareness and understanding of unique, culturally diverse communities by interaction among stakeholders.
- Reduce the incidence of drug trafficking and criminal activity.
- Identify and develop strategies to ensure that residents become more responsible for their immediate surroundings and larger community.
- Use intensive, innovative enforcement to address crime and the health and safety of residents.
- Identify resources and establish partnerships to improve the cost-effectiveness and ownership by all parties involved.
- Participate in training, educational forums, and committees to be part of the solution, not the problem.

The motto of the program is EMPOWERMENT.

Program Components

The motto of the program is EMPOWERMENT:

- E Enriched community!
- M Making their own decisions!
- P Putting aside differences!
- O Organizing, organizing, organizing!
- W Willingness for trial and error!
- E Establishing relationships!
- R Rewards—A better quality of life!
- M Move—Do something!
- E Enthusiastic support!
- N Nurture relationships through trust building!
- T Taking control of your situation!

The phases of the program are community based and consider the unique diversity of the neighborhood. The criminal activity and culture have existed within the neighborhood for many years. Therefore, it was necessary to enlist support from other areas such as the fire department, mail carriers, and service providers such as medical clinics, community centers, schools, churches, and businesses, as well as from elected officials and the Albuquerque Police Department. Other city government departments that continue to be major players are zoning and weed and litter.

Weekly community meetings with 15 to 30 participants provide the base in which trusting relationships are nurtured. Oppression and fear have been the norm for the community. To create an improved environment, these feelings must be replaced with trust. Guest speakers lecture about relevant neighborhood issues, and because presenters come to the community, they have the opportunity to visit the neighborhood and talk to the people that live, work, and play there. This provides a setting in which information is shared in a nonthreatening manner and real and lasting partnerships are developed to improve and enhance the neighborhood.

Area feeder schools, as well as the high school, are an integral part of the program. Students visited the State legislature in 1995 and organized a letter-writing campaign asking metropolitan and Federal judges to impose harsher sentences. Community center personnel and members of the community participated in a Court-TV program on gangs.

Correspondence is sent to landlords, tenants, homeowners, and businesses that are a public nuisance and threaten the well-being of the community. The barrio is very closely canvassed, and followup actions appropriate to the severity and nature of the problem are taken.

The criminal element is dealt with in a unified effort enlisting methodology that has proven effective. Assistance from a centralized command center is applied to the selective enforcement of specific crimes. The zero tolerance approach is utilized.

Keeping in constant contact with elected officials and governmental agencies and visiting the courts and judges in a unified effort are of utmost importance. People with a common goal have a strong voice to articulate what they will or will not tolerate in their neighborhoods. Within a structure that promotes equal partnerships, problems are prevented, analyzed, and solved, thus empowering the citizens. The mayor has begun a public housing initiative in the community of San Jose, addressing all issues that affect quality of life within these areas.

APD incorporates the following community policing actions as part of their participation with the program:

- Training officers in community-based policing.

- Attending meetings and establishing a relationship with the community.
- Collecting information about complaints and the priorities of residents.
- Analyzing information and suggesting ways to accomplish goals.
- Implementing action plans and reviewing the results of these plans, making modifications as necessary.
- Being honest, building trust, communicating, listening, and understanding community members.
- Using a problem-solving model with emphasis on resources available to the department and the community.
- Eliciting input and assistance from city councilors, State senators and representatives, and the judicial system.
- Forming coalitions to make changes that will improve quality of life.

APD sponsored the Citizen Police Academy to provide participants with information and insights that could be shared with communities. APD organized a steering committee with membership from all levels of the community to address problems and concerns. It also organized the Minority Police Task Force to address problems inherent in a multicultural organization.

The following activities are also part of the San Jose neighborhood initiative: weekly community meetings; participation in local, regional, and national policy legislation, enforcement, and funding; marches; dissemination of printed materials; involvement with schools, community centers, other programs, government agencies, elected officials, and churches; dissemination of a newsletter; training and education; guest speakers; written correspondence; and canvassing.

Results and Impact

Performance Measures

The measure of success for the program is that fearful, mistrustful community members have formed partnerships that have put them in control of their own destiny. The citizens know that their voices and actions do count. The neighborhood is cleaner, safer, and healthier because of a strong partnership between citizens and APD that promotes constructive, safe, healthy alternatives in preventing, controlling, and eradicating crime.

Implementation Problems and Successes

All of the stakeholders in the program face many challenges on a daily basis. Some challenges are easily met, while others involve overarching issues that must be resolved with other agencies and that take longer periods of time and greater resources. Short- and long-term goals must be

established, and resources must be identified. Politics, economics, environment, and social impacts have been used to create opportunities for partnerships to raise awareness that the standard of living must be improved in the neighborhood.

Initially there was mistrust between the community and the police department. Community members felt that the police would not respond to their needs. These feelings of mistrust were alleviated by the weekly meetings, which built relationships and trust. Being a fundamental part of the process empowered residents and reinforced their trust and confidence in the police department.

Attendance at meetings is generally low when nothing unusual is occurring in the community. It has been documented that when there is a substantial problem, attendance increases. Meetings are held in different locations throughout the community, including community centers, churches, and schools, to provide better access to area residents.

Lack of information, motivation, and awareness of issues is a challenge that must be addressed, as is the fact that crime has created a dysfunctional and unstable community. Laws must be changed, and stakeholders must remain vigilant in fighting the battle against crime.

The program motivated citizens to take action.

Successes and Accomplishments

The program motivated citizens to take action in response to issues that affected the health and safety of their neighborhood and encouraged personal and interrelational growth and development among the agencies and organizations involved with the program. An increase in community awareness and commitment from involved individuals was demonstrated by increased partnerships among government agencies, schools, churches, and other organizations. APD and the neighborhood hold weekly meetings, actively participate on committees, and execute plans of action for the improvement of these relationships.

The creation of partnerships among a great number of diverse agencies, organizations, and citizens is crucial to the prevention and control of criminal activity in the neighborhood. Using creative ways to fund the program, including accepting resources from area businesses, for-profit and non-profit agencies, and local and national grants, the program has realized an increased rate of service, a decreased rate of criminal activity, and an environment in which business owners, homeowners, and tenants are taking responsibility for maintaining their property.

The public housing project located within the community is a priority of the mayor's office, which will address the physical structures as well as the legal issues surrounding compliance with all of the rules and regulations of residing in the development. Tenants are informed and educated about their rights and responsibilities, and classes and programs are offered to

empower them and address their immediate needs. A door-to-door survey is used to identify and assess residents' needs.

Measuring a stronger, healthier, safer, and cleaner community is at times difficult. Often compiling data and monitoring numbers misses the improved visual appearance of a neighborhood. It is very important to note that children are riding bicycles and playing on the swings in their yards; that community centers are engaged in a frenzy of activity full of promise and hope; and that neighbors, police officers, and other partners willingly attend weekly meetings, training sessions, and committees, giving of themselves to create and maintain an improved neighborhood. The dedication of these stakeholders is hard to quantify. Yet, if it is the program's mission to improve the neighborhood, it is a true measure of success.

Prospects for Replication

Partnerships that provide support are the key to success. Awareness, understanding, listening, and appreciation of diverse opinions in a nonthreatening atmosphere where people are in a united effort form the basis for a successful program.

Mutual respect, trust, patience, cooperation, and support from residents, law enforcement, and all partners must exist as should a willingness to challenge the system in a proactive, community-driven approach toward solutions. In a collaborative effort, parties involved must identify immediate short- and long-term goals, devise and execute a plan of action, develop methods for evaluation of implementation and effectiveness, and be willing to be accountable to one another.

Organizers must establish advocacy for the program through the creation and nurturing of partnerships. Each success must be celebrated to maintain participants' morale. A better quality of life must be advocated. Relationships should be developed with local and national funding sources, nonprofit organizations, businesses, government agencies, private individuals, and foundations.

The following actions might prove beneficial in implementing this program:

- Hold weekly meetings, canvass neighborhoods, write letters requesting action on property upkeep, and follow up on problems.
- Maintain relationships with city, county, State, and Federal governments, schools, businesses, landlords, homeowners, and youth and health-care service providers.
- Solve neighborhood problems collectively.
- Create a Community Oriented Police Services steering committee, a citizen academy, and a minority police/citizen task force.

- Attend court sessions and write to judges.
- Get the mayor involved with housing projects.
- Keep elected State officials informed of neighborhood events and successes.
- Maintain relations with the sheriff's department.
- Provide clinics, health fairs, and "Greater Awareness—Crime Affects Health" programs to respond to health issues.
- Hold workshops on education, diversity, and stress management.

Achieving a safe, healthy, and clean community is a group effort. Everyone must work together to give individuals an equal voice and share in a solution that is reached fairly and equitably.

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New Mexico

Albuquerque Police Department Neighborhood Improvement Program—South Broadway Action Team

Statement of the Problem

The South Broadway neighborhood is a 112-square-block area in Albuquerque, New Mexico. It is Albuquerque’s most multicultural neighborhood with a population that is 83 percent Hispanic, 8 percent African American, 2 percent Native American, 6 percent non-Hispanic Anglo, and 1 percent Asian/Other. The South Broadway neighborhood is also one of Albuquerque’s lowest income areas. Many families in the South Broadway neighborhood have lived there for generations. They are rooted in the traditional cultural ties to the land and, therefore, have a stake in its future.

The South Broadway neighborhood is currently engaged in a struggle for its survival. In past years, fueled by the presence of the notorious La Paloma Bar, which was closed down in July 1994, the neighborhood gained a reputation in the Western United States as an easy place to buy and sell illegal drugs. Ninety percent of the illegal drug buyers in South Broadway do not live in the neighborhood, and 25 percent of them do not even live in Bernalillo County. The neighborhood is faced with a serious influx of outsiders entering to engage in illegal drug trafficking activities. In addition, the South Broadway neighborhood has experienced an influx of persons with ties to California and Colorado gangs who traffic illegal drugs in the neighborhood. With this influx has come a significant increase in incidents involving guns.

The South Broadway neighborhood is currently engaged in a struggle for its survival.

Goals and Objectives

The goal of the South Broadway Action Team is to engage in community policing work with the Albuquerque Police Department and others, using focused, nonviolent strategies developed by the South Broadway Neighborhood Association, the action team’s parent organization. The South Broadway Neighborhood Association focuses on crime prevention by promoting neighborhood pride and supporting advocacy efforts for the needs of neighborhood youth.

Program Components

In 1992, South Broadway residents and the Albuquerque Police Department entered into a partnership called the South Broadway Neighborhood Association to begin collaboratively addressing issues of community safety in the South Broadway neighborhood. In January 1995, with the assistance of the Community Development Institute in California, the South Broadway Neighborhood Association created the South Broadway Action Team to coordinate community policing efforts.

The South Broadway Action Team performs several activities. The team ensures that owners of properties where suspected illegal activity takes place stop all illegal activity immediately or evict the offending tenants as quickly as is legally possible by using the City Drug Nuisance Abatement Ordinance.

The team sends bilingual letters (Spanish and English) to inform registered owners of vehicles engaging in suspected illegal activity that such activity will not be tolerated in the South Broadway neighborhood.

Team members relay information about suspected illegal activity to the Albuquerque Police Department and other relevant agencies during weekly meetings, held to promote consistency and prevent residents from forgetting important information. Approximately 25 to 30 residents are involved each week in the action team meetings. Residents who do not attend meetings can document illegal activity and provide it to community members who attend the meetings or to police officers in the community. Any information relayed to the police is kept strictly confidential and is acted upon on an anonymous basis. The police help to guide the organization through the legal system, ensuring that the actions the South Broadway Action Team takes are legal and helping to design the means to accomplish the organization's goals.

The team builds relationships with other organizations and agencies to leverage resources. At the same time, the South Broadway Neighborhood Association engages in specific programs and projects using the theme "Help Make South Broadway a Great Place to Live!" These activities include rallies, sometimes in the form of barbecues, in front of drug houses. The association also promotes leadership development among neighborhood youth to foster ownership and impart the decisionmaking skills needed for youth to become contributing neighborhood residents.

The neighborhood association is also involved in advocacy. The association promoted the Public Safety and Community Policing Tax, a citywide referendum issue that will add 150 police officers to the community policing initiative and allocate funds for crime prevention and drug rehabilitation programs.

South Broadway residents and the Albuquerque Police Department entered into a partnership to begin collaboratively addressing issues of community safety.

Results and Impact

Performance Measures

One performance measure for the South Broadway Action Team is that community policing will see a reduction in the number of drug houses. At the same time, resident participation is another important index because it reflects a sense of ownership of the South Broadway neighborhood and a commitment to making it a great place to live.

Implementation Problems and Successes

By January 1995, the safety of community policing participants was a major concern. Under a city ordinance, neighborhood association meetings are open to all who reside or own property in the neighborhood, including those who engage in illegal drug activity. By late 1994, the South Broadway community policing efforts had made such an impact that on occasion people attended community policing meetings as informants for drug traffickers. One family became the focus of retaliation as a consequence of its participation in the fall 1994 rally. Creating the South Broadway Action Team as an organization independent of the South Broadway Neighborhood Association, enabling it to restrict membership and require orientation sessions for new participants, has helped to make community policing meetings safe for participants.

A related problem, still unresolved, is how to take important community policing matters to the news media without jeopardizing the safety of South Broadway residents. In 1995, with hopes of not sacrificing its bold initiatives, the South Broadway Action Team decreased its profile in the media.

Legal protection is another unresolved issue. The South Broadway Action Team cannot afford \$3,000 each year for board insurance, so it remains unincorporated and ad hoc in nature without public files or membership lists. So far, the South Broadway Action Team has been successful in talking several lawyers out of threatened litigation against the team.

Another implementation problem encountered involves the need to expand the views of community members, including convincing residents to advocate for the needs of the entire South Broadway neighborhood instead of a parochial advocacy for their own block. To counter this tunnel vision mentality, the South Broadway Action Team instituted neighborhood bus tours for its participants as well as frequent reminders that South Broadway will not be a safer place to live as long as any section of the neighborhood is experiencing serious problems with criminal activity. Activities that promote opportunities for residents to get to know and trust each other, including social events and refreshments, have also proved helpful.

Another variation of this limited vision was experienced by the South Broadway Neighborhood Association early in 1995. Many association

members wanted to participate on the action team because crime was perceived as the most urgent neighborhood issue. South Broadway residents were not looking beyond crime to the fundamental importance of the work of the South Broadway Neighborhood Association, including promoting neighborhood pride and developing and affirming the young people of the neighborhood. The action team needed to maintain a core of committed participants but was becoming burdened by the continual presence of many new participants who often came to meetings out of a sense of urgency for the problem on their own block but lacked the larger neighborhood vision. At the same time, the neighborhood association was lacking members.

Successes and Accomplishments

The successes of community policing in the South Broadway neighborhood continue to multiply. From early 1994 to September 1995, illegal drug trafficking activity was stopped at more than 50 locations in the South Broadway neighborhood including two notorious bars, which were both closed. When community policing first started in South Broadway, residents did not believe it was possible to shut down even one crack house. Now community members expect these drug houses to be shut down immediately.

These accomplishments resulted from building a collaborative working relationship with the Albuquerque Police Department and other organizations and agencies able to contribute toward making South Broadway a safer place to live. In addition, building a grassroots, resident-driven organization that works hard as a team to help reduce criminal activity in the South Broadway neighborhood has been an important element of the program's success.

In the last 3 years, this collaborative grassroots effort has included:

- ❑ A total of 36 public rallies and marches under the theme "Peace in Our Streets," to send a clear message that drug trafficking will not be tolerated in the South Broadway neighborhood.
- ❑ Biweekly neighborhood meetings with the area commander for the Albuquerque Police Department.
- ❑ Advocacy work for the passage of the City Drug Nuisance Abatement Ordinance, the creation of a second code enforcement team, and the Public Safety and Community Policing Tax referendum.
- ❑ Certified letters sent to the owners of at least 75 properties where suspected illegal activity was taking place and about 200 letters to registered owners of vehicles suspected of engaging in illegal activity in the South Broadway neighborhood.
- ❑ Relationship building with more than 30 different public and private organizations and agencies.

The successes of community policing in the South Broadway neighborhood continue to multiply.

At the same time, the South Broadway Neighborhood Association has promoted annual neighborhood cleanup events; coordinated field trips, mural projects, and other activities for children and youth during spring break; arranged for intensive leadership training in Santa Fe for 36 neighborhood youth; and engaged in other activities that promote the well-being of the South Broadway neighborhood.

This work has gained national recognition. In May 1994, South Broadway was named National Neighborhood of the Year by Neighborhoods USA. Six months later, the South Broadway neighborhood was honored with a visit from Joseph Brann, Director, Office of Community Oriented Policing Services, U.S. Department of Justice. Most recently, a U.S. Department of Housing and Urban Development technical assistance grant was awarded for the purpose of addressing traffic flow problems which facilitate illegal drug trafficking activities in the South Broadway neighborhood.

In May 1995, the neighborhood association assumed responsibility for the promotion of the Public Safety and Community Policing Tax, a citywide referendum issue that will add 150 police officers to the community policing initiative and allocate funds for crime prevention and drug rehabilitation programs. More than 100 South Broadway residents turned out for a promotional ice cream social with the referendum's sponsor, City Councilor Steve Gallegos. Activities in support of this referendum have given the South Broadway Neighborhood Association a safe way to integrate community safety with other neighborhood concerns. The association is hopeful that it will provide the needed transition into fall neighborhood projects, including the creation of a South Broadway Youth Council and a neighborhood campaign to raise residents' reading scores. South Broadway elementary schools have the lowest reading scores in the metropolitan area, which translate into high truancy and delinquency rates by the time these children become teenagers.

Prospects for Replication

At a minimum, the South Broadway Action Team model would work well in older, urban neighborhoods where there are families that feel rooted in the neighborhood; where there is still a sense of hope for conquering crime problems; where there is the potential for nurturing collaborative working relationships with agencies such as the police; and where there is mutual respect for the importance of resident-driven, grassroots efforts to empower neighborhoods.

The key to successful replication of the program is organizing the neighborhood. If people in the organization come from the community, trust is built. Door-to-door, neighbor-to-neighbor grassroots activities are extremely important. Community members need to be educated. A bus tour of the streets involved in the program is helpful to give residents a more global outlook on the problem. The organization should start small, with

emphasis on discovering what is important to the community and accomplishing a victory over at least one expressed problem. After the first success is realized, the organization can go on to another activity.

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New Mexico

Jicarilla Apache Tribe Domestic Violence Program

Statement of the Problem

Domestic violence is a significant problem among New Mexico's Jicarilla Apache Tribe. The Jicarilla Apaches' Tribal Domestic Violence Code defines domestic violence as all forms of familial violence including spouse abuse, child abuse, elder abuse, and abuse between individuals who may not have been married but have a child together. Before adopting the code and hiring a domestic violence clinician and client advocate, the tribal police department and tribal court did not uniformly categorize cases of domestic violence. Accurate data were not available until the inception of the Domestic Violence Program in July 1993 and subsequent implementation of the code. According to tribal law enforcement records, 134 victims of domestic violence were referred to the Domestic Violence Program from July 1993 to January 1994. Arrest records show that 70 offenders were arrested during the 3-month period from October 1993 to January 1994.

Many incidents of family violence are not reported.

The Jicarilla Mental Health and Social Services Department has tracked significant diagnostic and functional data from the community including mental-health-related diagnoses and suicide data. Thirty-eight percent of clients seen by department staff were dually diagnosed with alcohol or substance abuse and a mental health problem. Sixty-three percent of the clients with mental health problems fell into the diagnostic category of family, relationship, and parent-child issues, which includes domestic violence and child abuse.

An analysis of all mental health diagnoses determined that children and youth under the age of 22 represented 35 percent of the diagnostic category population for family, relationship, and parent-child issues. Additionally, children and youth under age 22 composed 19 percent of patients in the same diagnostic category.

Service providers concede that the incidence of domestic violence is much greater than program data reflect. Many incidents of family violence are not reported, and victims often seek medical services from facilities off the reservation. Furthermore, the overall high incidence of alcohol abuse within the community is an extremely salient environmental risk factor. Although the impact of alcohol abuse is difficult to quantify, health-care staff consider it a major cause of injury and illness.

Goals and Objectives

The main goal of the Domestic Violence Program is to establish an integrated, comprehensive, community-based service delivery system sensitive to the cultural needs of the community. This system encompasses direct and support services that are family focused and community centered to enhance family functioning and reduce incidents of family violence.

The program's efficacy is contingent upon the development of multisystem collaboration that provides continuity, respect, and a single point of access for families. The program objectives are directed toward enhancing the criminal justice system, with particular emphasis on developing a supportive environment for victims. They include:

- Improving the criminal justice system response to domestic violence situations.
- Refining the reporting of domestic violence incidents.
- Enhancing and expediting the justice system's handling of domestic violence cases.
- Developing a treatment system of family-based services.
- Enhancing family functioning to decrease incidents of domestic violence.

Program Components

The Jicarilla Apache Tribe administers the Domestic Violence Program through the Jicarilla Mental Health and Social Services Department. The department provides prevention services at primary, secondary, and tertiary levels. Besides the Domestic Violence Program, the department operates parenting programs; a peer assistance and leadership program for youth in grades 9 through 12; fetal alcohol syndrome/fetal alcohol effect home-based services and primary prevention programs; a suicide prevention program; medical social services; and a child abuse prevention program.

Department staff consist of a director, a clinical psychologist, one master's-level clinician, one bachelor's-level clinician, four paraprofessionals, and two support staff. The Domestic Violence Program provides a variety of community-based, family-focused services including:

- Revising the juvenile code and developing a protocol for handling sexual abuse cases.
- Developing protocols for domestic violence and child abuse in coordination with law enforcement and the tribal court.
- Providing training for law enforcement, courts, and service providers to ensure that protocols are understood and can be executed.

The Domestic Violence Program provides a variety of community-based, family-focused services.

- Providing community awareness and prevention materials to inform the public about the cycle of abuse.
- Developing data collection methods to substantiate the problem and improve service delivery.
- Creating accessible channels and mechanisms for reporting incidents of domestic violence.
- Developing information packets for victims.
- Providing relevant cultural and community clinical services to families including counseling to individuals, families, and couples; a male perpetrators group; a victims support group and assistance; evaluations; crisis intervention; client advocacy; and tribal education and outreach.
- Coordinating services with community and State resources.
- Providing information and referrals.

Results and Impact

Performance Measures

Hiring professional staff and community members to develop, coordinate, and implement the program has been integral to the creation of viable networks and effective mechanisms for systemic change. Having more accessible channels for reporting incidents of domestic violence has encouraged reporting and decreased the rate of recidivism. Early interventions and more refined data collection methods should uncover additional benefits.

The program will be evaluated using three dependent measures: community awareness, community change, and client change, as determined by a 6-month followup. Performance indicators include:

- Number of referrals to the program and identification of the referral source (i.e., court, police, self-referred, or other service provider).
- Number and type of training sessions conducted and participants' evaluation of the training.
- Number of articles in the local newspaper and public service announcements on a local radio station.
- Client satisfaction survey, to be administered quarterly.
- Development of new policies, protocols, and services.
- Development of a data collection system.
- Client records that include precipitating factors.
- A 6-month followup to determine recidivism and severity of abuse.

Implementation Problems and Successes

The initial number of referrals to the program was greater than expected, resulting in a delay in the implementation of activities such as protocol and data collection development. Training a community member as a client advocate was viewed by the community and staff as an integral component; however, due to the initial number of referrals, the training was not as comprehensive or systematic as originally planned. Another obstacle has been in obtaining continued funding for Domestic Violence Program staff positions. Lack of funding for the client advocate position resulted in the termination of this position for approximately 8 months, causing other staff to assume some of those responsibilities until additional funding was obtained.

Procedures for handling domestic violence cases are complicated by jurisdictional issues that arise as a result of being on a reservation. Tribal police, Bureau of Indian Affairs (BIA) investigators, the Federal Bureau of Investigation (FBI), State police, and county police are agencies that may become involved in domestic violence disputes. The Domestic Violence Program staff have coordinated efforts with the Tribal Court and law enforcement to develop protocols for handling incidents of domestic violence. However, the attrition rate among Tribal Police necessitates ongoing training on issues related to domestic violence.

Another problem is that the Dulce Health Clinic is not open evenings and weekends. Individuals seeking medical attention after traditional work hours are either seen by emergency medical technicians or drive significant distances to Farmington, Albuquerque, or Santa Fe. These distances must also be traveled to access shelters and safe houses. There is an insufficient number of foster homes, and there are no shelters or safe houses within a reasonable distance. Moreover, there is limited access to telephones. In the event an individual is taken to a shelter, there are no transitional living facilities in the community. A lack of housing within the community often necessitates victims returning home to perpetrators.

Successes and Accomplishments

The greatest success has been the acceptance of the program by the community, including the tribal leadership. The number of self-referred victims, perpetrators, and first-incident reports has increased. Coordination and cooperation among service providers have also increased, and gaps in service delivery have been identified.

Before the Domestic Violence Program, family violence remained a community secret. The incidence of family violence was unknown, and no services existed specifically for victims or perpetrators. As a result of this program, victims report feeling protected from disclosure. With support from the tribal council, the program has created a training and education video on domestic violence specific to the Jicarilla Apache Tribe. Victims of

The greatest success has been the acceptance of the program by the community, including the tribal leadership.

abuse have volunteered to help other victims and receive training. This program has been accepted as a community effort that provides culturally relevant services.

Prospects for Replication

This model is replicable within any community, as long as all segments of the community participate in the program's development. The community must identify culturally relevant services.

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Oklahoma

CARE Program

Statement of the Problem

The juvenile crime rate in Oklahoma County continues to increase at an alarming rate. Data received from Oklahoma County Juvenile Services shows that the average number of referrals in FY 1994 was 447 per month. In June 1994, the agency reached a high for the year with 609 referrals. The number of juveniles referred for delinquent offenses was 4,772 in FY 1994, compared to 3,549 in FY 1993. A comparison of the number of violent, weapons-related, and sex-related offenses referred in FY 1994 to FY 1993 shows a sharp increase from 598 to 679. This represents a 26-percent increase over 2 years. The number of female juvenile offenses referred in FY 1994 was 841, compared to 762 in FY 1993. Of the youth who were referred to the agency for delinquent offenses, 38 percent were Caucasian, 51 percent were African American, 4 percent were Native American, and 6 percent were Hispanic. The ages of the delinquent youth ranged from 7 to 17 years. These data indicate that the majority of delinquent offenses were committed by African-American youth. Additional data received from probation services at the Oklahoma County Youth Bureau indicates that the majority of these African-American youth reside in the northeast quadrant of Oklahoma City.

If there is no intervention in their lives, these youth may become the future prison population. History has shown that the fragmented approaches traditionally used to alleviate juvenile delinquency have not solved the problem. The CARE Program is committed to an integrated, holistic approach to combat juvenile delinquency. This approach is implemented through collaboration and networking between the CARE Program, law enforcement agencies, county and State social service agencies, schools, and most important, the communities where the youth live.

Goals and Objectives

CARE is an innovative program that demonstrates new and different approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes committed by juveniles. The program targets the northeast quadrant of Oklahoma City, one of the county's most gang-threatened areas.

The mission of the CARE Program is to provide, promote, assist, and facilitate a community-based, integrated, holistic process that provides an envi-

History has shown that the fragmented approaches traditionally used to alleviate juvenile delinquency have not solved the problem.

ronment where the participants have opportunities to learn necessary skills to function successfully in the existing social, educational, and employment settings of their community.

The primary goals that further define the mission statement are to (1) divert and intervene in juvenile involvement with drugs, gangs, and crime; (2) increase the involvement of communities in preventing juvenile delinquency; (3) assist participants in developing skills to enable them to be successful in their educational, social, and employment settings; and (4) engage the parents of the participants in establishing a more consistent atmosphere between home and the program.

The CARE philosophy is that all youth can develop the skills necessary to function successfully in the existing social, educational, and employment systems of their community. The program objectives center around developing and enhancing the necessary skills for successful functioning in today's society. The program achieves these goals through the following objectives:

The program objectives center around developing and enhancing the necessary skills for successful functioning in today's society.

- Develop and initiate participants' leadership skills and foster a commitment to their community and to society as a whole.
- Assess general needs in the participants' families.
- Assess participants' current level of academic functioning and needs for specialized services.
- Enhance the participants' awareness of the skills necessary to prepare for employment.
- Enhance the participants' abilities to make appropriate and realistic decisions.
- Assess participants' abilities to function socially.
- Increase the participants' awareness of appropriate social skills.
- Assess and increase the participants' level of self-awareness and self-esteem.
- Assess the participants' need to develop independent living skills and enhance existing skills.
- Assess the occurrence of abuse among participants and develop appropriate treatment responses.
- Be involved in all aspects of participants' lives including school, family, and social activities.
- Meet with community leaders as well as individual community members to encourage communities to solve their own problems.

Program Components

The program has six components: group sessions, life skills, academic skills, recreation and creative arts, counseling, and aftercare. This integrated and holistic approach nurtures positive self-esteem, enhances life and stress management, creates an awareness of obligations to the community and society as a whole, refines social and interpersonal skills, and maximizes socially responsible behaviors.

Youth in the CARE Program are referred by the Department of Human Services and Oklahoma Juvenile Services based on the following criteria: (1) juveniles ages 8 through 17, (2) juveniles who reside in Oklahoma County, (3) juveniles who have escalated to court supervision status, (4) juveniles who are considered to be at risk, and (5) juveniles who are currently attending a traditional school. Intake interviews are conducted with the juvenile, his or her family, a CARE counselor, and the CARE director. Other significant individuals who have worked with the youth may also be included. Each juvenile is assisted by the CARE staff in developing an individual development plan. During this process the expectations of both the youth and CARE are detailed. The development of the plan results in clearly defined expectations of the juvenile in the following areas: education, community service, counseling, and participation in recreation and creative arts.

Educational sessions are integral components of the program. The program requires completion of informational and educational sessions that focus on sexually transmitted diseases, HIV and AIDS, and drugs and alcohol. Many of the juveniles are at the age of curiosity and experimentation; therefore, a minimum of 20 hours of information, education, and counseling are required of each participant. The bulk of programming hours focus on decisionmaking skills, values clarification and modification, behavior modification, communication skills, social skills, conflict management, and anti-gang education. Juvenile participants receive 62 hours of counseling and education related to these issues. These programs provide skills that empower the youth to be successful in educational, social, and employment settings.

Each participant in the program receives individual, family, and group counseling. Assessments are conducted on each juvenile. The assessment process includes information gathered from the juvenile, CARE staff, parents, and any other individual or agency who may be able to provide relevant information.

The daily schedule for program participants incorporates the six components of the program into activities from 3:30 p.m. to 8:30 p.m., with the exception of monitoring students' community service as well as some recreational activities that are scheduled during high-risk times, Friday and Saturday nights. The program operates year round, and counselors are available to talk with the participants 24 hours a day, 7 days a week. Juve-

niles have the opportunity to earn points for their participation in the program. Points are used for rewards such as field trips (e.g., camping trips, fishing) and extended recreation time.

The aftercare component strives to ensure long-term crime-free behavior of the juveniles completing the program. This component includes a monthly peer support group for past program participants, a tracking system, and a community mentor program. All participants are tracked throughout the school day to ensure high school attendance. Upon completion of the program, the aftercare program continues to track clients to provide further assistance, guidance, and support. Questionnaires, surveys, visits, and interviews assist in data collection. All data are compiled for an annual report.

Results and Impact

Performance Measures

During the monthly individual juvenile assessment, an evaluation is conducted on the individual's progress in CARE. All assessment data are compiled in a monthly report to monitor the project's performance. Areas that are measured include education, group, life, counseling, recreation, and aftercare.

Education performance measures include hours of tutoring; visits to colleges, universities, or vocational/technical schools; hours on the computer completing structured learning modules; and hours at workshops, career seminars, and listening to speakers. Group performance is measured by the number of hours completed in the following program areas: community service, substance abuse prevention, anti-gang involvement, motivation, decisionmaking, and visits to correctional centers/facilities. Life performance measures include communication skills, relationship skills, employment readiness skills, independent living skills, and social skills. Counseling performance measures include group counseling hours, individual counseling hours, conflict management, client-parent counseling, and substance abuse counseling. Recreation performance is based on recreation activities hours; painting, ceramics, and drawing; and sports. Aftercare performance is measured by the number of contact hours after release from the program.

Implementation Problems and Successes

The primary implementation problem was not receiving enough referrals from the Department of Human Services and Oklahoma County Juvenile Services. As time passed, CARE became better known and referrals increased. CARE also advertised to improve program recognition and sought out clients by going directly into the community. Another problem CARE experienced was a lack of parental involvement. CARE staff began

going directly into homes to conduct counseling with the parents who failed to keep counseling appointments. Transportation was difficult for some clients, so CARE began offering free bus passes to parents or clients needing transportation to counseling sessions.

Successes and Accomplishments

Although the CARE Program has been operational for only 26 months, approximately 175 delinquent youth and their families have received program services. In many ways, the impact of the program on the community may be just as important as the number of youth who have received services. In its short existence the CARE Program has become well known throughout the community. On a daily basis individuals come into or call the center and ask the staff, "What can I do to help solve the problems affecting our youth?"

Prospects for Replication

The CARE Program could be easily replicated if a coalition is formed among law enforcement agencies, county and State social service agencies, schools, and the communities where the youth live. Once the coalition is formed, a strong commitment to work together must exist among the agencies.

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Pennsylvania

Public Nuisance Task Force

Statement of the Problem

Nuisance properties are at the core of crime in Philadelphia's inner city. The following statement from a community member illustrates the extent of the problem in Philadelphia:

I attribute the rise in crime in our neighborhood to the presence of this house and the activities that emanate from it. Drugs lead to crime, and this is exactly what's been happening lately in our community. If this activity is allowed to continue, it will lead to further victimization of our community by drug-addicted predators who will scare people into leaving the neighborhood and allow it to deteriorate further.

Attacking nuisance properties gets at the root cause of criminal behavior that so often destroys a community. The Philadelphia Public Nuisance Task Force focuses on all types of public nuisances, from the nuisance properties themselves to the illegal activities associated with the properties including drug dealing, violence, underage drinking, public intoxication, public sexual activity, and loud noises.

Attacking nuisance properties gets at the root cause of criminal behavior that so often destroys a community.

Goals and Objectives

The goal of the Public Nuisance Task Force is to improve the quality of life in Philadelphia by helping citizens and government work together to eliminate drug and alcohol nuisances in the community.

The objectives to meet this goal are to:

- Help community organizations improve their quality of life through a public-private partnership.
- Streamline, coordinate, and integrate existing law enforcement and private resources.
- Work to improve quality of life through community empowerment.
- Sustain improvements in quality of life through long-range community organization and development.

Program Components

A drug nuisance is any property such as a house, apartment, or business in which illegal drugs are sold, used, or stored and where use of the premises disturbs the community. A liquor nuisance is any establishment providing alcohol in violation of the liquor code including (1) to minors, (2) to persons engaged in criminal conduct, (3) after hours, and (4) where patrons engage in disruptive or illegal behavior that disturbs the surrounding community.

Two key functions of the Public Nuisance Task Force are empowering community groups to use the legal system against nuisance properties and streamlining the role of the government.

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The task force engages and mobilizes citizens by making them the primary actors. They are the prime resource to achieve the results. The program is driven by grassroots complaints. Community mobilization requires the creation of community leadership and the formation of a community group that includes citizens and community organizations. Community meetings are organized by a community liaison, and affidavits, filled out by community members, are collected. The affidavits are critical because they give the community a sense of participation. Each community group is afforded pro bono counsel through the Philadelphia Bar Association. Citizens are responsible for sending complaint letters to property owners. If action is not taken, neighbors join the District Attorney's Office as a party in filing a civil complaint against the property owners.

The Public Nuisance Task Force consists of the following agencies: the District Attorney's Office, the Managing Director's Office, the Police Department, the Department of Licenses and Inspections, the Bureau of Liquor Control Enforcement, the Law Division, the Health Department, the Office of Housing and Community Development, Public Housing Authority Narcotics Enforcement, and the Redevelopment Authority.

While the District Attorney's Office is the primary recipient of community complaints regarding nuisance properties, each participating agency also refers complaints to the task force for action. The staff of the District Attorney's Office does a complete background investigation of each complaint, including collecting sworn affidavits from community members, identifying the owner of the property, and investigating prior criminal activity at the alleged nuisance location.

Based on the initial background investigation, the staff of the District Attorney's Office decides whether a unilateral action such as forfeiture is possible. If so, such action commences as soon as possible. If unilateral action is not possible, the task force determines the priority level of the case by looking at the following factors:

- Level of community involvement.

- ❑ Evidence of nuisance activity.
- ❑ Ability to sustain relief.
- ❑ Existence of a long-range plan.
- ❑ Status of ownership.

The top 16 cases in which the District Attorney's Office cannot take unilateral action move on to the task force for further investigation and collective enforcement action using the strengths of each agency to assist in the investigation. As the task force resolves these cases, it adds new cases to its active list. The staff of the District Attorney's Office maintains an aggressive community outreach campaign. The purpose of this campaign is to ensure that neighborhoods understand and participate in the task force's efforts to eliminate public nuisances.

The task force agencies work together in the most efficient way to bring expertise from all areas to a case. The District Attorney's Office performs forfeiture and nuisance actions; the Police Department conducts undercover investigations and surveillance on problem properties; and the Licensing and Inspection, Health, and Law departments provide the administrative remedies needed to take action, such as sealing properties.

Results and Impact

Performance Measures

The success of the Public Nuisance Task Force can be measured quantitatively and qualitatively. Some quantitative measures include number of community meetings held, number of citizens mobilized, number of citizens providing affidavits, number of properties forfeited, number of properties sealed without forfeiture, number of drug storefronts (drug operations fronting as small businesses) closed, number of voluntary abatements, number of property changes, and total number of nuisances abated through task force action. Qualitatively, the task force measures the level of community support, neighborhood spirit, impact of community efforts, reduction of fear of crime, and level of safety felt by community members.

Implementation Problems and Successes

One challenge faced at implementation was recruiting task force members. At first the task force was uncertain about how high to go in an organization to recruit participants. Later the task force discovered that recruiting at the operational level was more efficient than aiming for the chief or director of participating agencies.

Another challenge was mobilizing the community. Here the task force was faced with two important issues. The first was dealing with community

member fears. By organizing the community into groups and having them be an active part in the process, the fear factor was reduced significantly. The second issue was helping the community understand that without their participation, the government could not act on nuisances effectively. Many citizens believed that it was the government's duty to clean up their neighborhoods because their tax dollars were paying for it. After seeing the results of the collaborative effort between the government and the community, these perceptions began to change.

Successes and Accomplishments

Since its inception, the task force has helped communities to eliminate 98 active public nuisances. The breakdown of this progress includes 19 properties forfeited, 24 properties sealed without forfeiture, 37 nuisance drug storefronts closed, and 19 other nuisances abated. The task force currently has approximately 175 cases under investigation and 16 cases subject to priority action by the task force.

The task force held 15 formal meetings during the first year. These meetings resulted in improved communication, coordination, and integration among the participating agencies. Specifically, the task force meetings produced the following cooperative efforts:

- ❑ The Police Department and the District Attorney's Office coordinated a presentation to the entire Police Department command regarding the nature of the task force's work and the Police Department's requested participation.
- ❑ The District Attorney's Office, the Police Department, and the Department of Licenses and Inspections coordinated a special program to close nuisance drug storefronts.
- ❑ The Bureau of Liquor Control Enforcement has coordinated with the Department of Licenses and Inspections and the Police Department on the investigation of nuisance liquor establishments.
- ❑ The task force joined the steering committee of the Philadelphia Plan, a public-private partnership using tax credits to rebuild challenged communities in cooperation with local Community Development Councils (CDCs) and private corporations, and recruited the Philadelphia Bar Association to provide pro bono counsel to the CDCs participating in the Philadelphia Plan.
- ❑ The task force assisted Urban Genesis, a nonprofit organization, in obtaining a small grant that provides funds for community liaison work in the areas targeted by the Philadelphia Plan.
- ❑ Citywide cooperation between the Police Department and Department of Licenses and Inspections was facilitated by the task force, and these agencies now cooperate in the sealing of active nuisance properties.

- ❑ The Health Department has provided special training and technical advice to the Department of Licenses and Inspections with respect to handling infectious waste on nuisance properties.
- ❑ Through the Managing Director's Office, the District Attorney's Office has worked with the city's Community Education Program to expand community outreach and education efforts. To date the District Attorney's Office has participated in eight joint training programs for citizens.

The task force has also continued to work aggressively to assist citizens in mobilizing to improve the quality of life in Philadelphia neighborhoods. During 1995, 249 community meetings were held, 1,128 citizens provided affidavits, and more than 500 citizens and police officers expressed their willingness to testify in court proceedings. Staff in the District Attorney's Office have undertaken community outreach efforts with the South Lehigh Action Council, Community United Neighbors Against Drugs, the Aubury Townwatch, Frankford Group Ministries, the South Philadelphia Rainbow Committee, the Police Interracial Task Force, and the Fitzwater Block Association. In many cases, the task force's effort to mobilize the community has independently resulted in nuisance abatement.

Prospects for Replication

The prospects for replicating the program are good. It is important to consider the following factors:

- ❑ The community liaison role is key to mobilizing the community and educating the public.
- ❑ Team building is essential in assembling the task force.
- ❑ A data management system is needed to carefully investigate and track cases.

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Puerto Rico

Puerto Rico National Guard Public Housing Intervention Project

Statement of the Problem

Most crimes in Puerto Rico are known to be directly related to the traffic, manufacture, sale, and use of illegal drugs. The main access roads, sidewalks, and streets in public housing projects have become distribution points for illegal drugs.

The drug dealers selected the projects for their activities because of the great number of apartments and narrow streets and the low to moderate incomes of the residents. The Governor of Puerto Rico called the National Guard to State active duty to give protection, support, and a perimeter of defense to the State police while arresting drug dealers and denying their return. In the meantime the government built permanent access control features such as fences and gates. Three typical public housing projects were among those targeted.

Las Gardenias public housing project comprises 8 buildings with 164 apartments and 700 residents. The increase in illegal drugs was a threat to law-abiding residents, and the State police were not successful in controlling the problem. The community asked for an access control system to minimize crime and increase safety.

Villas de Mabó housing project comprises 18 buildings with 124 apartments and 358 residents. Like other projects in Puerto Rico, it suffered from the presence of illegal drugs, delinquency, alcoholism, family conflicts, neighborhood problems, and unemployment.

Jardines de Guaynabo housing project comprises 10 buildings with 80 apartments and 331 residents. The main problem in this community was related to drug trafficking. The efforts of several government agencies had resulted in a waste of resources and time, since the base of the problem—drug selling and use—was not treated.

Goals and Objectives

The goal of the program is to end drug-related activities in public housing projects. Objectives include taking over the projects, establishing access controls, coordinating directly with other government agencies, and reinstating the public housing projects to the board of residents.

The goal of the program is to end drug-related activities in public housing projects.

Public housing project takeover, coordinated with the State police, FBI, and other security and service agencies, is based on intelligence gathered by the Puerto Rico Police Department, which selects agencies that can provide information on potential danger areas, persons, or groups. Access controls established in coordination with State police and other government agencies address efforts of State agencies and civilian enterprises to provide services to the public housing projects, including gas services, food deliveries, funeral services, and garbage collection, previously denied access by the tight control exerted by drug dealers.

Once permanent access control measures are operating at each public housing project, National Guard personnel are withdrawn. The Governor's Quality of Life Committee's job is a long-term endeavor to ensure that the drug dealers do not regain control of the projects.

Program Components

The program is divided into three phases. Phase I is executed at a time and date selected by the State police. Normally this phase is executed a few hours before dawn by military police units. Troops assemble and receive a detailed mission briefing by State police and National Guard officers. The police and National Guard troops then cover the objective area by ground and air. The National Guard's role in the operation is primarily to establish perimeter security, while the police detain and search persons gathered at the drug-selling points. Simultaneously, police K-9 teams move in to execute search and arrest warrants.

Joint police/National Guard teams establish temporary pedestrian and vehicular access control measures to prevent the use of the area as a drive-in market for drug transactions. During this phase of the operation, the police use one of the empty apartments as a command post. The entire phase lasts only a few hours.

Phase II occurs once the objective is secured and all seizures and arrests are completed. Fresh National Guard troops and police officers are brought in. Phase III begins on the same day as police occupation of the public housing project, with representatives from the Governor's Quality of Life Committee, comprising 16 government agencies, meeting with the tenants at the residential community center. The purpose of this meeting is to identify the most urgent needs of the community and to develop a master plan to address those needs. Depending on the nature of the needs, a lead agency is selected. During weekly followup meetings, the directors of the agencies brief the Governor on their progress.

After permanent access control measures are installed at the public housing project, the National Guard force is withdrawn. The State government is working with the Federal Government to create a special police force that would eventually replace the State police at each project. The main

concern of the Governor's Quality of Life Committee is to restore community confidence in local law enforcement agencies.

Even after the National Guard is withdrawn, it plays a role in the community. Sports clinics, drug and alcohol reduction program orientations, youth conservation programs, and summer camps are some of the ongoing activities offered by the Puerto Rico National Guard.

Results and Impact

Performance Measures

Once the permanent access control measures such as electric or manual gates, guardhouses, fences, or illumination are installed, the control of the project is returned to the community with the assistance of a specially trained State police force. The Governor's Quality of Life Committee endeavors both to ensure that drug dealers do not regain control of the projects and to restore the residents' confidence in the constitutional government.

Implementation Problems and Successes

Initially the tenants were hostile to the presence of the law enforcement agencies, but after a few changes were made in the Residents' Committee, the residents' attitudes began to improve, and they became more receptive and cooperative. Residents began identifying common criminals that were establishing operations in the complexes.

Successes and Accomplishments

As the Governor's Quality of Life Committee and the modernization program began to take effect, the tenants' perception of the government agencies working in their communities began to change. The interaction between the State law enforcement agencies and the communities has improved.

The establishment of 35 neighborhood committees has been a success. They are providing services to their communities and serving as a liaison between State agencies and the tenants. Twelve of the 35 neighborhood committees are scheduled to begin the administration of their own public housing projects.

The State police are involved in an anti-crime campaign, patrolling in the projects' surrounding sectors and other areas with the cooperation of the National Guard military police. The efforts of the State police and the National Guard have also been highly acclaimed by local and national news media. Type 1 offenses have dropped substantially in comparison with the same period in 1994.

Even after the National Guard is withdrawn, it plays a role in the community.

National Guard participation in counterdrug missions enhances military readiness. The State mission allows the National Guard to play a prominent role in the country's counterdrug program. The constitution permits the National Guard to act in the unique role of citizen-soldiers to support law enforcement agencies in a way other agencies cannot.

Prospects for Replication

The drug problem is considered by many to be the greatest domestic danger to national security confronting Puerto Rico. The National Guard provides counterdrug support to Federal, State, and local law enforcement agencies. Consequently, the National Guard needs long-term funding with a stable budget to sustain the momentum of the mission. The counterdrug efforts are beginning to show results. As a followup to those efforts, the National Guard's focus is turning to reducing the demand for drugs.

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Rhode Island

The Positive Role Model Program

Statement of the Problem

Newport, Rhode Island, is a community well known as a tourist resort. This community of nearly 30,000 residents is that and more. However, within the 5.5 square miles of Newport, another city coexists. Newport has the second largest number of low-income housing units in the State of Rhode Island (approximately 20 percent of Newport's population lives in public housing), a per capita crime rate second only to the capital city of Providence, a significant illegal drug problem ranging from international smuggling to street corner dealing, the sixth highest high school dropout rate in the State, and a sizable minority population, many of whom reside in the low-income housing projects.

One of the chronic neighborhood problems for police and residents involved the State of Rhode Island Department of Children, Youth and Families (DCYF) group homes. These group homes are located in middle-class neighborhoods and house young men and women aged 15 through 18 who are delinquent. Alcohol, drug abuse, crime, and behavioral problems are common factors with these youth. Child and Family Services (C&FS) of Newport County, a private human service agency, was contracted by the State to run the homes. The behavior of the youth enraged neighborhood residents, represented a significant workload for the Uniform Patrol Division, and frustrated the efforts of C&FS counselors. The neighborhood residents grew increasingly hostile toward the residents of the home, and the home became a staging point for criminal activity in the area.

An evaluation of community concerns showed that in addition to the group homes, there was a negative image of Salve Regina University's (SRU) off-campus student population. The community residents perceived SRU students as a nuisance in the community due to loud parties, newspaper articles about student arrests, and disorderly conduct of university students. Noise was a major concern of the community residents and was listed as the number one problem facing the neighborhoods.

The neighborhood police officers and the networking officer, who coordinated police efforts with schools, human services agencies, and other public and private institutions, assessed the problem with the group homes. Using the community policing philosophy and looking past the symptomatic issues for the root causation, the Positive Role Model Program was developed.

Using the community policing philosophy and looking past the symptomatic issues for the root causation, the Positive Role Model Program was developed.

Goals and Objectives

The Positive Role Model Program was designed to counteract the lack of self-esteem, poor value systems, and absence of appropriate role models in the lives of young people. These issues had been identified by police officers as the youth's root problems. Officers believed if appropriate role models were provided to the residents in the homes, significant improvement would occur in the behavior of the youth. The various crimes, disorderliness, neighborhood disruptions, and failed rehabilitation were not the real issues but were symptomatic of deeper, unattended problems. Consequently, the behavior of the youth had never changed because the core issues had never been addressed. To institute the Positive Role Model Program, proper role models had to be identified, trained, managed, and supervised.

One of the objectives of the community policing office was to enhance the image of SRU as a resource rather than a burden to the community. Other program objectives are to have university students provide a special friendship to the group home youths; expose the youth to a university environment; provide positive role models; give a view of the future that provides an incentive to stay in school; offer youth a sense of community spirit with an awareness of the world beyond high school; provide youth with fun activities; and support academics by demonstrating a better attitude toward school.

The principal aim of the program in providing a positive role model for each youth in the Department of Children, Youth and Family Services group home program is the development of appropriate coping mechanisms, improved self-esteem, the setting of individual goals, and successful completion of the group home program, which in many cases means graduating from high school and obtaining gainful employment or further education.

Program Components

The program was initiated when police officers on the street approached staff at comparable levels at SRU and the social service agencies. The female group home was designated as a pilot project. DCYF and C&FS representatives responsible for the care and counseling of the young women and SRU administrative personnel were brought together by the networking police officer. Female students from SRU, preferably with sociology, education, criminal justice, or psychology majors, were selected as role models. The students were assessed for suitability through criminal background checks, an oral board interview with representatives from SRU and C&FS staff and the networking officer, and their academic record. Selected students were trained for their roles as mentors by C&FS counselors and were provided a set of guidelines and procedures.

SRU students were paired with group home youth who were committed to the homes because of delinquency, substance abuse, or abusive home situations. The students were to develop relationships with their assigned youths. Social activities, tutoring, exposure to the SRU environment, and counseling sessions were designed to facilitate the positive role model's responsibility for each youth, improve the self-esteem of the group home residents, assist in establishing individual goals, and develop mechanisms to handle peer pressure and overcome negative behaviors.

One of the most crucial components of the Positive Role Model Program is the continuous oversight provided by SRU administrative staff, C&FS staff, and the networking officer. An SRU student was designated as a program coordinator and is responsible for scheduling monthly meetings and proposed activities, coordinating efforts among agencies, identifying problem areas, keeping records including the budget, and acting as a direct liaison between participating agencies and the role models. In 1993–94, the position of assistant coordinator was formulated. This position assists the coordinator in monthly meetings and other functions.

All administrative records of the program are maintained by the networking officer. All records of the group home youth are maintained by C&FS and DCYF. Weekly meetings are held with all the agency personnel involved. Each role model and corresponding group home youth is evaluated for compatibility, degree of improvement for the youth, development of short- and long-term goals, and other relevant issues. The college students keep a log of everything they do with the program youth. If there is a problem between the youth and mentor, staff members shift pairings as necessary.

Group and individual role model and youth activities are planned and coordinated by the students, the group home youth, and the networking officer and C&FS counselor. Social activities such as bowling, movies, and museum, aquarium, and sports field trips are balanced with academic and career activities. Higher education and trade school opportunities are emphasized, along with exposure to various career options through guest speakers from the business community. Self-worth, self-discipline, establishment of personal boundaries, resistance to peer pressure, and other self-improvement attributes are constantly emphasized by the role models through example and discussion. Neighborhood cleanups and improvement projects have been instituted to improve relations with the neighbors and expose the youth and residents to each other.

The mentor relationship ends when the youth are removed from the group homes, either successfully or unsuccessfully. This is understood by both the youth and the mentors from the start of the program. Although the formal mentor relationship ends when the children are removed from the group homes, in many cases an informal mentor relationship continues.

SRU students were paired with group home youth who were committed to the homes because of delinquency, substance abuse, or abusive home situations.

Another facet of the Positive Role Model Program is the Community Alliance for Youth Relief (C.A.Y.R.)–T.L.C. for Newport Kids, incorporated under the auspices of the Positive Role Model Program in July 1994. The T.L.C. program was developed by a teacher in the Newport Public School Department to provide a program for disadvantaged children between the ages of 7 and 12. This program targets high-risk children in the Newport school system who have little or no structure or supervision during the summer months. To assist these children, a new collaboration was formed comprising educators, SRU staff, officers from the Newport Police Department, high school students from the Newport school system, and members of community organizations to provide enriching educational, cultural, and athletic activities. The objectives are to expose these children to a wider range of positive options and expand their levels of life experience.

Currently, application of the Positive Role Model Program throughout the city is being developed through an alliance with the Newport School Department, the school psychologists and counselors, and the networking of officer. School personnel will be able to evaluate problem youth and recommend their placement in the program. By working through the schools' psychologists and counselors, who have contact with almost all of Newport's problem youth, the greatest number of youth in need will be identified and placed in the program. In addition, program administrators are investigating the possibility of making it mandatory for children in family court to become participants in the Positive Role Model Program and for their parents to attend parenting skills seminars conducted by DCYF.

Results and Impact

Performance Measures

From the police perspective, success in the program would result in a reduction of calls for service at group homes, fewer crimes, less neighborhood animosity and disruption, and improved relationships between police and group home youth.

The Positive Role Model Program is continually monitored and evaluated to ensure that program goals and objectives are achieved. Evaluations of role models and youth are viewed for control and enhancement of program objectives but are not necessarily reflected in the statistical data. The statistical data reflect all information for analysis on graduation rates, ethnic backgrounds, pregnancies, entry into college or other higher learning institutions, and the success rate of the program. Success rates count all youth that participated in the program against youth that left or were dismissed from the program due to behavioral or other problems.

Implementation Problems and Successes

Initially, the program was plagued by preconceived ideas, turf issues, and ego problems, mainly at administrative levels, among the social service agencies, human service providers, and police officers involved with the program.

The police department encountered problems obtaining statistics on the youth from the social service agencies involved with the program. Even though the police department confined their questions to numbers and not names or other personal information, the agencies cited confidentiality in their inability to provide data.

Another problem encountered by the police department was defining and identifying success. Success can be the obtainment of a General Equivalency Diploma (GED), graduation from high school, or leaving the group home and successfully transitioning into the community. In addition, due to confidentiality issues, the police officers and the role models are unable to follow up with the program youth unless they become reinvolved with the criminal justice system or initiate the contact themselves.

Due to the expansion of the program beyond the group homes, problems have occurred. Objections were raised by C&FS in continuing to name the expansion part of the program the Positive Role Model Program. This was based on the fact that C&FS was not a part of the expansion project. SRU agreed with C&FS on this matter, but the police department maintains that C&FS can and should be involved with this new segment of the program without deviating from its original name.

Successes and Accomplishments

Following implementation of the pilot program with the female group home, the number of calls for service at the home dropped from more than 200 in 1991 to 17 in 1992. Those calls were predominantly for runaway or missing youth and status offenses, as opposed to the previous year's felonies and misdemeanors.

Group home youth, who had been marginal performers academically, rose to A- and B-level students and began to plan for futures involving education and careers. In the first year of the Positive Role Model Program, 100 percent of the youth eligible for high school graduation graduated, and 57 percent of them went on to college. The graduation rate for eligible youth has remained relatively consistent at 92 percent since 1991, with 57 percent entering college. SRU agreed to fund a scholarship program for youth in the Positive Role Model Program who met the same grade criteria as other entry-level students to the university. Those participants not entering college have gone on to trade school or employment.

Pregnancies have dropped in the female group homes by 66 percent, and calls for service have not risen above 20 at the original group home and

have diminished appreciably at all other homes. There were no dropouts from the program or the DCYF group home for failure to abide by group home rules. The group home's neighbors, who previously had been hostile towards the youth, held a summer cookout for the group home's youth in 1992.

In 1992 a representative of the Newport Police Department met with the White House Domestic Policy staff. Discussion related to the Positive Role Model Program and its application in the Americorps program.

In 1993, the Positive Role Model Program was recognized by the National Center for Community Policing at Michigan State University and highlighted in several published articles in numerous periodicals and law enforcement journals. The program was also highlighted in a book entitled *From the Hip—Visions and Voices of Young People in Community Service*, published in December 1993. The Positive Role Model Program is being studied by the White House as a possible model for President Clinton's Community Initiative Service Program. In addition, the program was featured in *Victory over Violence*, a national program that publicizes programs that have had an impact on youth in America.

Prospects for Replication

Due to the positive results of the pilot program, the Positive Role Model Program was expanded to all group homes. Additionally, the program was instituted outside the umbrella of DCYF and implemented in the city's low-income public housing projects. Both male and female youth are now paired with students from the university.

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South Carolina

Police and Community Together Program

Statement of the Problem

Despite a large number of arrests for narcotics violations, the drug problem still exists in Aiken, South Carolina. The problem increased dramatically in public and low-income housing complexes, and neighborhoods were in a near state of siege. The Aiken Department of Public Safety made every effort to provide for the safety and protection of the residents of these communities. However, the growth of the city had a significant impact on how these areas were policed. Because of the city's large area and the number of calls, officers were confined to their patrol vehicles. This resulted in calls being handled by the "single incident" protocol. This meant that an officer would be dispatched to a call, take the report, and then return to service for the next call, which would likely be in another section of the city.

This method did not allow the residents to become acquainted with the officer, and the officers, having minimal contact with the residents, had limited knowledge of their problems. Many of the more chronic problems officers observed were not easily solved using the short-duration, single-incident approach. When recurring problems persisted, special units or squads would work the areas for a longer time. However, the officers' duration of stay in the area was usually minimal, and again they remained strangers to the residents. These squads also tended to confirm the residents' concerns that crime was escalating, raising their fears and insecurities. The department felt that traditional methods of policing were not producing satisfactory results. Officers had lost touch with the residents, lines of communication were weak, and officers had not gained residents' trust. Despite department efforts, drug trafficking, assaults, driveby shootings, and vandalism persisted. The department pursued alternative methods to address the problems and developed the Police and Community Together (PACT) program.

The department felt that traditional methods of policing were not producing satisfactory results.

Goals and Objectives

The Aiken Department of Public Safety did not want to interject preconceived opinions into the program or ignore the feelings of the residents being served. To ensure this, surveys and one-on-one interviews gained needed input to develop the following goals:

- Reduce drug trafficking and violent crime.

- Develop programs aimed at building stronger community relations between the police department and the residents.
- Establish foot and bicycle patrols in the communities to provide the residents with a greater police presence.
- Establish a foot and bicycle patrol in the central business district to control crime, organize merchants, and build confidence in the police department through daily contact.
- Establish a philosophy of community policing throughout the entire department.

The objectives designed to meet these goals were:

- Develop patrolling methods and effective programs that would eliminate drug traffickers and violent crime in the communities.
- Discover community concerns and develop programs that would deliver solutions.
- Introduce foot and bicycle patrol teams to provide greater police presence and easy approachability.
- Establish programs in the central business district, uniting merchants and giving them tools to battle rings of forgers, shoplifters, and con artists.
- Establish a citizens' leadership council for the department to keep in contact with the communities' needs and concerns.
- Adopt a community policing philosophy for the department with the establishment of a transition team and a focus on training in areas such as communication skills, cultural diversity, and problem solving.

Program Components

In July 1993, the Aiken Department of Public Safety was awarded a grant by the Bureau of Justice Assistance, U.S. Department of Justice, through the South Carolina Department of Public Safety. This grant allowed the department to initiate its PACT program. Four officers were selected and placed into teams of two, with a third team added the following year. These officers were placed in selected neighborhoods and given defined zones to patrol. They established offices in their areas and began building rapport with the residents. They were made the "police chiefs" of their zones and empowered to begin programs and meet the needs of the people they served. The officers established patrol techniques that involved foot and bicycle patrols, and they began organizing the residents to help abolish drug trafficking and violent crime in the neighborhoods. The following programs were implemented.

IMPACT (Inspiring Middle School Students Through Police and Community Together). The IMPACT program is a coordinated effort among

Schofield Middle School, the PACT team, the Growing Into Life Task Force, Westinghouse Savannah River Site, and many volunteers. IMPACT helps at-risk middle school students at Schofield Middle School. Twenty at-risk students are selected by the principal to participate. Students and their parents sign contracts agreeing to participate in specific activities during the year. They also agree to have PACT officers visit the students in their homes to check on homework and other school issues. The students must attend the afterschool Homework Help Center twice a week and participate in biweekly events arranged by the PACT Team. Upon successful completion of these agreements and good conduct reports from the school, the IMPACT students are eligible for a summer program that involves tennis and swimming lessons, cardiopulmonary resuscitation, a babysitting course, personal hygiene, sexuality education, community service, and recreational events. The students also participate in a team-building Project Challenge/Ropes Course event with their parents and a 10-week afterschool self-esteem building and personal ability assessment program.

MOMS and COPS (Managing Our Maternity Services With Community Oriented Policing Systems). The PACT teams are trained by Health Department nurses on how to communicate with pregnant women about prenatal care. The officers carry contact cards that give the name and telephone number of the nurse at the Health Department who coordinates the program. The officers help arrange transportation to the Health Department and locate women who have moved or left the care program. Police offices in the neighborhoods are used for "Clinics in the Community," where Health Department nurses see patients weekly.

Merchant Crime Fax. This is an organized method to deter and apprehend forgers, shoplifting rings, and con artists. Police officers fax crime information and fill-in-the-blank forms to merchants and banks who disseminate the information to others. Fill-in-the-blank forms allow important information to be gathered expeditiously. Merchants can also initiate the fax to the police department or other merchants.

Trespassing Authorization Forms. The Trespassing Authorization Form was developed to allow officers to eliminate trespassing in the neighborhoods. The form is signed by the resident giving permission to the officer to ask trespassers to leave the resident's private property. Once residents sign the forms, they are also agreeing to prosecute and cooperate with the neighborhood efforts organized by PACT. A trespasser is put on trespass notice and ticketed. At this time the officer gathers information about the individual and may take a picture. The second time the trespasser is caught, the officer can take him or her to jail. The development of this form has kept the neighborhoods free from trespassers.

TUF-TALK (Teens Under Fire). TUF-TALK addresses alcohol- and drug-related violence, in a cooperative effort with the schools, Aiken Hospital, and the PACT team. At-risk teens are taken to the hospital morgue and

shown graphic slides dealing with alcohol and drug overdoses, alcohol-related accidents, and shooting victims. The teens attend presentations by emergency room doctors and a former drug addict.

Community Programs. A wide range of community events are organized by PACT officers. They have held community block parties, cemetery cleanups, neighborhood cleanups, field trips for youth, and a Thanksgiving dinner for senior citizens. Americorps has also aided the program by sending professionals to help organize youth to clean up parks and schools in the communities. Youth who volunteered to work on this program were rewarded with a trip to a coastal island to learn about ecology.

Smoke Detector Program. PACT officers visit homes in their areas and perform fire inspections. If the homes do not have smoke detectors, officers install them at no cost to the residents. Detectors and batteries are provided by local civic groups.

Police and Community Youth League (PACYL). This is a program that registers youth and gives them identification cards. This information is entered into the police department computer. If there are no discipline problems or arrests, the participants use their identification cards for discounts at local stores. They are also allowed to attend late night basketball and other recreational activities. This is a cooperative program between the PACT Team, the Housing Authority, and local churches.

Patrol Techniques. Officers rely heavily on bicycle and foot patrols in the targeted areas. The bicycle is an invaluable tool to the program because it makes the officers approachable and allows them to know every detail of their zones. These patrol techniques have promoted communication and rapport between the officers and the residents of the communities. They have also moved the drug dealers out, because they cannot hear or see the bike or foot patrols approaching.

Bicycle Programs. Due to the PACT program's heavy involvement with bicycles, safety programs are conducted in neighborhoods, shopping malls, and supermarket parking lots. The SALT (Seniors and Law Enforcement Together) team is also involved in a bike registration program that prevents theft and allows for speedy return of recovered bikes. PACT also sponsors a bike helmet program that provides free helmets to children who perform 3 hours of community service. Local merchants donate the helmets.

Leadership Council. A Leadership Council was developed by local residents and community leaders. This council aids the department with suggestions and programs aimed at meeting community needs. The council received training from consultants on how to form and maintain the organization. They meet monthly to develop programs that address community problems. For example, the council has aided in bringing public transportation to low-income areas, sponsored programs to reduce domes-

tic violence, initiated a program called Stone Soup that targets revitalization of communities by the residents, and began the Junior Leadership Aiken Program that allows middle school and high school students to gain leadership traits, shadow merchants, and develop a project for the betterment of the whole community.

Departmentwide Community Policing. The entire police department completes 2 weeks of community policing training. Included in the training are courses on interpersonal skills, communications, cultural diversity, and community policing techniques. A transition team is organized to examine issues within the department and recommend changes. Many cross-training sessions are held among the Department of Social Services, the Department of Youth Services, the Drug and Alcohol Department, and others.

Results and Impact

Performance Measures

The program's effectiveness is measured using several methods. Surveys were distributed in the designated areas at the beginning of the program and followed up at 1-year intervals. Surveys demonstrated resident satisfaction and problem areas. PACT officers conduct numerous one-on-one informal interviews to acquire feedback. Officers keep monthly statistics on the number of hours they patrol on foot and bicycle, the number of hours they spend in the schools, the number of citizen and business contacts, and the number of arrests. The police department monitors and documents call and arrest data, the number of residents who participate in the programs, and the number and types of events hosted each month.

Implementation Problems and Successes

The largest implementation problem was lack of funding to initiate more teams in other neighborhoods. The communities that received teams welcomed them enthusiastically. Within months the demand for these officers was overwhelming. The officers develop skills in nontraditional areas such as time management, priority setting, and resource utilization. Complete support for this program from the chief of police, city manager, mayor, and City Council promoted smooth implementation.

Successes and Accomplishments

The program has had many successes and accomplishments. As the goals of the program are reviewed, it is evident that it has surpassed initial expectations. Statistics show a 62-percent drop in drug arrests, a decrease in domestic violence calls, and the virtual disappearance of vandalism and driveby shootings. Officers' patrol techniques and the cooperation of residents have completely changed the face of the neighborhoods. A feeling of safety and security has returned. Drug dealers have been driven from the

Statistics show a 62-percent drop in drug arrests, a decrease in domestic violence calls, and the virtual disappearance of vandalism and driveby shootings.

area, and residents can enjoy their neighborhoods. The many programs and events have helped the officers establish a rapport and trust with the citizens. Lines of communication have been opened, and a sense of ownership has developed among the residents and the officers.

The officers have received recognition and awards from residents, schools, and civic groups. The City of Aiken received the coveted International Healthier Communities Award. Due to these programs, the infant mortality rate dropped from 7.2 percent per 1,000 live births in 1993 to 6.9 percent in 1994. The rate has dropped 40 percent since 1989.

The PACT program is recognized in the State of South Carolina as the leader in community policing. The program now trains officers throughout the State. The police mountain bike program is also widely recognized, and Aiken officers conduct police mountain bike schools (basic and advanced) for officers all over the region.

An active, viable leadership council and transition team has been established, and the entire department has been trained in community policing. The impact of these programs has changed the department, the community, and portions of the State.

Prospects for Replication

The PACT program has been implemented in many cities. Training, demonstrations, and presentations are provided on request. On-the-job training is also provided for other departments, and police mountain bike certification school is conducted four times a year.

The program's successful implementation hinges on the officers' ability to relate to the residents and to develop new skills. It is important to carefully evaluate the officers who volunteer for the program to provide the best fit with each patrol area. The selected officers must have the support of the department in experimenting with innovations in their assigned neighborhoods. This empowerment to be "police chiefs" in their zones is critical for their credibility and ultimate success.

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Texas

Community Justice in Austin

Statement of the Problem

There is a rapidly developing consensus about crime that punishment by itself does little to change behavior. Typically, persons from high-risk areas who commit crimes are sent to State prison units in isolated rural areas where they become part of a community of criminals with a support system that reinforces their criminal behavior. Once released, they return to the community as tougher, angrier, more skilled criminals. They often commit other crimes, are caught, and are sent through the system again. As a strategy for reducing and controlling crime, punishment alone is senseless, dangerous, and expensive, and it works for nobody except those who make a living from the prison industry.

Realistically, the only way to reduce crime is to strengthen the community. This can be done only by reweaving the fabric of community. That fabric consists of family, extended family, neighborhood, school, church, and workplace, a matrix of threads carefully woven over the years that gives meaning to life. It is that web of relationships—the ethics infrastructure—not the law, that regulates behavior.

Crime and other social dysfunctions necessitate intervention by the community acting through its government. Increasingly, however, government is disjointed from itself and from community. People feel more and more isolated from each other and from their government. As a result, they take less and less ownership of either social problems or solutions, even though the effects of the problems are gradually destroying their own quality of life. Proposed solutions mostly involve doing more of what has been done in the past, which does not work. Community justice is an effort to use the opportunities for intervention provided by crime and related social dysfunctions as tools to begin the process of rebuilding the social capital upon which the community is based.

Goals and Objectives

The goal of community justice is to reweave the fabric of community by forging a partnership among local governmental entities, the private sector, and community groups which facilitates the performance by private citizens of the functions that were once performed by the extended family, neighborhood, church, and school.

Realistically, the only way to reduce crime is to strengthen the community.

The objectives are to:

- ❑ Develop and maintain collaborative and cooperative relationships among entities of the government.
- ❑ Establish partnerships among government entities and private enterprise.
- ❑ Create opportunities for citizen interaction and involvement with each other, private enterprise, and government entities to address issues of crime and related social dysfunction.

Program Components

Community justice consists of a matrix of programs designed to increase cooperation, coordination, and collaboration among citizens; city, county, and State government; and private enterprise. The focus of the programs at the most personal level is the development of the kind of caring relationships among individuals that form the basis of community. Such relationships were once an integral part of the community, but as the community's fabric has frayed, the personal sharing of lives has diminished, and the resulting erosion of the quality of public life has been profound. The solution is to replenish the social capital.

Much of government's involvement in this process is through the Community Justice Council, comprising 10 elected officials including prosecutors, legislators, city council and school board members, and judges, who formulate the community justice plan for Austin and Travis County. The council is advised in this effort by the Community Justice Task Force, which consists of 15 appointed officials, among whom are the Chief of the Austin Police Department, the Superintendent of the Austin Independent School District, and the Directors of the Juvenile and Adult Probation Departments. Connecting these agencies and entities to the community is the Neighborhood Protection Action Committee, which consists of 25 citizen activists chosen from the neighborhoods. Program components are described below.

The Community Justice Council of Travis County. The mission of the Community Justice Council is to empower neighborhoods and individual citizens to create and maintain a safe community which cherishes individual freedom. The mission of the Travis County community justice planning process is to increase public safety and reduce crime through coordinated systems of law enforcement, victim services, programs, and incarceration for both juveniles and adults in full partnership with the community. This active partnership is attained through working groups and committees that represent an integration of elected and appointed criminal justice officials, service delivery professionals, and private citizens working together to propose and develop new programs and initiatives and/or recommend changes to improve existing systems. Utilizing trained

facilitators, these working groups and committees are generally formed around a specific issue and are charged with reporting back to the Community Justice Council with proposals for change and action plans for implementation.

Community Justice Pilot Program. Most governmental entities in Austin and Travis County seek to reach out to the community, and many of those efforts have sprung from the Community Justice Council planning process. The Community Justice Pilot Program is the cornerstone of the council's efforts to comprehensively address the risk-taking behaviors of low-level drug and property offenders. Its focus is a community corrections facility located adjacent to a high-risk area. The center was made possible by improving and increasing the collaborative efforts among individual citizens, private enterprise, the community, and government to reach high-risk families, youth, offenders, and ex-offenders. This pilot project will house offenders convicted of fourth-degree crimes. It will be an attempt to separate first-time offenders and those who commit nonviolent property and drug offenses from those who commit more serious crimes. Rehabilitation services will be a key element of the project.

Appropriate Punishment Team (APT). APT is an interagency program designed to provide quick and suitable punishment recommendations for accused felons incarcerated in the Travis County Jail. The primary goals of the APT program are reduction of future criminal behavior through the recommendation of appropriate sentences and reduction in the length of jail time between an offender's arrest and case disposition.

The Appropriate Punishment Team is composed of a sheriff's office jail counselor, a pretrial services court officer, a community supervision and corrections officer, a secretary, a paralegal, a victim/witness counselor, an assistant district attorney, and a deputy district clerk. Each member performs a unique function within the team, collecting and sharing valuable information about the defendant. The members also bring to the table their individual experience and knowledge within their field of expertise. Utilizing this information and insight, a recommendation on punishment is formulated for each defendant with consideration given to public safety, criminal history, and individualized needs.

Drug Abuse/Dependency Program. This is a new drug court that treats the offender as an addict rather than as a criminal and strives to reduce drug-law violations by reducing addiction. The judge takes an active, leadership role in treatment. An array of therapeutic approaches and supportive resources, such as education and job training, are provided to make the program responsive to a broad range of levels and types of drug addiction. Frequent urinalysis is used to promote the client's self-responsibility. The promise of having the charge dismissed when treatment is successfully completed provides a strong incentive for the client to stick with the program and make the kinds of behavioral changes that lead to a life free of

drug addiction and crime. This is a collaborative effort involving participants representing law enforcement, the courts, and community service providers.

Juvenile Agency Coordinating Committee (JACC). JACC is a standing committee of the Community Justice Council established to ensure that juvenile justice policies in the Austin/Travis County area are coordinated and that intervention strategies are developed, implemented, and monitored as a systemwide collaboration. JACC promotes community-based juvenile programs and consists of both elected and appointed representatives of city, county, and State governmental offices, including the school board and the juvenile court. JACC's primary purpose is to provide consistent policy oversight and coordinate the operations of the agencies involved in the juvenile justice system.

Neighborhood Conference Committees. This project brings the juvenile justice system and neighborhood community members together to resolve problems for certain nonviolent juvenile offenders. Travis County Juvenile Court focuses the vast majority of its resources on repeat and serious felony offenders. This results in a lack of timely and meaningful sanctions for minor offenders which, in turn, contributes to the rising number of repeat offenders. Neighborhood Conference Committees are an innovative alternative to the formal juvenile justice system that sends certain children back to their own neighborhoods for resolution of problem behavior.

The committee process involves intervention, contract, and followup. In this process the juvenile and his or her parents meet with a panel of community members to discuss problem behavior and enter into a contract that outlines a plan for the juvenile to improve his or her conduct. The juvenile is then monitored by a committee member for completion of contract requirements. Depending on compliance, the case can be closed or referred to juvenile court.

Appropriate Corrections Teams (ACT). Appropriate Corrections Teams are made up of a prosecutor, police officer, juvenile probation officer, and citizen volunteer who collaborate and devise corrections plans for first-time juvenile offenders. This program is designed to maximize the probability of rehabilitation at the time of the first offense. The goal of the team is to make comprehensive recommendations for case disposition, including punishment, treatment, or a combination of the two. The concept seeks to make more consistent, appropriate use of the resources available to juveniles and to deter the juvenile from reentering the system at a later date. This program seeks to involve the community and provides greater emphasis on the rights of victims and public safety. The sharing of this decisionmaking brings together the diverse philosophies of police officers, juvenile probation officers, prosecutors, and citizens.

Travis County Child Protection Team. The community and the agencies that deal with child abuse are strongly committed to a collaborative approach to the problem in order to avoid the revictimization of children by the system and to better meet their respective mandates. To improve the system for dealing with child abuse, the community and the agencies that deal with abused and neglected children established the Child Protection Team (CPT) in 1991. Because of this collaboration, children are now better served by the system. The mission of the Travis County Child Protection Team is to more effectively protect the children of this community by consolidating the community and the investigative, legal, and social services provided by the Travis County District Attorney's Office, Travis County Sheriff's Office, Austin Police Department, their respective Victim Services Divisions, the Travis County Children's Advocacy Center, and the Texas Department of Protective and Regulatory Services (Child Protective Services).

Travis County Children's Advocacy Center. The mission of the Children's Advocacy Center is to provide a place where members of the community can show their commitment to children through community involvement in the intervention, coordination, and delivery of services to children. As a nonprofit, facility-based community organization governed by an independent Board of Directors, the Center provides a voice for the community in its efforts to protect children. Through collaboration with Child Protection Team members, the Center seeks to prevent the revictimization of the child by minimizing the trauma surrounding the interview and reducing the number of times a child must be interviewed. Advocacy Center counselors conduct forensic interviews of child victims or witnesses. The Center also provides counseling and support services, information and referral services to families, volunteer services, community education, and advocacy for children. The Center provides a place where medical exams, treatment, and referrals for followup care are provided to victims. Responsibilities also include facilitating joint investigations and interviews among member agencies, coordinating multidisciplinary case staffings, assisting with multidisciplinary training, and providing case review, case followup, and case tracking. The Center also provides a court school program to assist parents and children who are involved in the court system.

Travis County Child Death Review Team. The Travis County Child Death Review Team is a multidisciplinary panel of professionals, including police officers, prosecutors, social workers, and medical personnel, who come together to review all deaths of children under age 18 occurring in Travis County. Its purpose is to improve communication among all professionals who may be involved or have an interest in how children are dying in the community in order to improve investigations and child protection and prosecution, and help identify preventable child deaths so that appropriate measures can be taken within the community.

Results and Impact

Performance Measures

The expected result of these efforts is an increase in the level of public safety as a result of the rebuilding of social capital. Each program component tracks unique measures to monitor performance against its own stated goals and objectives. The most commonly used measure among components is a reduction in the level of recidivism, which is subject to diverse and often conflicting interpretations. The Community Justice Council is working to define more global performance measures that will allow it to judge the balance, comprehensiveness, and efficacy of the community justice model. For example, the involvement of more citizens in matters of local concern increases the connections among people, which raises the public's perception of safety, which in turn makes safer neighborhoods. Comprehensive community justice does not lend itself to the traditional measures of success used in the criminal justice arena.

Implementation Problems and Successes

The implementation of community justice has presented the Community Justice Council with unique issues. Clearly, resources are an issue with any new initiative, as they are with any traditional response to crime. However, the council has sought to leverage the resources of the community through in-kind contributions and volunteer time.

A second issue has been the buy-in to the process of all key stakeholders. Most are elected officials with their own but overlapping constituencies. While all key stakeholders are on board with the process, the council continues to seek ways to balance the accountability of elected officials and funding responsibilities among jurisdictions such as the school district, the city, the county, and the State.

Successes and Accomplishments

The result of the council's efforts is a growing inclusion of community into a collaborative criminal justice process. These efforts have paid off for the community with the following accomplishments:

- ❑ Decline of 19 percent in the overall crime rate in Austin and Travis County from 1993 to 1994.
- ❑ Development of an infrastructure for citizen participation in criminal justice processes, including a training course on criminal justice issues for lay citizens.
- ❑ Sponsorship of a series of community forums to hear citizens' concerns about neighborhood crime, which spawned the development and implementation of a neighborhood cleanup program utilizing adult and juvenile probationers in partnership with community groups.

- ❑ Development and implementation of a drug diversion court for Travis County, called the SHORT program.
- ❑ Development and implementation of a process for more efficient case management of offenders with mental impairments.
- ❑ Development and implementation of a request for proposal and review process for requests submitted for funding of community corrections programs through the local community justice plan.
- ❑ Cosponsorship, with the local Public Broadcasting System affiliate, of a yearlong television series on the community's response to juvenile crime.
- ❑ Participation in the Austin/Travis County Community Task Group on Curfew Options, a grassroots project aimed at developing neighborhood-based prevention and sanctioning options for curfew violators.
- ❑ Development of recommendations for improvements in the local juvenile justice system.
- ❑ Ongoing development and implementation of correctional systems, law enforcement, and judicial components to the city's graffiti abatement program.
- ❑ Responding on a continuous basis to local, State, and national requests for provision of technical assistance and training on collaborative community organization and mobilization models in community justice.
- ❑ Leading the effort to amend legislation mandating the addition of a victims' rights advocate to community justice task forces across the State.
- ❑ Attaining State designation of Travis County as the site for a community justice pilot program, utilizing the new State jail facility as the cornerstone of the pilot.

The Community Justice Council serves as a model for other counties in Texas. No other council is as active or inclusive as that in Travis County. The council continually has an average of about 26 community-based groups working on various issues. The council is pioneering the collaboration between juvenile and adult systems to more effectively deal with rising juvenile crime.

Prospects for Replication

Other communities are interested in replicating the Community Justice Council structure. Such replication requires the buy-in of key stakeholders coupled with an investment of resources at the front end. Despite these challenges, the council has achieved an initial level of collaboration and cooperation among government, private enterprise, and community primarily within existing resources.

The council continually has an average of about 26 community-based groups working on various issues.

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Texas

Mayor's Anti-Gang Office and the Gang Task Force

Statement of the Problem

Although criminal street gangs have existed for generations, their popularity among youth has contributed to the current increase in America's juvenile crime rate. Gang activity is having a significant impact on crime trends in Houston. In 1994, 3,800 gang-related crimes were reported in Houston, including 34 homicides. Approximately 33.1 percent of Houston's identified gang population are juveniles, and at least 15 percent are females. However, Houston's youth gangs remain loosely knit, without the structure seen in well-entrenched organized crime groups. Additionally, they have not yet achieved economic security.

A concerted effort by Houston leaders to address youth crime issues through traditional methods began in 1992, when Houston Mayor Bob Lanier increased the number of police officers on the street by 655. In 1993, the City Council also funded Recreation Plus, a recreational afterhours program in 33 city parks serving youth until 10 p.m.

As a proactive measure to complement traditional law enforcement, the Mayor established the Anti-Gang Office and the Houston Police Department Gang Task Force in 1994. Together they provide a balanced approach, combining prevention and suppression tactics which complement traditional police and parks programs and focus exclusively on reduction of youth gang growth and development.

Goals and Objectives

The primary goals of Houston's Anti-Gang Plan are to (1) reduce crimes committed by and against juveniles, (2) deter youth gang recruitment by offering real social and economic alternatives, and (3) stymie the development of local youth gangs into sophisticated criminal enterprises.

To achieve these goals, the program has the following objectives:

- Develop a 60-officer Gang Task Force that provides high-profile police presence in neighborhoods reporting significant gang activity.
- Target groups committing high-volume or violent crime.
- Collaborate with the Harris County District Attorney's Office to prosecute offenders under the Texas Organized Crime Statute.

Houston's youth gangs remain loosely knit, without the structure seen in well-entrenched organized crime groups.

- ❑ Mobilize impacted communities to offer social and economic alternatives such as jobs, counseling, and activities to area teenagers.
- ❑ Support local service providers offering youth services through supplemental grants and media attention.
- ❑ Educate juveniles and parents about where they can get help.
- ❑ Implement citywide programs on related issues such as graffiti, public school intervention, and enhanced curfews.

Program Components

The Anti-Gang Program is an executive branch initiative designed for maximum efficiency in targeting criminal street gangs.

The Anti-Gang Program is an executive branch initiative designed for maximum efficiency in targeting criminal street gangs. The Mayor's Anti-Gang Office designs, coordinates, and implements the following public/private anti-gang programs, each of which is designed to complement the traditional role of law enforcement in addressing youth gang activity and to target a different aspect of the youth gang problem.

The Practical City-Wide Anti-Graffiti Program. Experts agree that a comprehensive anti-graffiti program is one of the keys to reducing gang recruitment and violence among rival gangs. Unabated graffiti contribute to the deterioration of neighborhoods and ultimately affect property values. They are psychologically debilitating to children who feel they cannot escape the power of the gang. Removal of graffiti is an important statement by a community. It shows that community members are empowered as a group to resist the negative impact of territorial gangs. A citywide graffiti removal system has been established to clean up graffiti quickly and cost effectively.

Once reported, graffiti are removed from city parks and streets within 72 hours. The costs of cleanup on city-owned public property have been reduced and labor streamlined through the use of probationer labor. Harris County judges routinely assign juvenile and adult probationers convicted of gang-related crimes to graffiti cleanup crews monitored by the probation departments. A city-county contract guarantees more than 200,000 probation labor hours toward graffiti cleanup over the next 2 years.

To combat the problem on private property, the Mayor's Anti-Gang Office developed Houston's Visual Blight Ordinance. The ordinance requires property owners to remove graffiti within 30 days. To help the public comply with the ordinance, local paint manufacturers subsidize a paint bank, offering unlimited free recycled paint to the general public. Members of the Houston Paint and Coatings Association also offer half-price discounts to graffiti victims who wish to purchase retail paint and supplies.

The School-Based Intervention Plan. The Gang Education Awareness Resistance (GEAR) program was implemented for all Houston Independent School District (HISD) school administrators in early 1995. A triagency, 10-

hour gang training curriculum, designed by the Mayor's Anti-Gang Office, the Houston Police Department Gang Task Force, and the school district, has been provided to administrators from 244 HISD schools. The initial training focused on gang identification, related behavior, and resource referral services.

The school district implemented a policy requiring the trained campus gang experts to intervene with identified gang members by arranging a parent/student conference. The conference is geared toward referral of students and parents to the area service providers that offer counseling and support services. It is a simple student intervention plan that provides an educated and consistent response from Houston's largest school district, which currently serves 200,000 children.

The Youth Service Providers/Neighborhood Based Crime Prevention Program. The Mayor's Anti-Gang Office assessed the services and activities available for Houston's juveniles. An early review revealed that most educators and police officers knew of few, if any, supplemental social services available to the people they served. In response, 7,500 youth service provider directories were published and distributed to schools, police departments, and civic associations directing parents and youth to 190 identified Houston area providers. In 1994, the Mayor's Anti-Gang Office distributed \$150,000 of Community Development Block Grant funds to 21 of those youth programs in an effort to financially supplement successful neighborhood afterschool mentoring, employment, and tutorial services. The youth service providers meet quarterly with members of the Mayor's Anti-Gang Office and the Houston Police Department Gang Task Force to promote cooperation in dealing with juveniles floating between service providers and the criminal justice system. Through these meetings, neighborhood service providers and police work together to deal with troubled youth.

The User Friendly Curfew Program. Curfew is a valuable tool that has contributed to Houston's reduction in the juvenile victimization and crime rate. Houston has implemented a weekday, daytime curfew from 9:30 a.m. to 2:30 p.m. and an evening curfew from 12 a.m. to 6 a.m. However, statistics illustrate that the daytime curfew is more heavily utilized than the evening curfew. Enforcement at night is more difficult because of fewer juvenile dropoff centers. To increase the use of nighttime curfew, the Mayor's Anti-Gang Office emulated the Phoenix program and began using a public park as a regional curfew processing center. Juvenile offenders are now processed more quickly, allowing for increased street sweeps by police. Municipal Courts established partnerships with the police and the Parks Department by providing community service assignments for parents and juveniles in lieu of fining the offenders.

The Youth Council and Media Relations Program. The Mayor's Anti-Gang Office established a Youth Council to solicit input on anti-gang programs and policies. Seventeen high school students with diverse

backgrounds meet weekly with the Mayor's Anti-Gang Office staff to discuss city strategies and ensure the participation of youth in addressing juvenile programs. As a result of the meetings, the Youth Council expressed concerns over negative media attention on youth crime. This prompted the Mayor's Anti-Gang Office to provide area media with positive information about the prevention programs available featuring teens who have achieved success despite adversity. The idea was to promote optimism among young people, countering the impression that they have no future.

Results and Impact

Performance Measures

The Mayor's Anti-Gang Task Force uses the following performance indicators to measure the success of the program:

- Juvenile crime statistics.
- Criminal street gang crime statistics.
- Number of children served by local youth service providers.
- Number of educators trained in the GEAR gang intervention program.
- Number of civilians receiving basic gang awareness training.
- Number of graffiti sites cleaned on public and private property.
- Number of gallons of free paint provided.
- Positive amount of media coverage.
- Overall community attitude and awareness of safety, youth crime, and criminal activity.

Implementation Problems and Successes

Bringing together agencies that have not collaborated before, either in practice or theory, can raise difficulties in implementing new programs. Police, educators, and grassroots neighborhood organizations have little experience working together despite their similar goals. Because the Mayor's Anti-Gang Office designs the programs for use by outside agencies, the success of a specific program is dependent upon the collective investment of the participating agencies.

Although collaboration raised some difficulties during implementation, Houston has seen great improvement in both traditional and contemporary approaches to its gang problem through the cooperation of many different government and private sector collaborations. Overall, agencies feel positively about the programs already in place. They had a feeling of accomplishment and a sense that they were doing something in an organized and unified manner about the juvenile crime problem.

Successes and Accomplishments

Besides the implementation of the Gang Task Force and the Mayor's Anti-Gang Office, Mayor Bob Lanier dedicated many city resources toward putting additional police officers on the beat and improving city parks and recreation programs. No single program can be credited, but due to a combination of efforts, Houston's crime rate has declined steadily since 1992. Moreover, the juvenile arrest rate for violent crimes has declined, and in 1994, the juvenile victimization rate began to drop.

Due to success of the Visual Blight Ordinance, a noticeable difference can be seen on the streets of the city. There are fewer graffiti. Thousands of vandalized sites have been painted over by probation labor crews and volunteers. More than 2,000 gallons of recycled paint currently stock the paint bank, and nearly 1,000 gallons have been distributed free of charge to citizens and city departments utilizing the paint for graffiti coverup.

A total of \$150,000 of Community Development Block Grant funds have been distributed to 21 local youth service providers serving approximately 1,000 children. The news media frequently report on their successful efforts to direct young people away from trouble and toward success.

More than 15,000 civilians, police officers, probation officers, and teachers received free gang awareness training by the Mayor's Anti-Gang Office in 1994 and 1995.

Most important, the media and the public have an increased awareness of gang activity and related issues like graffiti and neighborhood development and renewed optimism about contributing to the solution.

Prospects for Replication

Replication of the Houston Anti-Gang Program is possible, but it is imperative that the program be an executive branch initiative. It is unlikely that this program could succeed within a police department alone. Collaboration and cooperation between the highest ranking officials of all agencies is critical in implementing program components. Utilization of the media is strongly recommended to highlight and advertise the program's efforts and achievements.

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Washington

Seattle Indian Center Youth Program

Statement of the Problem

American Indian/Alaska Native students are among the most disadvantaged in the Seattle School District. In the 1993–94 school year, 24.5 percent of all dropouts were American Indian/Alaska Native, compared to 15.1 percent overall. In terms of expulsions, American Indian/Alaska Native students finished second behind African-American students while few Caucasian students were expelled. This disproportional representation also exists in free lunch and special education programs. Approximately 47 percent of all American Indian/Alaska Native students received free or reduced-price meals compared to the district average of 39.9 percent. Districtwide, 10 percent of all students received special education, but 14.3 percent of all American Indian/Alaska Native students were enrolled in special education. The picture of the American Indian/Alaska Native student in the local public school system is bleak.

While there is special emphasis on recruiting American Indian/Alaska Native students, the Seattle Indian Center (SIC) Youth Program serves all people in need. The following data portray a community in crisis: One in six 10th graders drink daily or binge drink regularly; half of teen offenders commit their crimes while high, drunk, or both; more than 80,000 children in Washington State have substance abuse problems; more than 7 percent of Seattle schools' 11th graders own weapons; and gang-related crimes reported to police grew from 89 in 1989 to more than 400 in 1993.

Since the inception of SIC, students have been entering its educational programs at increasingly younger ages. In the past the average school dropout age was 16. More recently, dropouts have begun entering SIC programs as early as 12 and 13 years. Younger students are entering the program with more significant life problems including substance abuse, history of sexual abuse, gang and other juvenile criminal activity, street life attachment, and homelessness. These younger students are devoid of the innocence of youth and are more gang oriented and violence prone. In addition, the younger students lack the know-how and skills to tap into available community resources to help resolve their life problems. These observations, in addition to the accrual of school problems encountered by a growing number of Seattle's street youth, prompted SIC to develop the Seattle Indian Center Youth Program.

The picture of the American Indian/Alaska Native student in the local public school system is bleak.

The primary goal of the Seattle Indian Center Youth Program is to provide high school reentry and human services to at-risk youth.

Goals and Objectives

The primary goal of the Seattle Indian Center Youth Program is to provide high school reentry and human services to at-risk youth in the Seattle area over a 2-year period. The objectives to meet this goal are to provide case management, high school reentry classes, violence prevention/intervention, and latchkey and supportive services to a minimum of 100 at-risk youth over a 2-year period.

Program Components

The program offers an array of academic and supportive services to help middle and high school dropouts successfully reenter school. Youth who have dropped out of school are heavily recruited from shelters, community service providers, powwows, or by word of mouth.

The high school reentry program features mathematics, language arts, American Indian/Alaska Native literature, U.S. and world history, and Life Quest. Courses in food preparation and nutrition, teen AIDS education, and health awareness round out the curriculum designed to help dropouts rejoin their peers in high school. The learning activities emphasize basic skills, self-esteem, life coping skills, and academic coursework.

Students are interviewed, assessed at intake, and given individual assignments to bring them up to the academic level they need to reenter school. Self-paced instruction in a classroom setting allows students to be internally motivated and work at their own level. Teachers are available to provide assistance and guidance when needed. Core values including punctuality and respect for others are enforced to give students a sense of responsibility. Meetings to review students' progress are held weekly, and daily attendance is tracked by an administrative assistant. Students with perfect attendance are rewarded, while those with numerous unapproved absences are reviewed by the executive board and advised that if they do not attend class they will be expelled. Positive completion is rewarded with a certificate presented to the Seattle School Board indicating the student's eligibility for reentry.

The SIC Youth Program is also a model human service agency offering an array of services in one location. These services include employment and training, family services, teen parent programs, domestic violence counseling, latchkey programs, transportation, emergency housing, a food bank, homeless services, hot meal programs, mail service, alcoholism services, and counseling. In addition, the SIC wraparound case management system helps individuals and families access supportive services through offsite linkages, including programs offered by the City of Seattle, State of Washington, Department of Social and Health Services, and community-based organizations.

Results and Impact

Performance Measures

The SIC Youth Program expects to exceed its planned objective of 80-percent positive completion. This is defined as a minimum of 40 students annually reentering high school or other training programs. Additional performance measures include attendance, increased economic self-sufficiency, increase in students' basic level of understanding of coursework, decreased risk factors relating to dropout statistics, increased knowledge and use of community resources, and reduction in number of arrests.

Implementation Problems and Successes

One of the biggest implementation problems was structuring the program in such a way as to encourage students to be punctual while encouraging them to develop an internalized locus of self-monitoring. Punctual attendance is strongly mandated by the executive director. Prompt attendance and quick completion of assigned tasks are two important survival skills useful in both academic and work environments.

Successes and Accomplishments

More than 80 percent of the student population return to a public school and earn their high school diploma or General Equivalency Diploma (GED). Students complete the minimum standards of coursework. They raise their level of competency to the necessary standard of readmittance into the public school environment. Students often raise their basic level of understanding when they leave SIC. This increase in basic levels of understanding in required core coursework decreases a significant risk factor for dropping out.

A significant number of the students who successfully complete the program go on to a 2-year college. One single mother successfully completed the program and earned a scholarship to a local 2-year college. The students who complete the SIC Youth Program also reduce their amount of gang-related activity. They demonstrate more prosocial management techniques in conflict resolution. They show more attachment to community, family, and school and demonstrate more resiliency to stress factors in their lives. They show an improved attitude about school that translates to an improved attitude about their place in society.

SIC served 132 American Indian youth in the first year of the funding cycle, exceeding the goal of serving 100. Quality instruction was provided in a cost-effective manner. SIC has given each student an opportunity to develop a more positive coping style, one that reduces the impact of the risk factors on students' academic progress. SIC offers mathematics instruction that integrates general problem-solving skills with important numerical skills. The success of the program comes from raising students'

proficiencies in at least two academic areas including English, mathematics, social studies, and science; students' proficiencies are often raised in several areas. A student's ability to maintain a record of punctual attendance and attention to task demonstrates SIC's ability to enhance survival skills and increase economic self-sufficiency for a hard-to-reach student population.

Prospects for Replication

The SIC Youth Program can be replicated in urban, rural, reservation, and island communities since the program design addresses multiple needs through a culturally appropriate service delivery approach. This approach calls for agencies like SIC to step in and become part of a youth's extended family. While this approach is rooted in American Indian/Alaska Native tradition, it is effective in other environments as well.

Replication requires that a community have several institutions such as churches, schools, families, government programs, and community-based organizations from which to draw volunteers, mentors, friends, and teachers. In developing the SIC Youth Program, SIC obtained input from members of each of these community institutions.

Only through using and strengthening existing community networks and resources will community-based agencies reduce youth violence. The SIC Youth Program shows that a holistic case management approach is effective and should be a part of any plan to replicate the program.

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Wisconsin

Menominee Law Enforcement Community Organization Project

Statement of the Problem

The Menominee Indian Reservation is located on 360 square miles, 45 miles northwest of Green Bay, Wisconsin. A people holding strongly to their Indian cultural traditions and heritage, the reservation residents are wary of those who would attempt to assimilate them into the Anglo culture, stripping them of their Indian status. The Menominee Tribal Police Department is committed to maintaining a close relationship with the residents of the Menominee Indian Reservation and strives to meet their needs. However, changes in the status of the community, from a reservation to a reservation that is also a Wisconsin county, have caused jurisdictional problems for law enforcement because Federal, State, county, and tribal agencies all have authority in the area. This factor, among others, has created distrust between community members and the Tribal Police Department. This distrust intensifies the reservation's crime problems, which include drugs, violence, and a host of general criminal activities, and makes department intervention more difficult. In addition, a lack of reservation activities and programs leaves few recreational outlets for residents that do not involve crime or abusive behavior.

In recognition of these problems, the Menominee Tribal Police Department developed the Law Enforcement Community Organization (LECO) Project, under the direction of a law enforcement community organizer, to establish the positive relationship between the community and the department necessary to combat the reservation's crime problem effectively.

Goals and Objectives

The goal of the Menominee LECO Project is to create a safe haven from crime, violence, and illicit drugs on the Menominee Indian Reservation. The key element is for the Menominee Tribal Police Department to develop partnerships with community agencies and residents of the reservation in order to recruit active participants in the effort to reduce crime. With the necessary tools and knowledge, this union can reduce crime and improve the quality of life for residents of the reservation. The following objectives were designed to meet the project's goal:

- ❑ Hire a law enforcement community organizer to coordinate and implement the project and act as a public relations officer, building and

The key element is for the Menominee Tribal Police Department to develop partnerships with community agencies and residents of the reservation.

maintaining partnerships with residents and improving the image of the police department.

- ❑ Establish a multisector task force to develop short-term, intermediate, and long-term strategies for innovative crime prevention.
- ❑ Form alliances between the LECO project and community committees to explore problem areas and develop solutions in an effort to reduce crime rates.
- ❑ Enhance the ability of community committees' planning teams to develop and carry out culturally sensitive community crime prevention programs that conform to the communities' needs and priorities.
- ❑ Upgrade the department with quality communication skills to build trusting and positive relationships between the police force and residents.
- ❑ Have the police department develop a component emphasizing volunteerism to help mobilize residents and instill pride throughout the community.
- ❑ Develop youth councils in order to use positive peer pressure to decrease drug use among youth.
- ❑ Reduce drug sales near school and Housing Authority subdivisions by identifying and prioritizing target drug areas.

Program Components

The primary component of the Menominee LECO Project is the organizer position.

The primary component of the Menominee LECO Project is the organizer position. The person in this position is responsible for breaking down the barrier between the residents of the reservation and the Tribal Police Department while strengthening both entities. A key factor in the success of this position has been the recruitment of a reservation resident as the LECO organizer. The current organizer, in addition to being familiar to the community, is a resident of the reservation and is versed in tribal culture. These factors helped to reduce initial skepticism concerning the project and also provided the organizer with more leverage in working through and reducing strong resistance to the project. Familiarity also saved time that otherwise would have been spent becoming acquainted with the people and their community and gaining initial trust and support for the project.

The second component of the program is public relations. Although public relations can have many connotations, for the LECO project it refers to networking and resourcing. Simply stated, the organizer responds to requests for a host of community services, including attending meetings, leading training sessions, and being a contact person for information about the Menominee Tribe and reservation. By offering his or her services to the community on behalf of the Tribal Police Department, the organizer clears two hurdles necessary to reduce crime and create a safe haven. First, the or-

ganizer actively provides knowledge, resources, and referrals the community needs, helping the community gain a sense of self-worth and pride. Second, since the organizer works under the auspices of the police department, the community has a voice representing it to the police department and also begins to view the department in a more helpful and positive light. Together, these two elements make both the community and the department stronger. This results in people who are ready and able to create a safe and productive community. In addition, individuals and communities off the reservation utilize the LECO project services, thus expanding its positive impact.

A third component of the project entails the programs that the organizer coordinates in addition to general networking and resourcing. Thus far, such programs have been varied in content and format. (Examples of programs can be found in "Successes and Accomplishments" below.) However, policies and procedures have been drawn up that will provide a greater focus for future LECO project programs. It is hoped that in the future such programs will assume one or more of the following forms:

- ❑ Public Information—designed to publicize department objectives, problems, and accomplishments through the media, brochures, speaking engagements, news releases, press conferences, and newsletters.
- ❑ Community Relations—designed to enhance the relationship between the residents of the reservation and the department by contributing personnel or physical resources to various community events or activities.
- ❑ Crime Awareness—designed to provide individuals and citizen groups with information on making their families, homes, and businesses more secure and to work to establish neighborhood watch programs.

Results and Impact

Performance Measures

During the first year of operation, the Menominee Law Enforcement Community Organization Project based the success or failure of its performance primarily on (1) the perceived and shared attitudes and reactions of reservation residents and the police department and (2) the level of resistance to or participation in the program and its activities. However, within the next year the LECO project hopes to implement the following official performance measures.

Community Relations Reports. On a monthly basis, the organizer will prepare for submission to the Chief of Police a report which will include (1) a description of current concerns voiced by the residents of the reservation, (2) a description of potential problems that have bearing on law

enforcement activities on the reservation, and (3) a statement of recommended actions that addresses previously identified concerns and problems. In addition, the organizer will be responsible for preparing a semiannual evaluation of all community relations programs to ensure that the programs are effectively addressing community concerns.

Annual Citizen Survey. An annual survey of citizen attitudes and opinions will be conducted by the organizer with the cooperation of the police department's administrative personnel. It will evaluate citizens' opinions related to (1) overall department performance, (2) overall competence of department personnel, (3) officers' attitudes and behavior toward citizens, (4) concern over safety and security within the department's service area as a whole, (5) concern over safety and security within the sector of the department's service area where the respondent works and lives, and (6) recommendations and suggestions for improvements. Administrative personnel will have input in determining the methods and instruments used to conduct the surveys, and the results will be compiled by the organizer, who will communicate the findings to the chief of police as part of the Community Relations Report.

Community Input. While performing community relations, the organizer will be mindful of community concerns relating to department policy and procedure; solicit input from concerned citizens regarding possible policy/procedure alternatives; collect citizen comments from officers; and maintain records of citizen complaints.

Implementation Problems and Successes

The implementation problems faced by the Menominee Law Enforcement Community Organization Project were twofold: those that are inherent to any program's inception and those related to the negative relationship between the two major parties involved.

First, the organizer and the police department had difficulty establishing goals and objectives for the program's first year. Even though goals and objectives were written in the program description, a plan of action had to be developed. This was the first and only program of its kind in Indian Country, and so all involved wanted to make sure it met with success. Through program implementation, it was realized that although goals and objectives were crucial, the program had to retain a measure of flexibility to account for the needs and expectations of the community it was attempting to serve. A year of operation provided specific program components and activities to center the program around in the coming year, including programs concerning public information, community relations, and crime awareness.

Second, the Menominee Law Enforcement Community Organization Project has a staff of one and a small budget. The organizer often had difficulty making commitments, especially since without an administrative as-

sistant he had to spend a substantial amount of time in the office taking care of paperwork and general secretarial duties. In addition, much of the assistance he required was in areas in which police department staff had little or no experience, such as working with the media, setting up seminars, and completing other duties concerning public relations. Office space was also a major problem. The LECO project's workload continues to grow, and with the community relations aspect of the job and routine work, a private office is essential. In addition, a vehicle would be beneficial, as the coordinator must travel throughout the community and State. Unfortunately, funding and actual space have kept these problems from being resolved.

Third, the program met resistance from some community members. One of the main challenges was the community's skepticism because of the program's and organizer's relation to the police department. The concern was that there would be little or no followup, which had happened with similar programs in the past. Many citizens felt that the connection with the Tribal Police Department meant that the organizer was involved with many of the negative aspects of the department and that the information they shared, either at community meetings or one on one, would be given to the chief of police and members of the police department staff. Although resistance still exists, the coordinator quelled most of the fears and concerns by (1) informing the community of the exact nature of the LECO organizer position; (2) maintaining rapport and keeping communication lines open for everyone (the helpful and the resistant) through the use of listening skills, music, and humor; (3) ensuring and delivering program followup; (4) keeping residents informed as to project happenings and progress through meetings, letters, one-on-one discussions, and articles in the tribal newspaper; and (5) letting the residents know that they, their opinions, and their views were valued. The fact that the organizer was a member of the reservation was crucial to his success in gaining reservation support for the project.

Finally, the organizer did not have substantial experience working with young children. Since speaking at the junior/senior high schools and the Menominee Tribal School, working with students in the upper and lower classes, and assisting with the Youth at Risk Task Force are part of the position's responsibilities, the organizer is learning to relate to and communicate with young children primarily through practice. Until the point is reached at which he is comfortable with such situations, he is focusing on gaining knowledge of referral sources where he and they can receive additional assistance.

Successes and Accomplishments

The success of the Menominee Law Enforcement Community Organization Project has been felt both on the reservation and in the police department, as well as in agencies and jurisdictions with no relation to the community.

At the start, the organizer designed a logo depicting the people, the reservation, and the joint effort of the Menominee Tribal Police Department and Menominee Tribal Housing Authority to create a safe haven for the community. The meaning of the logo is demonstrated by the individual successes described below:

Community Success. Connections with several reservation programs and departments were made, and the organizer was involved in a diverse range of community tasks. A partnership was formed with the Menominee Tribal Housing Authority, and a working relationship was developed between the LECO organizer and the director of the housing authority's Drug Elimination Program, which allowed several successful joint efforts. The housing authority owns the majority of reservation homes and relies on police protection and cooperation. With the development of a positive relationship with the director, many different events occurred including numerous drug busts and arrests. In addition, the housing authority showed its commitment to the LECO project by its willingness to convert two units for professional use: one will become an offsite precinct for police officers on patrol, and the other will be used by the housing authority, Drug Elimination Program, and LECO project.

The largest joint undertaking was the cohosting of the National Drug Elimination Crime Prevention Conference. Because of the working relationship between the housing authority and the Tribal Police Department, the Office of Native American Programs in Washington, D.C., and the U.S. Department of Housing and Urban Development office in Chicago chose the Menominee reservation as the site of this annual conference. The planning process started in October 1994 and included attending many meetings on and off the reservation, establishing the agenda, arranging for speakers, developing special events, making travel arrangements, and performing other duties necessary for a successful conference.

As requested by the reservation's Maehnowesekiyah Treatment Center, the organizer led the center's spirituality and culture sessions once every 6 weeks, with many positive results. Since the organizer himself was in recovery, he was able to understand and relate to the clients, and being from the reservation added credibility to his presentations as he could speak their language. More important, the center's clients were provided a positive connection to the police department. Having someone they could trust to take them seriously and act in a helpful manner made center residents comfortable in speaking with the project organizer and even with officers. In addition, the staff at Maehnowesekiyah gained a contact person at the police department who was able to participate in many of their programs. The organizer's involvement enhanced the image of the police department while helping individuals who might otherwise have had additional negative experiences with the police to successfully rehabilitate themselves.

The project organizer helped the South Branch community obtain the architectural plans for their new community building at no charge. A graduate of North Central Technical College (NCTC) with an associate's degree in architecture, the organizer planned a meeting between the members of the South Branch Community Building Planning Committee and the lead instructor at NCTC. The result was that the school agreed to use the creation of the South Branch community building plans as a class project at no cost to the tribe or the South Branch community.

During July 1994, Chief Awonohopay initiated a community picnic to honor tribal elders. The LECO organizer planned and organized the picnic, which had excellent attendance.

Community meetings were held in Neopit and South Branch. The citizen input and problems that the organizer brought back to the police department from these meetings gave the chief of police and his staff firsthand knowledge of the citizens' attitudes and concerns. The organizer's efforts allowed the citizens and the department to be represented to each other in a positive light.

The organizer made numerous presentations on legal issues at the Menominee Tribal School in Neopit. Several additional activities were held at the Menominee Junior/Senior High Schools, and some students were included in the LECO programs held off the reservation. Such activities were beneficial to the students and the school staff. A line of communication with the principals at both schools opened up. The greatest benefit of this communication was that students and department officers began to work on projects together. Some students also showed an interest in law enforcement. Coordination with the schools will continue to be one of the main focuses for the future.

Department Success. The LECO project has been extremely beneficial for the Menominee Tribal Police Department due to the full support of the Chief of Police and the department's staff. The organizer planned and facilitated an eight-session training program on public relations, which was mandatory for all tribal officers and jail personnel.

The theme of the 1994 annual Menominee Nation Pow-Wow was Honoring Tribal Law Enforcement in Indian Country. Several different tribal law enforcement agencies were participants, and the organizer was in charge of all the event's activities. An article about the powwow was written in *Wisconsin Trails*, a monthly magazine published in Madison, Wisconsin. This publication had never published an article on powwows, so it was quite an honor that the Menominee Nation's powwow was chosen.

The organizer handled many delicate situations for which police officers had previously been responsible. During the previous year, the reservation suffered the untimely deaths of their former tribal Chief of Police, Ken "Paddo" Fish, and their former tribal Chairman, Glen Miller. In both situa-

tions, the organizer was able to remove many pressures from the officers, community members, and family members by responding to a host of concerns and requests. He was in charge of all aspects of both funerals, including the media. The department received many letters of support and thanks for the organizer's work in this regard.

External Success. The LECO organizer shared the Indian tribal culture and the ideas behind the LECO project with select groups and police departments outside the reservation. U.S. Secretary of the Interior Bruce Babbitt visited the reservation. The LECO organizer worked with the Tribal Public Relations Department to schedule the visit. The Secretary and his entourage toured the law enforcement facilities and two other locations on the reservation.

The organizer taught several classes and sessions about diversity at Fort Valley Technical College in Appleton, Wisconsin; the University of Wisconsin, Green Bay; Youngstown State University, Youngstown, Ohio; North Central Technical College, Wausau, Wisconsin; and Southwest High School, Green Bay, Wisconsin. He is working with the staff at the College of the Menominee Nation to begin this type of work in their system.

The LECO project is at the forefront of empowering communities to become involved in innovative approaches to community policing.

The organizer coordinated a trip for a group of singers and dancers from the reservation's high school to the Fox Valley Technical College for a demonstration during the school's Multi-Cultural Week. The organizer is also on the planning committee and is a presenter for the Multi-Jurisdictional Conference held each fall in Green Bay.

The Resident Organization from the Ho-Chunk Nation in Tomah, Wisconsin, contacted the organizer to request a presentation of the project. The LECO organizer and other tribal representatives met with the organization and explained the partnership, the national conference, and the importance of communication and working together.

Many of these situations and items may seem unrelated to crime, violence, and drugs; however, the LECO project is at the forefront of empowering communities to become involved in innovative approaches to community policing. The community meetings, networking, training, and other public relations services the program offered through the police department enabled the organizer to set the pace for his future work and the work of other tribes. The partnerships established with the housing authority and other programs and the interest shown by other tribes demonstrate the program's success. During the next year, the organizer's main goal is to expand on the work already accomplished.

Prospects for Replication

The Menominee Law Enforcement Community Organization project has demonstrated that a program can be successful even when the main participants have had a negative history. All that is required is an organizer

willing to work to bring the two groups together under a common purpose. The LECO project suggests the following as keys to a successful community organization project:

- The administrators of the program must support it fully.
- The project's goals and objectives must be clear, yet flexible.
- The LECO organizer should be a resident of the area.
- The LECO organizer should not be a police officer.
- The project and its leader should remain in the police department and not become politicized.

Contact Information

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Bureau of Justice Assistance Information



General Information

Callers may contact the U.S. Department of Justice Response Center for general information or specific needs, such as assistance in submitting grants applications and information on training. To contact the Response Center, call 1-800-421-6770 or write to 1100 Vermont Avenue NW., Washington, DC 20005.

Indepth Information

For more indepth information about BJA, its programs, and its funding opportunities, requesters can call the BJA Clearinghouse. The BJA Clearinghouse, a component of the National Criminal Justice Reference Service (NCJRS), shares BJA program information with State and local agencies and community groups across the country. Information specialists are available to provide reference and referral services, publication distribution, participation and support for conferences, and other networking and outreach activities. The Clearinghouse can be reached by:

- Mail**
P.O. Box 6000
Rockville, MD 20849-6000
- Visit**
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Rockville, MD 20850

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