TAKE BACK YOUR NEIGHBORHOOD: POLICE AND CITIZEN PARTNERSHIPS IN CONFRONTING CRIME

HEARING

BEFORE THE

GOVERNMENT INFORMATION, JUSTICE, AND AGRICULTURE SUBCOMMITTEE

OF THE

COMMITTEE ON GOVERNMENT OPERATIONS

HOUSE OF REPRESENTATIVES

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TAKE BACK YOUR NEIGHBORHOOD: POLICE AND CITIZEN PARTNERSHIPS IN CONFRONTING CRIME

WEDNESDAY, JUNE 24, 1992

HOUSE OF REPRESENTATIVES,
GOVERNMENT INFORMATION, JUSTICE,
AND AGRICULTURE SUBCOMMITTEE
OF THE COMMITTEE ON GOVERNMENT OPERATIONS,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room 2203, Rayburn House Office Building, Hon. Robert E. Wise, Jr. (chairman of the subcommittee) presiding.

Present: Representatives Robert E. Wise, Jr., Gary A. Condit, Edolphus Towns, John W. Cox, Jr., Al McCandless, and Ileana Ros-Lehtinen.

Also present: Lee Godown, staff director; Ed Armstrong and Joe Shoemaker, professional staff members; Aurora Ogg, clerk; Monty Tripp, minority professional staff, Committee on Government Operations; and Don Forcier, GAO detailee.

OPENING STATEMENT OF CHAIRMAN WISE

Mr. WISE. This hearing of the Government Information, Justice, and Agriculture Subcommittee will come to order. The title today is "Take Back Your Neighborhood: Police and Citizen Partnerships in Confronting Crime." I want to thank the witness panel that's here, and we look forward to very exciting testimony.

Before I get started, I also want to alert the witnesses, I think we'll have the next hour relatively free, but it looks like it's going to be a day of many votes. I apologize and ask your understanding. There are some fairly contentious items on the floor. So we'll try to move this as best we can and as fast as we can to accommodate your schedule. I just wanted to alert you to that.

I would ask unanimous consent that my written statement in its entirety be made part of the record. I do that because I want to depart from it and speak from some notes that I made this morning. I consider this hearing—and the start of this hearing, incidentally, will be the start of other hearings to come—probably one of the most important set of hearings that I've ever called as chair of this subcommittee.

And the interesting thing is these aren't adverse hearings. This is an oversight subcommittee, but the purpose here is not to engage in adversity but rather it is to learn from each other. I consider these hearings important, because as this subcommittee has been

involved in many areas, and particularly in the area of crime and drug interdiction and drug fighting, this subcommittee has been to many places. It's certainly been to farflung places.

Whether you're talking about visiting the Upper Huallaga Valley in Peru or the Chapara region, both major cocaine-producing regions in South America, whether you're talking about viewing the Coast Guard drug interdiction efforts and its C3I functions in Florida, whether you're talking about local law enforcement and the money that the Department of Justice gets to local law enforcement, the subcommittee, I believe, has been involved at all levels.

But I'll tell you what really came home to me was 1 day striding through an area with the present chief of police, Dallas Staples, of Charleston, WV, as we went through a housing project. And as we went through that project, I saw a bunch of youths sitting on a fence.

As we walked through and I saw these young people sitting on the fence, particularly when they saw Chief Staples, they scattered, and I didn't quite understand that. One of the residents told me well, that's the drug fence. That's where the dealers sit. Of course, when they see a police officer, they move, and they'll be back as soon as you go around the corner.

It struck me then that we weren't really going to succeed in this whether we put the effort in Peru, which is important, whether we put it in the Coast Guard, which is important, whether we put it with the DEA, whether we put it with local law enforcement, all of that is crucial. But in the long run, we don't win until we can take back that fence, until we can get those dealers off of that fence. Until we can work with those neighborhood people, the organizations help them to organize to help themselves. There are resources available, but it's on us to do it.

So that's what this hearing and the other hearings are going to be about. What is it that citizens can do? What is it that has been done, and what it is that we can assist with?

It comes, I believe, at a very, very important time because one of our witnesses who was scheduled to be here today is not able to, and that's Curtis Sliwa, founder of the Guardian Angels. He's unable to be here today because he was shot last week, and he was shot because of what I assume is vindication or retaliation because he's been involved in organizing neighborhoods and he's having an impact.

So he's not able to be here today, but happily is recovering, from what I understand. We're very grateful to have a representative of the Guardian Angels, Weston Conwell, southwest director, who is able to represent Mr. Sliwa. But I think that's a statement of exactly what's at stake.

I believe in this country there's been a sense of community that's been lost, both urban, rural, and suburban. You see that reflected in a lot of ways. Somewhere, actually in a lot of places, there's a single mother right now in a housing project that's scared to death to send her children out on the sidewalk. There's a senior citizen that's afraid to walk out on the street and go down shopping someplace. There's a school child that's scared to death to tell what he or she is seeing in their school right now.

Somebody's got guns, somebody's got drugs. At night, you hear glass breaking on the street and people are afraid to go outside and see what it is because they choose not to get involved. All of these tell me that the sense of neighborhood is breaking down. We see it when we move into an apartment and nobody comes from next door to ask, "Who are you? What can we do to help? How can we welcome you to the neighborhood?" When neighbors don't talk to one another and don't know one another.

We're going to hear today in this hearing about the Department of Justice. We're going to hear them talk about some of the efforts they're undertaking and also some of the evaluation they're doing. We're going to hear some of the most encouraging news, I think, that's come along in a long time about community policing. We're going to hear from citizen groups.

But it's important that we understand that all of this is a backdrop to what it is that we as citizens can do to help ourselves. Let me just quickly spell out what my goals are for this set of hearings. The first goal is to look at what is being done presently to help people help themselves, to organize our neighborhoods, our communities, from the most urban area, to the most innercity area, to suburbs and to rural areas.

We're going to hear about ways the Federal Government is assisting and more importantly the ways it can assist. We are going to look at the most effective things the Federal Government can do. We're going to learn, I hope—this is another goal—what community leaders are thinking about present efforts and what they think can be done.

Finally the most important goal is how we can assist community groups to grow. How can we get the message out? How can we provide encouragement? How can we let people know they're not alone? How can we say to that single person sitting in the third floor apartment looking out over a sidewalk that they're afraid to death to send their children out, how can we send them a message that says you've got backup, you've got assistance, you go out and start organizing and we'll be with you?

My hope is and my goal is that out of this series of hearings we also provide case studies and role models for people across the country in a whole wide variety of settings. I know that every neighborhood is different. Just as every neighborhood is different, there are different formulas for success. But there are some basic role models, I think, that can apply for our different areas, whether they're rural, whether they're urban, whether they're suburban.

We're not talking here about money, although some of that's necessary, we're talking about organizing. We're talking about bringing people together. We're not going to be emphasizing the big picture in this hearing, what is the macroeconomics, what is the overall legislative effort that can be made. We're talking about block by block, school by school, church by church, community by community, but block by block, the smallest unit in which we live, making that better and then taking it to the next block.

Crimes and drugs, I think, are the start. But as one of the witnesses has noted in his testimony today, that is really only one area that makes or breaks a community organization. What happens to successful community groups is that they then become in-

volved in other areas that improve their neighborhood, whether it's a cleanup drive, whether it's improving the schools, the housing, bringing businesses in, whatever it is. It's pressing for improvements on a wide scale.

Many of you have made a lot of effort to be here, and we're very, very appreciative. I want to thank each of you, and many of you have contributed. I particularly want to thank someone who has been very, very helpful to me, and that's Chief Dallas Staples, the chief of police of the Charleston Police Department.

Whether it's in a formal way, taking me on tours or educating me on some for the things that are happening in our community, to the very informal, sitting down and just providing some good advice and some background, Chief Staples has been very, very instrumental in the evolution of these hearings.

I also want to thank him because he was doing community policing before it ever became an official program, encouraging people, organizing neighborhood watch organizations that did work, that were effective. So I thank him very deeply for all he's done.

I want to also thank the witnesses again. My hope is that after this hearing you will leave here physically but not spiritually. My hope is that you will continue to advise us because this is going to be an ongoing process. I'm looking for ways that this subcommittee can assist that person or persons on each block who want to do something but don't quite know what to do, don't quite know where to plug in, don't quite know what resources are available and are hesitant to make that first effort.

We've got to give them that encouragement and let them know that there is help, there are resources, there is assistance and, most importantly when they need it, there is backup. So I thank all of you very much.

It's going to be, I think, a very, very fruitful day. We're going to hear first from our colleague Maxine Waters who represents central Los Angeles and has been instrumental in focusing attention on the need for renewed Federal efforts in that torn area.

Following Ms. Waters will be a panel of Justice Department witnesses led by Assistant Attorney General Jimmy Gurule. He will be joined by Bureau of Justice Assistance Director Elliott Brown and Juvenile Justice and Delinquency Prevention Administrator Jerry Regier.

We've also moved Prince George's County Police Chief David Mitchell up to this panel because of a pressing commitment. We're very grateful for his appearance here. His program was profiled on the front page of the Washington Post just this week.

The next panel will feature Mr. Conwell of the Guardian Angels who adjusted his schedule on short notice and was able to join us; Mr. Saldivar of Jefferson High School in Los Angeles; and Matt Peskin of the National Association of Town Watch.

The last panel will feature Donald Deering, the commander of the Maryland National Capital Park Police; Don Cahill, representing the Fraternal Order of Police; Mr. McCandless' constituent, whom we're delighted to have here, Thomas Callanan, chief probation officer of Riverside County; and my constituent, Chief Dallas Staples of the Charleston Police Department.

We're delighted to have all of you here. I know turn to Mr. McCandless for any opening statement he may wish to make.

[The opening statement of Mr. Wise follows:]

Opening Statement
Chairman Bob Wise

Subcommittee on Government Information, Justice, and Agriculture
House Committee on Government Operations

"Take Back Your Neighborhood:
Police and Citizen Partnerships in Confronting Crime"

Wednesday, June 24, 1992

Good Morning. This country is facing a crisis in its neighborhoods. The advent of crack-cocaine, frustration over economic conditions and an ever increasing crime rate have combined to make inner cities increasingly unlivable. It is both ironic and symbolic that one of the witnesses who was scheduled to appear today is lying in an intensive care unit recovering from wounds he received in an attempt upon his life last Friday.

I'm sure many--if not all--of you are familiar with the Guardian Angles. Because of the group's role in trying to stem urban crime we had invited its founder, Curtis Sliwa, to testify. I am pleased to say that Mr. Sliwa's condition seems to have stabilized and that Guardian Angle co-founder Westin Conwell has agreed to appear in Mr. Sliwa's place.

We are also here today to begin the next phase of this Subcommittee's work in the criminal justice arena. I have been struck by the willingness of many individuals who offer their own time, skills and resources to battle the infiltration of crime and drugs in our neighborhoods. I have also been impressed by the creativity of the programs which are springing up all over the country.

Among the witnesses we have today is Phillip Saldivar the Principal of Jefferson High School and a community leader in south central Las Angeles. Mr. Saldivar has worked with an innovative and controversial program in that area and will testify about both "Operation Cul-de-Sac" and his experiences in the riots that occurred last month.

Also joining us today will be Chief Dallas Staples of the Charleston, West Virginia Police Department. Chief Staples and I have worked together for several years now on expanding DARE programs in West Virginia. Since being named Chief, Dallas has implemented several creative measures to fight crime and has strong opinions on criminal justice which we look forward to hearing.

Because of the Subcommittee's interest in this area we will now begin to look at the efforts of thousands of American citizens and police officers to "take back their neighborhoods." We will chronicle their successes and shortcomings and hope to issue reports on our findings. It is my hope that through this investigation we can find ways to link the multitude of federal programs with the people who are trying hardest to make a difference. We hope to improve cooperation, communication and implementation in the programs and strategies which make up this war on crime.

All too often I have met with police officers, civic leaders and neighborhood organizers who have no idea where to turn for help. Another area of frustration I have experienced is that when these people attempt to become involved with federal programs they find that they are cumbersome and geared toward large-scale efforts. There is not enough help at the neighborhood level--yet the neighborhood level is not only the scene of the crime, it is the scene of the solution.

This is the ninth criminal justice assistance hearing this subcommittee has held since I have become Chairman. I hope more will follow. What I hope we can accomplish is to create a record of the accomplishments, failures, frustrations and needs of those who endeavor to take back their neighborhoods.

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The Justice Department has begun a pilot program called "Weed and Seed" at selected sites around the country. This aptly named program is designed to remove the bad elements from the streets with an intensive law enforcement effort and leave in its wake a wide range of crime and drug prevention programs. While I am encouraged that this program is being implemented, I would be less than honest if I said I did not have some concerns about the way it is going to be managed and monitored.

We will begin today's hearing with the testimony of my colleague Maxine Waters. Ms. Waters represents south central Los Angeles and has been very instrumental in focusing attention on the need for renewed federal efforts in that riot-torn area.

Following Ms. Walters will be a panel of Justice Department witnesses led by Assistant Attorney General Jimmy Gurule. Mr. Gurule will be joined by Bureau of Justice Assistance Director Elliot Brown and Juvenile Justice & Delinquency Prevention Administrator Jerry Regier. We have also moved Prince George's County Police Chief David Mitchell up to this panel. The Chief has a pressing commitment so we made the move in order for him to tell us about the program being implemented in Prince George's County. This program was profiled in a front page Washington Post story last week.

Our next panel will feature Mr. Conwell of the Guardian Angels, Mr. Saldivar of Jefferson High School in Los Angeles and Matt Peskin of the National Association of Town Watch.

The last panel will feature Donald Deering, Commander of the Maryland National Capitol Park Police; Don Cahill, representing the Fraternal Order of Police; Mr. McCandless' constituent Thomas Callanan--Chief Probation Officer of Riverside County, California; and my constituent, Chief Dallas Staples of the Charleston Police Department.

Mr. MCCANDLESS. Thank you, Mr. Chairman. I, too, would like to depart a little bit from the written remarks. Being an alumni of county government, I'm particularly aware of where the rubber meets the road, with respect to this subject.

Riverside County is a county east of Los Angeles. It is now experiencing an influx of the problems that Los Angeles County has had for many, many years. The success or failure in any county in any area is the working together and the cooperation of the various branches of the administrative process of government.

One of the things that I was proud of during the 12 years I served on the governing board of Riverside County was that the district attorney, the sheriff, the probation officer and all others responsible for part of the process worked together in a common bond.

The problem that we have is one of tremendous growth from 450,000 in the county in 1971, to 1,150,000 at the present time and the overwhelmingness that that growth has brought to the county and the inability that we have to function with the resources that the county has available to it.

Many of the things that have been done in that county have been done as a result of moneys that were granted from either the State or, in one case, the Federal Government. But, more importantly, the county realizes that it has a problem and has, to the best of its ability, tried to address that problem from the private sector.

Boys' and girls' clubs, where donations and contributions come from the private sector, tried to catch these young people at an early age. Various types of programs that we have implemented in the school districts, have been in place for many, many years.

I mention this in my remarks because we're all in this together. Unless we understand and can work as a team, what we're trying to accomplish is going to be far more difficult.

I would like at this time, Mr. Chairman, to welcome Tom Callanan, Riverside's chief probation officer, and Mike DeGasperin from our Twin Pines Branch. It's one of the projects that's been a part of Riverside County for many, many years. Between them they have tremendous experience in this area, and I look forward to their testimony in sharing that information with the rest of the group.

With that, Mr. Chairman, I think we ought to move on with the hearing for which we are here.

Mr. WISE. Very well stated, Mr. McCandless. We're delighted to have as our first witness our colleague, Representative Maxine Waters. Representative Waters has been very, very outspoken and certainly has been someone having to confront a real crisis in the past months in Los Angeles. We're delighted to have you with us, Maxine, and your statement in its entirety will be made a part of the record. We'd invite you to make your testimony in any way you wish.

STATEMENT OF HON. MAXINE WATERS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Ms. WATERS. Thank you very much, Mr. Chairman. I am delighted to have the opportunity to be here today to share with you some of my thoughts and my experiences in the area of police citi-

zen contact and also community policing. Let me start by saying that I have been involved with the issue of police citizen relations for a long time.

I was elected to office in 1976 to the California State legislature. It was about that time that we had an incident in the Los Angeles area, a young mother who was killed by an officer in the Los Angeles Police Department. It became a very famous case. Her name is Eula Love.

Eula Love had failed to pay a gas bill for about $29. When the gas company officers came out to shut off the gas, she confronted them and even, I think, may have had a knife in her possession on her porch. She was rushed by the police, and they shot her dead.

The community was outraged by that killing. It created a lot of discussion about how police handle these kinds of matters. At that time, I began to engage our local police chief on the issue of citizen/police/community relations. I also worked very closely with the community to try and get the police chief to talk about new ways to police a community that sometimes offered serious and different kinds of problems.

From that moment on, I found myself in direct conflict with our local police chief. Our local police chief increasingly found himself in confrontation not only with me but other members of the community, organized community groups, ministers, city council members, and it went on and on and on.

I think way back then people began to think about new ways for the police to deal with the community. Soon after my involvement with the police chief, I began to think about the neighborhood watch programs and how we could strengthen them. I had seen evidence of effective neighborhood watch programs in that community in years past. As a matter of fact, when Chief Davis, one of the police chiefs that had served in Los Angeles, was a police chief, he had a strong neighborhood watch network. It was a neighborhood not watch network that always supplied the lobbying force to support police officers in their pay increases, and for any initiatives on the ballot they could always count on that community for support.

It was one of the reasons I wanted to help the police chief understand that the possibility of having neighborhood watch programs give strong support to the police community was very real. It had disintegrated in recent years.

I developed a proposal to strengthen neighborhood watch programs. What I discovered, going through the community, was that most of the neighborhood watch programs were headed by senior citizens, that those who had been involved for a long time remained in the leadership, and younger people coming into the neighborhood were not involved.

They were not as effective as they had been in some of the earlier years because the citizens were older, they didn't put as much time on it, they didn't have the energy to do the organizing, and that they needed some help. Organizing the communities needed maybe even some professional help.

The proposal that I put together would have created a neighborhood watch program that would have a place in city government. Most city governments recognize volunteers and neighborhood

watch programs, but they are not on the organization chart of city governments such as the building and safety department or other departments of government.

I wanted neighborhood watch programs to come under the mayor's office, to be a part of city government, to have a director, and to have community organizers by breaking the city up into quadrants in some way and have community organizers who assisted the neighborhood block captains in organizing their groups. You could go block by block, census track by census track, or however you wanted to do it, a systematic way of organizing where you would get support to volunteers.

You have neighborhood watch captains in a block or a community who needed to send out notices, who needed to prepare agendas, who needed to look to other communities to find out what they had been doing that was successful, other States, and to try and incorporate that, to help design some literature, to put on community conferences.

I envisioned that with all of these neighborhoods being organized and being assisted by city government that they would have yearly neighborhood—citywide conventions. You would have all of the block captains come to conventions and exchange ideas and honor those who were doing successful things. I thought we had to elevate the level of seriousness of these community neighborhood watch programs in city government.

The city council kind of liked the proposal but got bogged down in who would be empowered by it, whether or not it would be too much power handed to the mayor, whether or not you could break it up among the city council persons and they could assign their staffs or have an additional staff person to do it. So, consequently, they never got it done.

Meanwhile, things continued to get worse in Los Angeles. We moved from a time when I became involved with the Eula Love killing to the famous choke hold that was being employed by the police which further exacerbated the feelings of my community about how policing was handled.

Increasingly, the police chief became more hostile, thought he was under attack by the community. He would make remarks directed at citizens that would cause citizens to go down and march in front of the headquarters of the police department. Increasingly, the police commission hearings became hearings where the community was pitted against the police. The police commission was very weak, had very little power by way of the charter and the way it was organized.

This continued right up through the infamous Rodney King beating that the world has come to know as something that happened in the Los Angeles area that triggered the most recent interaction, rebellion, or riot, or whatever you want to call it.

I later discovered that every so-called riot has been triggered in the country where there has been a riot, and police and citizens have been pitted against each other, it was caused by confrontations between citizens and police communities.

I am convinced that the traditional way of policing is obsolete, that no longer can you rule communities with the badge, the billy club, and the gun, that people don't fear police departments in that

way. People mistrust police departments that handle the problems of crime and crime prevention in that manner.

You will never have enough police officers that you can apply to every block on the corner that can literally watch over other communities in ways that will deter crime. I'm convinced that in addition to the very tough work that police departments must do in order to apprehend criminals—and certainly that is why police departments are organized for the most part to take care of crime, to do something about crime.

That's a legitimate function in a democratic society. But I think that police departments are going to have to think a lot more about crime prevention, how do they involve the community in helping to prevent crime in the first place.

One of the things I think must be included in how you do that is to ensure that police departments reflect the make up of the community. The police departments must include women and minorities and others in communities that they are trying to police. Second, citizens must be involved in planning about how police departments handle crime prevention and crime.

In Los Angeles, we have thought it so important that we recently passed a proposition that we placed on the ballot called proposition F. In that is community policing concepts. The principles of community policing are embodies in the city council's program that come under proposition F.

Decentralization: Officers work from local headquarters in the community and are very accessible. Permanency: Officers are assigned to specific small neighborhoods on a long-term basis. Territoriality: Officers work primarily in a fixed geographical area. This allows them to become familiar not only with the geography, the buildings, and the institutions, but most importantly the people and their lifestyle.

Proactiveness: Rather than simply reacting to crime, community-based policing enables and encourages officers to work with community residents to prevent crime by identifying and implementing long-term solutions. Partnership: This philosophy recognizes the responsibility of both police and citizens to form a partnership in crime fighting and encourages each to become fully involved.

Personal relationship: Community-based policing reduced the anonymity between police officers and citizens. Finally, trust: The long-term commitment of officers to specific areas results in mutual trust which will give them good sources of information, helping them to arrest criminal suspects and prevent crime.

Let me just say, Mr. Chairman, that I think that we have witnessed in Los Angeles everything that's wrong with traditional policing. I think that we have learned an awful lot of lessons and we have an awful lot to share. We have gangs in Los Angeles and they are frightening oftentimes. They have caused us a lot of problems in our city.

At one point in time, the police chief resorted to gang sweeps where you would go out on the weekend and you would sweep up hundreds of, for the most part, young, black, and Latino males, and you would take them to jail or hold them in holding places, and then you would release them, I guess, in a matter of hours.

But I think it was more of an attempt to say to the community that they were doing something than really having thought through what seriously could be done to deter the organizing of gangs. We have an opportunity now, given the problems that we've had in Los Angeles, and we have gangs and young people who have been in gangs who are coming forward now saying that they are tired of that. They don't want to do it anymore.

They've been coming together in unity meetings, and hundreds of them are surfacing in these unity meetings in our public parks. The police department, which has not been involved in community policing, do not know what to do about them. They are afraid of them, and they basically surround them and set up command posts, and they watch each other on weekends.

Two weeks ago I spent 8 hours in a public housing project, having been invited to come and watch what goes on on the weekend when the police occupy one of these housing projects. They move in with helmets and flack jackets and they place their backs against the wall with their guns in full view and they stand and they wait.

Then, when the citizens in the housing projects gather, and then they start jeering at the police, and the police stand until the crowd gets bigger and bigger, and then they form a line and they wait until the crowd—they start to beat people.

The 8 hours that I spent there, the citizens said they were not being beaten because I was there, and as soon as I left, it would happen. I stayed as long as I could, until almost 2 a.m., and left a telephone number with one of the residents to call my house should it occur. Before I could get home, they had called my husband and the police had fired tear gas into a crowd. The crowd may have become unruly.

In the housing projects, there are no stores, no commerce. I don't know what they could have done that would have caused the police to shoot tear gas in. I'm not saying that the police do not have a right to anticipate in some way. But I guess what I'm really saying is if they understood the value of community policing, this situation of police and confrontation on the weekend in these housing projects would not occur.

It seems to me community policing would dictate that the police department would go out into the community and talk with the leadership there and find out why it is people gather in the housing projects on hot summer nights outside of their doors, and what does that mean, and is there a threat to anybody, and how can the police and young people begin to talk with each other about the police department's perception of who they are and what they do, and what they could do working together to avoid suspicion.

In addition to that, while we're in the aftermath of this problem that we've had in Los Angeles, it seems to me that the mayor, and the police, and the churches, and others could be involved in conferences and summits and other kinds of community policing-type ideas where people could get to know each other better, and the city could be involved in helping to devise programs of diversion, et cetera.

I think that community policing is vital to the success of police departments in this country and in our cities and urban areas in

particular. And if Federal Government does not assist in some way, many of the cities will never get to the point of adopting programs. I think we have a role to play.

I think that even as the President talks about his Weed and Seed programs, I'm not so sure what they are all, but I do know community policing should be a part of any investment that we have in urban areas to assist police in helping to develop processes and programs by which they can involve the community in real dialog and assistance in organizing in ways that will prevent crime, rather than thinking that you simply just beat, shoot, or lock up people who they suspect of crime.

I want to tell you, Mr. Chairman, it will not solve the problems that this country is faced with. Thank you very much.

[The prepared statement of Ms. Waters follows:]

TESTIMONY OF CONGRESSWOMAN
MAXINE WATERS

before the Government Operations
Subcommittee on Government Information,
Justice and Agriculture

June 24, 1992

Hearing on Community Policing

Chairman Wise, I am delighted to have this opportunity to testify before this subcommittee today. I am joined by two distinguished residents of Los Angeles -- Phillip Saldivar, the Principal of Thomas Jefferson High School, and Sergeant Len Hundshamer, of the Los Angeles Police Department.

I have a long standing interest and involvement in the issue at hand. Improper police conduct has impaired justice in Los Angeles and other cities for many years. Long before the Rodney King incident -- twelve years ago, in fact -- I called for the resignation of Los Angeles Police Chief Daryl Gates. To me, Daryl Gates epitomizes what is wrong with law enforcement in this country. That it took so long -- and something as brutal as the beating of Rodney King -- to end Gates' tenure, is a travesty.

As background, there has been a fundamental distrust between the law enforcement apparatus and the community -- especially among minorities -- that exists to this day. And with good reason.

* In a system where judges and lawyers remain

overwhelmingly white, African-Americans account for a share of the prison population that far outstrips their presence in the population as a whole. According to the Sentencing Project, black men make up 6% of the population, but 44% of inmates.

* A USA Today analysis of 1989 drug arrest statistics found that 41% of those arrested on drug charges were black, although blacks are estimated to be only 15 per cent of the drug-using population.

* A San Jose Mercury News investigation last year last year of almost 700,000 criminal cases found that at virtually every stage of pre-trial negotiation, whites are more successful than non-whites. Of the 71,000 adults with no prior criminal record, one-third of the whites had their charges reduced, compared to only one-fourth of blacks and Hispanics.

* A Federal Judicial Center study this year of federal sentences for drug trafficking and firearms offenses found that the average sentences for blacks was 49% higher than for whites in 1990.

However, I believe new times are upon us. Community policing is an idea whose time has come. The days of police ruling the streets with the badge, the bully club, and the gun -- are over.

Citizens will no longer tolerate police brutality and violations of their civil rights and civil liberties. The "old police-boy network" is being broken up all over this country. Today, police forces are beginning to reflect the diversity of the overall population -- with more women and minorities serving than ever before.

The old boy network contradicts the notion of a police department that can serve its entire community. A diverse personnel profile means a new type of police/community communication. People are talking to police men and women who share their cultural values. We are learning that we can involve the community in crime prevention and policing in ways that will rid departments of confrontation. But most importantly of all, community involvement in the decision-making, development and execution of police activities will more effectively combat crime.

In Los Angeles, we have taken concrete steps to improve relations between our community and the police. Voters overwhelmingly passed Charter Amendment F on election day, to implement substantial police reforms. This referendum will do several things. First, it will place a citizen member on police disciplinary panels to help eliminate officer misconduct. It will strengthen the ability of the citizen police commission to independently review LAPD operations. It will expand citizen oversight and public accountability in selecting and removing the chief of police. And, finally, Proposition F will establish a ten-year term limit for the police chief and police commissioners.

Beyond this, the City Council of Los Angeles recently voted to adopt and implement many of the recommendations of the Christopher Commission report, which was appointed in response to the behavior of the LAPD during the Rodney King episode.

The principles of community policing are embodied in the City Council's program. They are:

* Decentralization - Officers work from local headquarters in the community and are very accessible.

* Permanency - Officers are assigned to specific small neighborhoods on a long term basis.

* Territoriality - Officers work primarily in a fixed geographical area. This allows them to become familiar with not only the geography, the buildings and the institutions, but most importantly, the people and their lifestyles.

* Pro-Activeness - Rather than simply reacting to crime, community-based policing enables and encourages officers to work with community residents to prevent crime by identifying and implementing long-term solutions.

* Partnership - This philosophy recognizes the responsibility of both police and citizens to form a partnership in crime fighting, and encourages each to become fully involved.

* Personal relationship - Community-based policing reduce the anonymity between police and citizens. And finally,

* Trust - The long-term commitment of officers to specific areas results in mutual trust, which will give good sources of information to officers, helping them arrest criminal suspects and prevent crime.

Mr. Chairman, in conclusion, these are the principles of effective law enforcement. The days of the "seize mentality" have come and gone. As much as being

unfair and discriminatory,
the old ways did not work. Crime has continued and escalated in many parts of the country. We've expanded the death penalthy, added harsher sentences, and beefed up surveillance. None of it has worked. We need to restore basic trust.

I thank the committee for giving me this chance to testify.

Mr. WISE. Thank you, Representative Waters. I think that in both your spoken testimony and your written testimony you've laid out a number of specific points that are important. My hope is that this subcommittee will be addressing them over the course of the next few weeks.

I turn to Mr. McCandless for any statements.

Mr. MCCANDLESS. I don't have any.

Mr. WISE. Mr. Towns.

Mr. TOWNS. First of all, I'd like to join my colleagues in thanking you for your very eloquent testimony and also to say that as I listened to you—and I must admit, I think you're just so right. But the thing that I'm really troubled by is that when the urban package was discussed, you know, that we did not cease this moment to do something about the problems in terms of developing programs within the package that would encourage, in terms of neighborhood watch programs, to be able to put money into areas like that. But for some reason or other, nobody was really listening.

Do you have any ideas or anything that we might be able to do to further sort of convince the powers that be that this is the way to go, that blame is not the solution to it, but if we have people working together that I think we might be able to solve the problem?

I agree with you when you say that the traditional methods no longer work, that we need to recognize that, and that there is a whole group of there in the atmosphere and climate that review the police as the enemy. We need to just recognize that.

What can we do in terms to convince people that money should go into other areas other than just straight out law enforcement?

Ms. WATERS. Well, Mr. Towns, let me just say that the first part of the package that is designed to be a response to the so-called urban problem simply dealt with SBA and FEMA, and even those other items, head start and compensatory education that was placed in on the Senate side, was unacceptable to the President.

All that we got in addition to FEMA and SBA was some of what we asked for in summer youth employment. Traditionally, summer youth employment has become the band-aid to keep them quiet during the summer. Long, hot summers portend problems in the minds of this Congress, and this Congress has not dealt with ways by which to deal with root problems but simply a band-aid during the summer to keep them quiet.

Given the resistance to spending money on these problems and given the resistance by the President to deal with some of the root causes of these issues, I am attempting to at least try and address some of this in enterprise zones. As you know, the President and others have said that enterprise zones are extremely important in this urban response. They speak of enterprise zones and the tax incentives that will go to business as a way by which to provide employment in the enterprise zones.

Some of us are suspect and certainly do not hold out that enterprise zones will solve the problems, but most of us are not going to fight enterprise zones. As a matter of fact, in the State of California, when I realized that enterprise zones would be forthcoming sometime from the Federal Government, I designed enterprise zone

and we operate under two enterprise zones in California. One is a Maxine Waters progressive community based type enterprise zone.

So I'm not opposed to them, but we must define them in ways that will get at some of these problems. They cannot simply be vehicles by which you give tax incentives without recognizing that there are other serious problems in these so-called depressed areas that must be addressed.

In the enterprise zone that we're fashioning now as part of the urban response, I am trying very desperately to insist upon a stipend for 17 to 30 year olds to be placed into apprenticeship and job training programs that will allow them to be supported while they are in these programs. For example, people who are homeless and who are hungry don't sit in job training programs all day.

In the enterprise zone, I want 17 to 30 year olds, basically hard core unemployed, to be able to be supported by way of a stipend in the enterprise zone. I'm also asking for a low income housing tax credit. In the enterprise zone, I'm also asking for community policing.

I think it's very important for us to define enterprise zones in new and different ways. Enterprise zones are what we make them, not simply tax incentive vehicles for businesses. I think if we're to provide security for the businesses that want to move in and involve the citizens, we have to include resources for community policing.

That's one of the ways I'm trying to address that problem, Mr. Towns.

Mr. TOWNS. Thank you very much and I would just like to say to you that I also agree with you when you say that the police department must reflect the make up of the community in terms of agenda, ethnicity, and all of that. I think that we need to begin to address that because I think it makes a difference in terms of how people respond and how they behave.

Thank you so much, Mr. Chairman.

Mr. WISE. Ms. Ros-Lehtinen.

Ms. ROS-LEHTINEN. No.

Mr. WISE. Mr. Cox.

Mr. COX. Thank you, Mr. Chairman. I only want to be brief. I, first of all, want to commend the gentlewoman from California. She and I didn't know each other 3 years ago and we've had a chance to work together significantly.

I personally am very proud of the way you have taken the leadership role since the issues—and have for a long time, but certainly nationally since the problems that arose in south central Los Angeles, and I think being an extremely constructive and positive voice trying to find new alternative solutions to the problems that have existed for so long.

I'm from a town of less than 4,000 people. The reality of life in south central Los Angeles is so different from the reality of life in my home town that it's like two different worlds. I'm afraid that there are a lot of people in the country who are as ignorant of the reality in south central Los Angeles as I am.

You and I have talked quite a bit about the possibility of sitting down and trying to find ways to communicate that difference and

seek out the willingness of this country to confront those root causes that you're talking about.

The tools to appease for periods of time in getting past a crisis I think enhance the next crisis. If we don't really confront that—and there probably is some political benefit to certain groups to let inner cities die or to let people living in inner cities simply kill themselves off rather than have to worry about dealing with these problems. I, for one—you know, my district now is urban, suburban, and rural. It's kind of a microcosm of the country, I think, in a lot of ways. Drive-by shootings are beginning to happen in the west side of Rockford, IL. It never occurred before.

The city of Rockford recognizes that many of the problems that they have been able to avoid in the past are coming their way, and real solutions need to be found. Changes in approach need to be found. The fact that the Federal Government is so far away from providing any logical and informed assistance frightens those who are trying to confront those problems.

So I just look forward very much to your continued success in making this issue so understandable and hope to be part of that solution as we go forward focusing on the word community. If we don't confront these problems from that perspective, I don't think we're ever going to change them. The police can't be the enemy of the people they're supposedly protecting in their own neighborhoods. If we don't find ways to bring that to the surface and change it, we'll never resolve this. So, thanks again for everything.

Ms. WATERS. Thank you very much.

Mr. WISE. Thank you, Ms. Waters. We thank you very much for a very eloquent testimony.

The first panel, representing the Department of Justice, will be Jimmy Gurule, Assistant Attorney General for the Office of Justice Programs, accompanied by Gerald Regier, Acting Administrator for the Office of Juvenile Justice and Delinquency Prevention; and Elliott Brown, Acting Director of Bureau of Justice Assistance. Also on the panel will be David Mitchell, the chief of police for Prince George's County in the State of Maryland.

Gentlemen, it's a practice of this subcommittee, so as not to prejudice any witness, whoever may appear before it, to swear in all witnesses. If you would stand and raise your right hand.

[Witnesses sworn.]

Mr. WISE. Thank you very much. Your written statements in their entirety are already a part of the committee record and will be printed as such. I would invite you to summarize in any way you see fit.

Mr. Mitchell, let me check on your time. I believe that if Mr. Gurule testifies, you'll still have plenty of time to get back to where you need to get. Is that correct?

Mr. MITCHELL. Yes, I will, Mr. Chairman. Thank you very much for your consideration.

STATEMENT OF JIMMY GURULE, ASSISTANT ATTORNEY GENERAL, OFFICE OF JUSTICE PROGRAMS, DEPARTMENT OF JUSTICE, ACCOMPANIED BY GERALD REGIER, ACTING ADMINISTRATOR, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION; AND ELLIOTT BROWN, ACTING DIRECTOR, BUREAU OF JUSTICE ASSISTANCE

Mr. GURULE. Mr. Chairman, I would like to thank the subcommittee for giving me the opportunity to describe how the Department of Justice, through the Office of Justice Programs, works in partnership with State and local governments and community-based organizations to combat violent crime, drug trafficking and gang activity in communities throughout the Nation, and to keep neighborhoods safe for innocent law-abiding Americans and their families.

As you know, Mr. Chairman, OJP is responsible for coordinating the programs and priorities of five major bureaus and offices. I'd like to summarize those activities and at the same time continue, therefore, to summarize my statement for the committee.

The office at OJP is comprised of the Bureau of Justice Assistance which provides funding and other assistance to State and local governments to suppress violent crime, to address the problems of gang activity and drug abuse, and to enhance the criminal justice system.

The Bureau of Justice Statistics collects and analyzes statistical data on crime trends nationwide. There are approximately 40 statistical crime reports that BJS, the Bureau of Justice Statistics, produces yearly. Then there's a National Institute of Justice [NIJ], which sponsors research on a wide variety of criminal justice issues, including community policing and community-based programs. NIJ also evaluates BJA, the Bureau of Justice Assistance's demonstration programs.

Then there's the Office of Juvenile Justice and Delinquency Prevention which Administrator Regier currently heads, which provides funding to State and local governments to develop innovative programs, prevention, education programs for high-risk youth, and at the same time to sponsor research in the area of juvenile crime.

Last but not least is the Office for Victims of Crime. OVC is unique in that its budget is not appropriated by Congress. It is currently funded at a level of up to $150 million. That money comes from the Federal victims of crime fund.

I think there's a true sense of justice there in that the defendants that are sentenced in Federal court, when sentenced by a Federal judge, sentenced to a fine, assessment penalty, that money goes into the Federal victims of crime fund and is used to compensate and to assist victims of crime in this country.

Since becoming Assistant Attorney General for the Office of Justice Programs, I have worked to direct OJP program development and funding efforts to programs that have a direct and positive impact on violent crime problems faced by communities, most importantly minority communities where residents suffer the most in this country from the plague of drug abuse, violent crime, and random gang violence.

Issues that have been discussed and touched on this morning such as community based programs, and community policing, are

and have been top priorities for OJP over the last 2 years since I have been Assistant Attorney General in OJP.

I'd like to, at this time, briefly summarize some of the OJP programs that I believe are of interest to this subcommittee and certainly relevant to the purpose for the hearing today. First I'd like to discuss briefly Operation Weed and Seed.

As you know, Mr. Chairman, OJP is playing a central role in assisting the Department of Justice in implementing the administration's comprehensive initiative called Operation Weed and Seed. The Weed and Seed strategy is based on the premise that law enforcement, community groups, government and the private sector must all work together to respond to the problem of drug abuse and violent crime.

Every segment of society is affected and impacted by the problems of drugs and violent crime in this country. Consequently, every segment of society must respond in kind in a comprehensive manner to respond and combat these very serious problems that are plaguing and confronting this country.

The Weed and Seed strategy involves four basic elements. The first of these involves law enforcement in weeding out the most violent habitual chronic offenders in targeted high crime neighborhoods. This involves coordinating Federal, State, and local law enforcement agencies, again working in partnership, together, to respond to violent crime in these high crime targeted neighborhoods.

However, the Weed and Seed strategy recognizes that law enforcement alone cannot solve crime-related problems in this Nation. If you talk to any law enforcement official, he or she will be the first to tell you that. The community must get involved. It's critical that the police and the community residents work in partnership.

The second essential element—and here's a point that Congresswoman Waters made—involves community policing. Community policing is an essential and critical component of Weed and Seed. Every Weed and Seed site, every proposal that comes in for consideration by the Department of Justice to be funded under the Weed and Seed initiative must contain within it a community policing component to establish community policing in the targeted high crime neighborhoods that have been identified for funding.

Community policing involves, again, a partnership with law enforcement working closely with the residents of the community to develop solutions to identify the problems of violent and drug-related crime in targeted neighborhoods. It involves the immobilization of residents and the creation of neighborhood watch programs, to respond to the problems of violent crime.

Third, after the weeding effort begins to take effect, then the targeted neighborhoods are seeded. This involves coordinating Federal, State, and local human service agencies, the private sector, and the community to provide a broad array of human services to these targeted neighborhoods such as drug and crime prevention programs, educational programs, drug treatment, family services, recreational activities.

The Weed and Seed program recognizes the fact that no matter how promising a social program might be, or what potential it may hold, that program cannot succeed in a neighborhood that is permeated with fear, where the climate is fearful, where there is ag-

gravated violent crime, and where citizens are fearful to leave their residences because they may become victims of drive-by and gang-related shootings.

For example, on the seeding side, safe havens have been established in several Weed and Seed sites. The safe haven concept is a concept that was developed in Trenton, NJ, one of the first pilot sites for Weed and Seed. Safe havens provide a safe place for children to go after school in the summer where they can participate in stimulating recreational and educational programs.

In Trenton, NJ, there are three targeted neighborhoods that have been identified. In each of these targeted neighborhoods, a public school has been identified to implement the safe haven program. The schools are kept open beyond regular school hours and are kept open from 3 p.m. until 9 p.m.

A wide array, broad array of prevention programs and activities are provided in the schools for our kids. These programs involve, for instance, homework workshops that are supervised by volunteers who are participating in the safe havens.

They involve police officers serving as coaches, sponsoring police athletic types of activities, such as basketball, swimming, and roller skating, and other types of activities such as drama classes which help build positive attitudes for our kids, so they have a place to go after school.

The fourth element that is an essential component of Operation Weed and Seed involves revitalizing distressed neighborhoods through economic development and by providing economic opportunities for residents. At the same time, Operation Weed and Seed recognizes the importance of community participation and private sector involvement.

The business community also must become a partner in developing this initiative. Businesses cannot thrive, cannot survive, when residents are so terrified of crime in their neighborhoods that they won't leave their homes to go shopping at the corner food market.

OJP began implementing Operation Weed and Seed last year in fiscal year 1991. With funding from OJP's Bureau of Justice Assistance, two pilot sites were established to demonstrate the Weed and Seed strategy. Again, I mentioned Trenton, NJ. The second is Kansas City, MO. A third site, Omaha, NE, received a grant to begin planning a Weed and Seed Program in fiscal year 1991.

In early April of this year, the Department of Justice expanded Operation Weed and Seed to 16 additional sites. In addition, in May of this year, in the wake of the civil disturbance in Los Angeles, President Bush announced that Los Angeles would be awarded funds to implement a Weed and Seed Program in south central Los Angeles.

At fiscal year 1992 demonstration sites, these cities will receive—and I'm referring now to the 16 demonstration sites—approximately $1.1 million from the Department of Justice to begin implementing the Weed and Seed strategy in the targeted neighborhoods.

Mr. WISE. Excuse me, is that $1.1 million each or cumulative?

Mr. GURULE. $1.1 million each, Mr. Chairman. Now, phase 2 of Operation Weed and Seed is planned for implementation in fiscal year 1993. President Bush has targeted $500 million, half a billion

dollars, to substantially expand Weed and Seed. This has been set forth in his fiscal year 1993 budget proposal that's been submitted to Congress.

This $500 million has been identified in the budgets of the U.S. Department of Housing and Urban Development to fund programs such as public housing, drug elimination grants; the Department of Health and Human Services to fund community partnership grants, drug treatment, improved access to health care and provide head start for 1 year for eligible children; within the Department of Labor for Job Training Partnership Act programs that provide job training for high-risk youth; within the Department of Education to increase educational and prevention programs; and the Department of Agriculture for women, infants, and children through the WIC nutrition program.

While $30 million has been allocated in the fiscal year 1993 budget for the Department of Justice, I'd like to emphasize that Operation Weed and Seed will be expanded in these demonstration sites in 1993. Over $470 million has been allocated to support the seeding activities of these demonstration sites in 1993.

I'd like to, at this time, touch on a couple of priority areas for the Department of Justice in OJP that have been priority areas for funding, program development, and research within OJP. The first of these is gangs and gang violence. OJP is working to help communities develop solutions to the problem of gang-related violent crime, allocating more than $12 million for this purpose in fiscal years 1991 and 1992.

I think this is an excellent example to demonstrate how OJP has been coordinating the activities of the OJP bureaus. The Bureau of Justice Assistance has been funding demonstration programs to address the problems of violent crime and gangs in our neighborhoods. At the same time, NIJ has been funding research efforts to assist in this effort.

So very often in the demonstration programs particular issues and concerns are identified and then we followup with NIJ through research efforts to fund and conduct research activities, and to flush out and respond to some of these issues. At the same time, NIJ is conducting evaluations of the BJA gang programs.

OJJDP, the juvenile justice office, is working with the Boys and Girls Clubs of America to implement clubs in 33 cities to focus on preventing juveniles from entering gangs and encouraging peripheral gang members, the "wannabes," to participate in more positive and constructive activities. Principal project components include smart moves, a drug and alcohol abuse prevention program, and keep smart, a program to develop parental skills and to improve parent/child communication.

In addition, last year, in fiscal year 1991, OJP initiated a series of national field studies on gangs and gang violence to gain a national perspective on the problem of gang violence in this country. It was a realization, certainly, that we at the Department of Justice did not have all the answers regarding the problems and causes, and the scope and magnitude of the gang problems in this country.

So we went out and met with over 100 experts on the gang problem, such as community leaders and gang members themselves, to

learn more about the gang problem, to ask for their assistance in developing model demonstration programs. Three field studies were conducted in fiscal year 1991; Los Angeles, Dallas, and Chicago. One or two additional studies may be conducted this year before OJP submits its findings to the attorney general.

Prevention and education is another priority for OJP program development and funding. BJA, for example, supports training for the highly successful Drug Abuse Resistance Education [DARE] program, teaching instructors through five regional training centers. DARE teaches children, kindergarten through 12th grade, with special emphasis on fifth and sixth grade students, ways to resist peer pressure to experiment with and use drugs.

BJA also funds the National Citizens Crime Prevention Campaign, the "McGruff, the Crime Dog" campaign, demonstration programs focusing on community involvement in drug prevention, dissemination of crime, and drug prevention materials.

A major focus of the campaign has been on fostering community and police partnerships to reduce crime and drug abuse. A new initiative was begun last year to develop and disseminate crime and drug prevention materials for the Hispanic communities.

Focusing for a moment on community-based programs, we, at the Department of Justice, think that a program called the wings of hope particularly holds tremendous promise. This is a program that is administered by the Southern Christian Leadership Conference. It's a program that is currently being funded by BJA. A $225,000 grant was made for the wings of hope program this past year.

This program is demonstrating the validity of police community partnerships and coalitions in the development and implementation of innovative and community-based strategies. It recognizes the important role that black churches play in our communities and the important role they can play in mobilizing communities in providing educational and prevention programs and opportunities for our kids.

OJJDP is further supporting a program operated by the Congress of National Black Churches that works in conjunction with police departments and other justice agencies, schools, social service agencies, private industry and citizen groups to help young people and their families avoid and overcome drugs.

The juvenile justice office is supporting the Nuestro Centro program in Dallas, TX, which operates a program to deter gang and drug involvement by young people. There's been a great deal of discussion this morning regarding community policing. This again has been a top priority for funding in OJP the last 2 years.

OJP has allocated more than $18 million for this purpose, developing demonstration programs involving community policing and research efforts by NIJ. NIJ currently is supporting 19 research projects on community policing.

Finally, you're going to be hearing more about the innovative neighborhood oriented policing program that is being implemented in Prince George's County. Police Chief David Mitchell will be testifying regarding that shortly.

Last, let me just briefly discuss and touch upon evaluations. In fiscal years 1991 and 1992, OJP has allocated more than $13 mil-

lion to fund programs evaluation. In my opinion, it is fiscally irresponsible to fund programs not proven to be effective, and OJP has placed significant resources and emphasis in the last 2 years on trying to identify what works in the war on drugs and violent crime.

Our OJP evaluations conducted through NIJ have included assessments of police crackdowns, community policing, new "practices," and at the same time, evaluating community-based programs.

In conclusion, Mr. Chairman, the efforts I have described are only a handful of the initiatives the Office of Justice Programs is conducting to help States and communities combat drug trafficking, gang violence and other crime-related problems that endanger the safety and security of citizens in this great country.

I want to assure you that OJP will continue working in partnership with State and local government, community based organizations in the private sector, to rid communities of the plague of violent crime and to achieve the President's goal of a drug free America.

This concludes my statement, Mr. Chairman, and I'm pleased now to answer any questions that the members of the subcommittee might have.

[The prepared statement of Mr. Gurule follows:]

Department of Justice

STATEMENT

OF

THE HONORABLE JIMMY GURULE
ASSISTANT ATTORNEY GENERAL
OFFICE OF JUSTICE PROGRAMS

BEFORE

THE

GOVERNMENT INFORMATION, JUSTICE, AND AGRICULTURE SUBCOMMITTEE
COMMITTEE ON GOVERNMENT OPERATIONS
HOUSE OF REPRESENTATIVES

CONCERNING

FEDERAL ASSISTANCE TO IMPROVE NEIGHBORHOOD SAFETY

ON

JUNE 24, 1992

Mr. Chairman, I would like to thank this Subcommittee for giving me the opportunity to describe how the Department of Justice, through the Office of Justice Programs, works in partnership with State and local governments and community-based organizations to combat violent crime, drug trafficking, and gang activity in communities throughout the Nation and to keep neighborhoods safe for innocent, law-abiding Americans and their families.

As you know, Mr. Chairman, OJP is responsible for coordinating the programs and priorities of five major bureaus or offices. These are:

- the Bureau of Justice Assistance, which provides funding and other assistance to State and local governments to suppress violent gang activities, implement drug control strategies, and enforce narcotics laws;
- the Bureau of Justice Statistics, which collects, analyzes, and disseminates statistics and other data regarding crime, drug use by offenders, crime victims, and other criminal justice issues;
- the National Institute of Justice, which sponsors research and develops new approaches to fighting drugs and drug-related crime;
- the Office of Juvenile Justice and Delinquency Prevention, which provides funds to State and local governments, develops innovative programs, and sponsors research to prevent and control juvenile crime;
- and the Office for Victims of Crime, which provides funding to the States to support victim compensation and State and local assistance programs and works to improve our Nation's response to the innocent victims of crime and their families.

Since becoming Assistant Attorney General for the Office of Justice Programs almost two years ago, I have worked to direct OJP program development and funding

efforts to programs that will have a direct and positive impact on violent crime problems faced by communities, particularly minority communities, where residents suffer disproportionately from gang-related crime, drug trafficking, and random violence. Community-based programs, community policing, and other initiatives aimed at helping communities restore the safety of their neighborhoods have been and will continue to be a major priority for OJP. In addition, as you know, Mr. Chairman, BJA and OJJDP provide block and formula grants to States to support programs to combat crime. The Office of Justice Programs is firmly committed to continuing this emphasis on community-based efforts.

I would like to briefly describe some of OJP programs in this area for the Subcommittee.

Operation Weed and Seed

As you know, Mr. Chairman, OJP is playing a major role in assisting the Department of Justice in implementing the Administration's comprehensive new initiative called Operation Weed and Seed. Weed and Seed is a strategy based on the premise that law enforcement, community residents, government, and the private sector must all work together to drive crime out of neighborhoods and create an environment where crime cannot thrive and where the standard of living and quality of life for neighborhood residents will improve. The Weed and Seed strategy involves four basic elements:

- First, law enforcement must "weed out" the most violent offenders by coordinating and integrating the efforts of Federal, State and local law enforcement agencies in targeted, high-crime neighborhoods. However, the Weed and Seed strategy recognizes that law enforcement can't solve crime-related problems all alone. The

community must become involved and work in partnership with law enforcement to solve problems such as gangs and violent crime.

- The second essential element of Weed and Seed, therefore, is that local law enforcement agencies must implement a community policing program in each of the targeted sites. Under community policing, law enforcement works closely with the residents of the community to develop solutions to the problems of violent and drug-related crime. Community policing is the vital link or bridge between the "weeding" and "seeding" components, the first step in mobilizing residents to work for the betterment of their own neighborhood.

- Third, after the "weeding" effort begins to take effect, Federal, State and local human service agencies, the private sector, and the community must work to prevent crime and violence from reoccurring by directing a broad array of human services--drug and crime prevention programs, educational opportunities, drug treatment, family services, and recreational activities--into the targeted sites to create an environment where crime cannot thrive. For example, Safe Havens have been established in several Weed and Seed sites. Safe Havens provide a safe place for children to go after school and in the summer where they can participate in stimulating recreational and educational programs. In the Trenton Weed and Seed program, the Safe Haven Program brings together law enforcement, education, health, recreation, community and other groups to provide alternative activities for high-risk youth and other residents of the community. Three public middle schools in three of the targeted neighborhoods remain open after school until 9 p.m. to house the Safe Haven Programs, which also include activities for adults. The Safe Haven sites have expanded their recreational activities to include swimming, rollerskating, basketball, and theater productions for young people. In other

seeding efforts, Boys and Girls Clubs are being expanded in public housing complexes in the target neighborhoods. The clubs provide sports, recreational, educational, and cultural awareness activities for youth. And one site is recruiting area youth as cast members for Teen Drama, which sponsors performances on issues relevant to teenagers, such as alcohol and drug abuse, AIDS, and teen suicide.

- Fourth, efforts will be undertaken to revitalize distressed neighborhoods through economic development and by providing economic opportunities for residents.

The Weed and Seed programs in each jurisdiction are directed by a steering committee, headed by a United States Attorney and comprised of top officials from Federal, State, and local criminal justice agencies, human services, community organizations, and the private sector. Participation by community residents is essential to the success of the Weed and Seed strategy.

And the private sector -- the business community -- also must become a partner in developing this initiative. Businesses cannot survive when residents are so terrified of crime in their neighborhoods that they won't leave their homes to go shopping at the corner food mart.

The Office of Justice Programs began implementing Operation Weed and Seed in Fiscal Year 1991. With funding from OJP's Bureau of Justice Assistance, two pilot sites were established to demonstrate the weed and seed strategy in Trenton, New Jersey, and Kansas City, Missouri. A third site, Omaha, Nebraska, received a grant to begin planning a Weed and Seed program in 1991, and was recently awarded an implementation grant with Fiscal Year 1992 funds.

In early April 1992, the Department of Justice expanded Operation Weed and Seed to 16 additional sites. In addition, in May 1992, in the wake of the civil disturbance

in Los Angeles, President Bush announced that Los Angeles also would be awarded funds to implement a Weed and Seed program.

As Fiscal Year 1992 demonstration sites, these cities will receive approximately $1.1 million from the Department of Justice to begin implementing the Weed and Seed strategy in the target neighborhoods. An award of about half that amount will be made in Fiscal Year 1992, and the remainder will be available in FY 1993, subject to Congressional appropriations. These funds come from two sources within the Department of Justice--the Executive Office for United States Attorneys and the Office of Justice Programs' Bureau of Justice Assistance--and are being used to support law enforcement suppression efforts, community policing, and prevention and education programs where there is substantial involvement by local police. In addition, Weed and Seed neighborhoods will be eligible to receive targeted monies under other existing Federal programs during FY 1992.

Phase III of Operation Weed and Seed is planned for implementation in Fiscal Year 1993. President Bush has targeted $500 million to substantially expand "Weed and Seed" in his Fiscal Year 1993 budget proposal. This $500 million has been identified in the budgets of the U.S. Department of Housing and Urban Development (HUD) to fund programs such as public housing drug elimination grants; the Department of Health and Human Services (HHS) for community partnership grants, drug treatment, improved access to health care, and provide Head Start for one year for eligible children; the Department of Labor for Job Training Partnership Act programs that provide job training for high-risk youth and adults; the Department of Education to increase educational and prevention programs; and the Department of Agriculture for the Women, Infants, Children (WIC) Nutrition program. While $30 million has been

allocated in the Fiscal Year 1993 budget of the Department of Justice to support Operation Weed and Seed to expand the number of demonstration sites, over $470 million has been allocated to support seeding activities.

Gangs and Gang Violence

OJP also is working to help communities develop solutions to the problem of gang-related violent crime, allocating more than $12 million for this purpose in Fiscal Years 1991 and 1992. OJP is undertaking an agency-wide program emphasizing prevention, intervention and suppression of illegal gang activity. Efforts dedicated to stopping gangs and violent crime include policy research, program development, demonstrations, training and technical assistance, evaluations, and information dissemination.

For example, BJA is conducting a comprehensive program to assess and control emerging and chronic urban street gang drug trafficking and related violent criminal activity and to provide training and technical assistance to State and local gang control efforts. The project includes a national assessment of gang control programs through a survey of 200 cities. The survey will identify 20 cities for intensive study, and, of those, four will be selected for on-site case studies. A model comprehensive gang control program will be developed based on findings from these studies.

Another BJA program is developing model city-wide or multijurisdictional projects to investigate and prosecute drug distribution and drug- related violent crimes by organized urban street gangs. The program began in San Diego and Kansas City, and was expanded last year to Atlanta, New York City, and Tucson. The San Diego project is prosecutor-driven, involving police and prosecutor cooperation throughout the investigation process. Program participants share intelligence and crime analyses, and follow up with intensive vertical prosecution of targeted gang members. The project has

been very successful in breaking up drug trafficking gang activity and arresting and prosecuting gang leaders. Drug trafficking and gang violence has been significantly reduced in the San Diego neighborhood where this project began operations, and the project is now concentrating on other sites in the city. The Kansas City project is police-driven, using more traditional organized crime investigative techniques. The program relies heavily on a gang intelligence data base for targeting gangs in conspiratorial drug crimes, street narcotics trafficking, and targeting crack houses known to be operated by the gangs.

OJJDP is working with Boys and Girls Clubs of America (BGCA) to implement clubs in 33 cities that focus on preventing juveniles from entering gangs and encouraging peripheral gang members to participate in more wholesome activities. Principal project components include "Smart Moves," a drug and alcohol abuse prevention program, and "Keep Smart," a program to develop parental skills and to improve parent-child communication. A number of these clubs are being established in public housing developments.

In addition to these activities, OJP initiated a series of National Field Studies on Gangs and Gang Violence to gain a national perspective on the problem of gang violence and the various responses in jurisdictions across the Nation. Three Field Studies were conducted in 1991 in Los Angeles, Dallas, and Chicago, where top OJP and Justice Department officials heard from approximately 100 experts on the gang problem, including community residents and the presidents of tenant housing associations, who are confronted with the problems of gangs and violent crime on a daily basis. One or two additional studies may be conducted this year before OJP submits its findings to the Attorney General.

Prevention and Education

The Office of Justice Programs is taking a leadership role in efforts to help communities to "take back the streets" from drug traffickers and to encourage zero tolerance for illegal drug use.

BJA, for example, supports training for the highly successful Drug Abuse Resistance Education (DARE) Program instructors through five regional training centers. DARE teaches kindergarten through 12th grade students, with special emphasis on fifth and sixth grade students, ways to resist peer pressure to experiment with and use drugs. It teaches the effects of drug use and decision-making skills, and helps to motivate students to employ skills learned in their daily lives. The centers also provide training for parents in drug prevention education under the DARE Parent Program.

BJA also funds the National Citizens' Crime Prevention Campaign, which consists of public service drug and crime prevention advertising, some of which features "McGruff" the crime dog; demonstration programs focusing on community involvement in drug prevention; dissemination of crime and drug prevention materials; and technical assistance and training programs. A major focus of the Campaign has been on fostering community and police partnerships to reduce crime and drug abuse. A new initiative was begun in Fiscal Year 1991 to develop and disseminate crime and drug prevention advertising for Hispanics.

OJJDP is working to help prevent children living in public housing developments from becoming entangled in the crime and violence that often is present in such areas. OJJDP has entered into a national partnership with the Chicago Housing Authority, the Westside Preparatory School, and the Training Institute to establish a prep-school for kindergarten through fourth grade, on the premises of the Ida B. Wells Housing De-

velopment. The prep-school is operated as an early intervention educational model based upon the Marva Collins Westside Preparatory School educational philosophy, curriculum and teaching techniques.

The Westside Preparatory School is a private institution located in Chicago's inner city that has had dramatic success in raising the academic achievement level of low-income minority children.

Community-based Programs

OJP also supports efforts at the grass roots level that focus on mobilizing law-abiding citizens to get involved in preventing and reducing crime, drug trafficking, and gang activity in their own neighborhoods. Through comprehensive and coordinated activities, community leaders--including school, church, business and civic leaders--can work together to "take back the streets" and keep them safe for law-abiding citizens.

For example, the Wings of Hope Program, funded by BJA, focuses on minority populations in three high-risk neighborhoods in the greater Atlanta metropolitan area. This comprehensive church-based prevention program of the Southern Christian Leadership Conference (SCLC) is demonstrating the validity of police-community partnerships and coalitions in the development and implementation of innovative community-based strategies to reduce crime and the demand for illicit drugs. Wings of Hope is working to develop and implement innovative community-based anti-drug initiatives in public housing units and drug-infested neighborhoods; educate, train, and mobilize public and private service providers (law enforcement, codes enforcement, social service providers, etc.), businesses, congregations, community groups, residents, and youth in state-of-the-art crime and drug prevention programming and mentoring; improve deteriorating social and economic conditions in the three targeted neighborhoods; refine

the community adoption program for at-risk families in high-risk neighborhoods through services provided by churches, community groups, and interested public-private agencies, and making them less vulnerable to substance abuse, drug trafficking, and victimization; provide alternatives to gang involvement; and provide a training component that lends itself to communities working with drug treatment centers to learn new and different techniques and strategies to enhance recovery and reduce relapse among addicts.

BJA also supports the Demand Reduction Model Development Program through the National Crime Prevention Council (NCPC) to assess, document, demonstrate, and provide assistance to drug demand reduction programs that encourage the active participation of the community in partnership with law enforcement officials. A particular focus of this program is the development of drug demand reduction programs involving Hispanics and other ethnic minorities. Seven community-based organizations are working with NCPC and BJA to develop effective coalitions and cost-effective strategies to educate, motivate, organize, and mobilize Hispanic citizens to combat crime, violence, and drug use.

BJA also provides funding to support National Night Out, a crime and drug prevention campaign first launched in 1984 by the National Association of Town Watch, Inc. National Night Out initially involved a total of 400 communities from 23 States that participated in community building and crime watch activities. Since that time, National Night Out has continued to grow and flourish in all 50 States, U.S. Territories and military bases around the world. With special focus on developing police-community partnerships and empowering neighborhoods, National Night Out has evolved into a year-long effort of coalition and partnership building among law enforcement and other public and private service providers, elected officials, businesses, churches, schools,

community organizations, citizens and youth who work to reduce crime, violence and substance abuse.

The Eighth Annual National Night Out celebration was kicked off by President George Bush and the Attorney General on August 6, 1991, at a special ceremony hosted by the Drug Enforcement Administration in Washington, D.C. A record-breaking 23 million people throughout the world participated in National Night Out activities on that date.

OJJDP is supporting a program operated by the Congress of National Black Churches that works in conjunction with police departments and other justice agencies, schools, social service agencies, private industry, and citizen groups to help young people and their families avoid and overcome drugs. The project has been implemented in 25 communities throughout the country, including Washington, D.C.

Through a small grant, OJJDP is supporting Nuestro Centro in Dallas, Texas, which operates a program to deter gang and drug involvement by young people. The OJJDP funds will support an after-school counseling component, with the aim of decreasing gang violence, drug abuse, and the high drop-out rate among youth in Dallas.

Community Policing

Another priority for OJP during the past two years has been community policing, which requires police and the community to forge a partnership to identify and solve problems in their neighborhoods that often result in crime and violence. OJP has allocated more than $18 million for this purpose in Fiscal Years 1991 and 1992. Under community policing, the police officer becomes a problem solver, whose role is to do much more than to simply respond to calls for assistance. The police officer becomes a part of the neighborhood, known by its residents, and willing and able to be responsive

to the neighborhood's needs.

Research by OJP's National Institute of Justice has shown that community policing has numerous benefits. Community policing can reduce citizen fear of crime, improve relations between citizens and police, and increase citizen satisfaction and cooperation with police, while at the same time preventing and reducing crime. NIJ currently is supporting 19 research projects on community policing.

OJP and its bureaus are at the forefront of fostering this innovative wave for policing in the United States, and OJP is working to expand this unique method of policing throughout the country. Through its Innovative Neighborhood-Oriented Policing (INOP) project, BJA is providing funding to eight urban and suburban law enforcement agencies to implement community policing programs. In New York City, for example, police are establishing mini-mobile police stations near three schools located in areas infested with drug traffickers. Police in Prince George's County, Maryland, are operating mini-stations in the rental offices of public housing units. The aim of these efforts is to deter crime by giving police a visible presence in the community, improve the quality of police response, and, most importantly, create an ongoing partnership between the police and the community. BJA also is supporting a project to develop a model community policing program that will be tested by local law enforcement agencies. In addition, as I noted previously, community policing is an essential component of the Weed and Seed program.

Evaluations

Because it is fiscally irresponsible to fund programs not proven to be effective, OJP has placed significant resources and emphasis during the past two years on evaluating the programs it funds. Through evaluations, programs that are effective can

be identified, publicized, and replicated, while projects that have not proved to be effective can be discontinued. OJP dedicated over $13 million--an unprecedented amount of funding--during the Fiscal Years 1991 and 1992 to encourage, enhance and enforce quality design and program development.

OJP evaluations, conducted through the National Institute of Justice, have included assessments of police crackdowns, community policing, new court practices, sanctions targeted at both casual and persistent drug users, promising approaches to monitoring and controlling the behavior of convicted offenders, and other programs. The findings from these evaluations help State and local jurisdictions determine what program approaches and strategies are likely to be successful in their communities.

Edward Byrne Memorial Law Enforcement Assistance Program

OJP's largest program of financial assistance to States and units of local government is through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, which is administered by BJA. As you know, Mr. Chairman, for Fiscal Year 1992, $473 million was appropriated for this program. About 80 percent of these funds is awarded to State agencies, which, in turn, make grants to support State and local programs that address the specific drug and crime problems within the State. Under the program, States set priorities for use of the Federal funds from among 21 legislatively-mandated "purpose" areas created by Congress. The purpose areas include crime prevention, drug demand reduction, and street sales drug enforcement.

Training and Technical Assistance

OJP supports a wide variety of programs, training, and technical assistance to help communities institute effective strategies to address crime-related problems. For example, OJJDP's Gang and Drug POLICY (Police Operations Leading to Improved

Children and Youth Services) program recognizes each community's unique makeup and has as its goal the development of an interagency process and plan to launch a comprehensive gang program tailored to local needs and resources. The process and plan are developed by a team of gang and drug policymakers from the community during an intensive 5-day training seminar. The plan outlines a comprehensive community approach to prevent, interdict, and suppress juvenile gang and drug activities. OJJDP also supports major training programs for juvenile and family court judges and other court personnel, as well as youth service providers.

Conclusion

In conclusion, Mr. Chairman, the efforts I have described are only a handful of the initiatives the Office of Justice Programs is conducting to help States and communities combat drug trafficking, gang violence, and other crime-related problems that endanger the safety and security of citizens in this great country. I want to assure you that the Office of Justice Programs will continue working in partnership with State and local government, community-based organizations, and the private sector to rid communities of the plague of violent crime and to achieve the President's goal of a drug-free America.

This concludes my formal statement, Mr. Chairman. I would be pleased now to respond to any questions you or Members of the Subcommittee may have.

Mr. WISE. Thank you, Mr. Gurule.

The next witness will be David Mitchell, the chief of police, Prince George's County, for the State of Maryland. Chief Mitchell.

STATEMENT OF DAVID B. MITCHELL, CHIEF OF POLICE, PRINCE GEORGE'S COUNTY, MD

Mr. MITCHELL. Good morning, Mr. Chairman. First of all, I'd like to thank you and other members of the committee for the opportunity to be here this morning.

I certainly believe that these hearings are very important and that the Federal Government has to play a pivotal role in our fight against crime if local governments are to have any hope of stemming the recent tide of violence that we've seen plaguing the United States in many of our communities.

And as you so eloquently put forth, it's not only crime and violence, it's the fear of crime and the fear of violence that we're all so concerned about, as well.

I'm particularly pleased to have been included on this panel with members of the U.S. Department of Justice. The Justice Department provides valuable leadership and assistance to local law enforcement, and I'm genuinely grateful for the assistance that has been rendered to the Prince George's County Police Department.

Some of our most important initiatives of the past several years have started with direct Justice Department help, and I can't overstate the importance of that type of contribution to local law enforcement. Such is the case with community-oriented policing. It began 2 years ago with a grant from the Justice Department, entitled "Innovative Neighborhood Oriented Policing."

We've had it in place 2 years, and I'm here to tell you it's the wave of the future insofar as the future of policing and law enforcement practices are concerned here in the United States.

Traditionally, police departments have what is called an "incident based response," which means that someone picks up the phone, calls us and describes some type of problem. If it's a 911 response, naturally, we send emergency units to save lives or to launch an investigation or make an arrest. We sometimes get into why the problem occurred.

But traditionally, if you look at the number of calls for service that a given community puts forth in terms of a workload, you'll see that many of them are repeat calls, so that the calls that we receive enable us to have what is called a "reactive response."

In contrast to that is community oriented policing. It takes a different look at crime. It doesn't say crime is the problem, as the traditional response does. It says crime comes about as a result of many problems that are plaguing our communities, such as joblessness and so forth, and poverty. And it takes a different approach. It recognizes that the police can't solve the problem in and of ourselves, we have to have the community and the community support to, in fact, make a difference.

I guess crime, in the picture of why crime occurs, is best put forth by a noted criminologist by the name of James Q. Wilson. And he has a broken window theory that basically starts out that crime occurs when you have one broken window in a community,

in an apartment complex, for example—and in my community, it might be public housing or another area of Prince George's County.

And before you know it, there's another broken window; and before you know it, several buildings have broken windows. And then you start to see junked cars. Junked cars have their windows smashed out and they end up on blocks. And then you start to see rodents running between the trash cans and the junked cars. You see the kids playing in the glass.

Before you know it, you're coming home and people are trying to sell you drugs. And as we know, and as we've seen all too often throughout the United States, what comes is violence and drive-by shootings and lawlessness that plagues the community, and then the fear that folks won't even come out of their own homes.

Community policing attacks those particular problems by saying that we're moving into a community and, in fact, through the innovative neighborhood oriented policing project, we're able to front eight police officers working in eight given communities that have telephone answering machines because they're set up in satellite offices right there in the neighborhood. They don't report to the police station in the morning or afternoon when they go to work, they report right to that given community.

Also, through Justice Department assistance they have pagers that the community can access them. And they move into a community, and if there is an established leadership or network already in place they plug into it. That might be a PTA, or that might be a civic association of some sort.

And with a little bit of difficulty, at first, but we helped organize a couple tenant associations—which certainly some of the apartment owners weren't crazy about—but when they saw the results, that people were willing to come together, to meet and work in partnership with the police department, they were willing to see and concede that, yes, this is the way to go.

We advanced that cause and we now have 22 officers assigned to Prince George's County's community oriented policing project. We have 19 satellite offices, and I'm proud to say that the taxpayers in Prince George's County don't pay 1 cent for these offices. This is all donated space, because we found out that apartment owners, and in some cases, churches such as the Inter-Faith Action Communities, are more than willing to donate space where we can set up a telephone, an answering machine, and have a little community office to work out of.

What are we seeing in terms of results? Well, the initial investment was doubled by the Justice Department from $200,000 to $400,000. We now have 22 officers. Our county executive, Parris Glendening, just committed to 101 officers dedicated to this project to implement community oriented policing throughout Prince George's County over the next 3 years. In this area of cutback management you can tell the dedication of $10 million certainly is substantial.

We're proud of the success that we're seeing. We're proud that we're seeing a 40 percent reduction in drug related calls for service. Which means that instead of getting the repeat calls back, in fact, we're solving some of the problems because we're plugging into the

established leadership in the community and asking, "What is the problem here?"

And if it's a problem that the police department can impact, fine, we will. And if it's a problem that we don't necessarily impact, such as junked cars or whatever the case may be, we'll be an advocate for this given community. We'll cut through the red tape and we'll act as a conduit for the delivery of government services. Instead of using the absence of crime as a model of success, we're looking at an improvement in the quality of life. And there's a direct difference there, and it's a way of thinking that police departments traditionally haven't engaged in in years past.

Improving the quality of life versus just the absence of crime. We know that just because there is no crime in a neighborhood doesn't mean it's healthy. There might be health care problems and so forth, and certainly community policing has had an opportunity to impact on that, as well. We have health care providers that are decentralized out in communities that are afraid to get out of the car and go into certain apartment complexes or housing developments because of the fear of crime.

Through community oriented policing we're able to establish community service days. For example, it might be a Monday, Tuesday, a Wednesday, or whatever, where we know that government providers are going to come into a community and be able to work with the residents. And we'll ensure that the community officers are out there in partnership with them to impact and reduce the fear of crime so that health care providers, and certainly the recipients, can benefit from programs such as that.

We're proud of our efforts, we're proud of the 20 percent reduction in violent crime, where we've seen community oriented policing implemented. We look forward to seeing success like that in the future.

And I'd like to conclude my remarks by talking about a story—a success story that occurred through one of our officers by the name of Diane Salen, who was assigned to a community in Fairmont Heights in Prince George's County, which had a park that was notorious for attracting drug dealers. And through organizing the community, through going in and first starting with a cleanup campaign, and then having a paint party and being able to paint all the playground equipment.

We've driven the drug dealers out. The neighborhood now acts as the eyes and ears of the police department. We've taken back over the territory, and you know, we're only going to pay for that real estate once. We've paid for it, we've maintained it and we're enjoying the success that we're seeing now instead of drug dealers and drive-by shootings. In fact, we're seeing children out there playing with their parents, and colleagues, and other children.

A spinoff benefit that we saw from that particular project was that there was an elderly lady that lived near the park, and through getting to know Officer Salen she told her about a home improvement scam that she had been the victim of, and she didn't realize that, in fact, a law had been broken. And she invested thousands of dollars—in fact, her life savings. And she had been bilked out of this money. Well, Officer Salen took a report, it was assigned to a detective, we made an arrest and we got the money back.

And you know, I don't think that contact would have come about if we would have stayed in our cars with the windows up and the air conditioner on. I think those kinds of contacts come about when we're working out of communities. We're forming partnerships, and we're forming partnerships in programs such as community oriented policing. It enables us to be much more than guardians of law and order. It enables us to be community outreach specialists, and community problem solvers.

That's the case in Prince George's County, that's the model that we're proud of. Thanks for the opportunity to be here.

[The prepared statement of Mr. Mitchell follows:]

Testimony of Chief David B. Mitchell
Prince George's County Police Department
Prince George's County, Maryland
Government Information, Justice, and Agriculture Subcommittee
June 24, 1992

I'd like to begin my testimony by expressing sincere appreciation for this opportunity to address the Government Information, Justice, and Agriculture subcommittee. I believe that these hearings are very important in that the federal government must play a pivotal role in our fight against crime if local governments are to have any hope of stemming the recent tide of lawlessness that is overwhelming so many communities nationwide.

I am particularly pleased to have been included on this panel with members of the United States Department of Justice. The Justice Department provides much valuable leadership and assistance to local law enforcement, and I am genuinely grateful for the assistance that has been rendered to my agency, the Prince George's County Police Department. Some of our most important initiatives of the past several years were begun with direct Justice Department help, and I cannot overstate the importance of their contributions.

Among these initiatives is our County's community-oriented policing program, and I'd like to direct my opening comments toward that topic. I have chosen to focus on community-oriented policing because I believe it is the single-most important new strategy available to police agencies today, and I expect it to change the face of law enforcement for decades to come. Even at this early juncture in its development, it has met with tremendous success in a number of jurisdictions, including Prince George's County.

Despite its great promise, though, community-oriented policing is not a precise formula or a single set of procedures that can be easily and uniformly applied to every community. Rather, it is a general philosophy which requires each local jurisdiction to craft its own specific approach based upon local conditions and resources. It should surprise no one that successful programs will vary widely from jurisdiction to jurisdiction, although some programs may be suitable for fairly widespread replication.

In Prince George's County, we have developed an approach which we refer to as the "beat management style" of community-oriented policing. It is similar to most other community-oriented programs in that it seeks to improve a community's quality of life through proactive, problem-solving strategies tailored to address crime's causative influences. And like most, it emphasizes community involvement in the development and implementation of those strategies.

of civic groups provided important community support. Naturally, I wish I could publicly recognize all of them before this subcommittee, but the list is too long and my time is limited. Still, I would like to single out the Interfaith Action Communities, an association of churches in our County, as being particularly helpful in launching and sustaining our program.

I would also like to recognize and thank the federal Justice Department's Bureau of Justice Assistance, which provided the initial grant funding for our program along with valuable advice and technical guidance. Although our BJA community-oriented grant is due to expire soon, I am pleased to report that the program BJA helped establish continues to flourish and will provide benefits to the local community for years to come.

The basic rationale for our community-oriented approach may be of interest to this subcommittee, especially in that it can be adopted by other police departments who may be considering community-based programs. Therefore, allow me to spend the next few minutes discussing its foundational principles.

In most police departments, strategic policies are usually developed by command-level personnel, whether they be community-oriented strategies or traditional enforcement campaigns. Specific tactics are sometimes developed by lower echelon officers, of

Accordingly, we assign intelligent, motivated beat officers to "manage" small neighborhoods, and we give them the time and freedom to meaningfully work on the problems affecting their communities' quality of life. It is important to also note that the assignment of an officer to a neighborhood is not contingent upon the presence or severity of problems. We believe that every neighborhood in the County needs and deserves community-oriented policing on a permanent basis, regardless of crime rates and social conditions. After all, it is best to close the barn door before the horse leaves.

We expect our community-oriented beat officers to bond with their assigned neighborhoods and to become more than mere deliverers of police service. We also expect them to become forceful, personally-committed advocates for their neighborhoods and to arrange direct problem-solving support from other components of the Police Department and other governmental agencies. They also help form community coalitions to address problems with private sector resources, wherever possible.

The officers work closely with local residents and merchants to identify the problems of greatest concern to the community, and to then devise effective strategies to combat those problems. The problems selected by the officer and his community partners may involve such small concerns as chronic disorderly complaints or

garbage-strewn lots, or may include such challenging problems as homelessness and drug abuse. In any event, the identification of problems and their proposed solutions are generated at the grass-roots level and then forwarded up the governmental ladder for appropriate logistical support and assistance.

The officers are held personally accountable for the quality and effectiveness of their strategies, and they utilize a monthly "Beat Condition Report" to keep senior management appraised of their activities and progress. This grass-roots accountability is the core of our concept, and sets us apart from some other community-oriented programs where the personnel who actually deliver the service may not always have a personal stake in how well it succeeds.

We currently have 22 community-oriented officers deployed in selected neighborhoods around the County, and that number will double by the end of this fiscal year. As I stated earlier, our Department is committed to providing every neighborhood in our County with community-oriented service, and accordingly, at the conclusion of our program's gradual expansion three years from now, we will have more than 100 officers assigned exclusively to proactive community-oriented service. This is a very significant staffing investment, but one we believe will pay dividends.

In the two years our program has been operating, we have achieved a great deal of success. We have observed a 20% decrease in overall crime in the sector where the program was initially launched, and have noted general improvement in community conditions in most areas where the program has been implemented. The "satellite" offices that community-oriented officers are required to establish in their neighborhoods have become real community focal points, and we have observed a renaissance of community involvement centered around those offices. Our communities seem to have been instilled with a renewed, optimistic spirit as a result of this program, and that may be the greatest benefit of all.

I am sure that many other community-oriented programs nationwide enjoy similar success. At the same time, though, I must warn you that truly reliable, quantifiable performance measures for community-oriented policing are not well defined at this early stage of the philosophy's development. Traditional police performance measures such as crime rates, numbers of arrests, and case closure percentages are simply not adequate to measure either a community's quality of life or the impact that police operations may be having upon it.

That is why I am pleased that the National Institute of Justice, also an agency of the Justice Department, has initiated a Community-Oriented Performance Measures Program in which local

police departments will develop reliable community-oriented statistical measures. With NIJ's help, I believe that the true benefits of community-oriented policing will soon be obvious to even die-hard skeptics, and that the concept will achieve much greater acceptance and widespread implementation as a result. This is yet another example of the federal government's important role in helping local communities improve their police services, a role that I heartily encourage the Congress to continue.

Finally, I have submitted additional written materials comprised primarily of selected passages from our BJA community-oriented grant proposal. I believe these materials will be of value to those subcommittee members who may desire to explore our program in greater detail. I also look forward to answering any questions you may have, and I would again like to express my sincere thanks for this opportunity to appear before the subcommittee today. Thank you.

Supplemental Material Provided by Chief David B. Mitchell
Government Information, Justice, and Agriculture Subcommittee
June 24, 1992

The attached supplemental materials are excerpts from the Prince George's County Police Department's 1990 and 1991 grant applications to the Bureau of Justice Assistance regarding that federal agency's Innovative Neighborhood Oriented Policing grant program.

Given the limited time available for Chief of Police David B. Mitchell's oral testimony before the Government Information, Justice, and Agriculture subcommittee, these supplemental materials are being provided to allow subcommittee members to examine the Prince George's County community-oriented policing program in greater detail. These materials should be attached to the official testimony of Chief Mitchell and are authorized for publication by the United States House of Representatives.

Chief Mitchell believes that the Prince George's County Police Department's community-oriented policing program is an effective, replicable program that may be of benefit to other police departments and communities. As an ardent proponent of the community-oriented policing philosophy, Chief Mitchell sincerely appreciates the role of the Government Information, Justice, and Agriculture subcommittee in making information about the Prince George's community-oriented program, as well as similar programs of other police agencies, available to the broad criminal justice community. The result from this important information sharing undoubtedly will be improved public safety services throughout our nation.

NOTE: The following material was excerpted from the Prince George's County Police Department's June, 1991 application for second-year funding under the Bureau of Justice Assistance's Innovative Neighborhood Oriented Policing grant program.

Philosophical Principles and Program Strategy

Basis for the Project's Conceptual Design

When the Prince George's County Police Department submitted the original application for this grant to BJA in June, 1990, it sought to advance a specific type of community-oriented police service, one which might be best described as a "beat management style" of community-oriented policing. This style differs significantly from some popular community-oriented programs which seem to rely on traditional "community relations" concepts.

"Community relations" differs from "community policing" in very important ways, of course. Community relations efforts, which are almost always generated by command elements of a police agency, have historically provided very specific services to the public, particularly when doing so improves the agency's image and contributes to a more friendly relationship with that public. This service-focused approach isn't necessarily bad, of course, but it does not always address the true needs of the community, and it very often fails to make a lasting contribution to reducing crime or improving quality of life.

Even when the services in question are delivered within the framework of a problem-oriented approach, the result is not necessarily community-oriented policing. When the community-oriented programs are rooted at headquarters or district command levels, operate over territories that are fairly expansive, or select problems for proactive attention exclusively on the basis of assessments by police officials and civic leaders, they run the risk of being old "community relations" units in new problem-oriented clothing. The police doing something good for the "community" does not, in and of itself, constitute community-oriented policing. This is true even when the good deed is a problem-oriented attack on some crime-inducing social ill.

The Prince George's County Police Department's view of community-oriented policing holds that, in addition to the use of problem-oriented strategies aimed at addressing the root causes of crime and improving the community's overall quality of life, there must also be a **continuing, permanent relationship between operational line officers and average local residents.** Indeed, the focus of the relationship between the police and the community, as well as the delivery of the problem-oriented services that hopefully will accompany the relationship, must be at the grass-roots level on both sides of the equation.

The Prince George's County Police came to this view over the course of time, after having first experimented with a "problem-oriented" program beginning in 1985. The Department established "ACTION Teams" which, under the direct supervision of a district commander, responded to various problems identified by that commander and prominent members of the local community. The teams employed "problem-oriented" strategies which proved dramatically successful in reducing or resolving some of the problems that were targeted. However, upon conclusion of each given operation, the ACTION Teams moved on to other problems, often in a different neighborhood. It was, in a manner of speaking, a short-term "hopscotch" approach to the delivery of problem-oriented police service, and it focused more on the problems than on the neighborhoods. The teams essentially became problem-oriented "tactical" units.

It should be noted, of course, that this ACTION Team approach has provided numerous benefits, and the Prince George's County Police Department continues to employ the teams. They do, indeed, have their role, and the Department is proud of their accomplishments. However, the ACTION experience has also demonstrated that there are limitations to this type of policing, and that something more is needed.

As a result of this experience, the Prince George's County Police became convinced that the neighborhood itself should be the true focal point, not the problems that afflict the neighborhood. The Department also recognized that in order to focus on neighborhoods, it must change its emphasis from serving the community as a whole, and think instead of serving the individual local communities that make up the whole. Finally, it also realized that to do these things, someone would have to be held accountable for overall police service to these small neighborhoods.

Unfortunately, the traditional organizational and managerial structure of the Department is not conducive to such an approach. An examination of the Department revealed that, while responsibility for particular neighborhoods is assigned, it is not assigned in a meaningful and practical way. For example, while District and Sector Commanders are generally held accountable for the quality of overall police service in specific geographic areas, the size of those areas is so large that the commanders cannot be reasonably expected to pay close, continual attention to the unique needs of each small neighborhood under their command. This problem is made worse, of course, by the fact that the commanders also have numerous administrative and personnel management duties competing for their time.

The end result is that commanders are held responsible for the overall quality of a neighborhood's public safety health only in an abstract, theoretical way. In reality, they are evaluated on how well they react to chronic or high-profile problems and

complaints from the community, and how well they manage the personnel and equipment assigned to them. To be honest and fair, it would be difficult to judge them on how well they analyze and understand the unique needs of each apartment project and subdivision in their areas, and how effectively they personally address those needs.

Of course, there are police officers assigned to manageably small geographic areas. These are the patrol "beat" officers whose assigned beats usually comprise only a few apartment complexes and perhaps a housing subdivision or two. However, the responsibility these officers have for their neighborhoods is applied only in the sense that it facilitates defining or dividing the workload. They are not really responsible for a neighborhood's general quality of life or overall public safety situation.

As is the case with most comparable police agencies, the working street officers in Prince George's County are essentially incident responders and preventive patrollers. They are figuratively tied to their radios and are so busy with calls for service that virtually no time remains for meaningful proactive work. They are deployed in platoons and are generally held accountable only for the skill and propriety with which they handle their assigned calls and other patrol tasks. Consequently, these "beat" officers have little true responsibility for their assigned neighborhoods, and the relationships they develop with the people in those neighborhoods are based solely on calls for service and crisis intervention.

Ideally, these beat officers would be the perfect departmental resource to initiate and nurture the aforementioned grass-roots relationship with the community. Consideration was given, therefore, to redefining the beat officer's work requirements so that proactive responsibility for a beat's general condition would become a significant aspect of general street duty. However, due to the huge volume of calls for service and the accountability difficulties such an approach would face in a platoon scheduling system, this concept was ultimately rejected in favor of one that combines the patrol beat officer's small neighborhood orientation with the ACTION Team's problem-oriented flexibility.

The resulting concept envisioned additional "ACTION Teams" that would be organized like regular patrol squads. Instead of focusing on problems the way "tactical" ACTION Teams do, though, these new community-oriented teams were designed to emphasize neighborhoods. Each community-oriented squad member would be given a beat of his/her own, just as would occur in a patrol squad. But unlike the case in regular patrol squads, the community-oriented beat officer would be held accountable not for calls handled and arrests made, but for the building of a close relationship with the beat's population, an analysis of the beat's unique problems, and the development and implementation of an effective problem-oriented strategy for addressing those problems. In effect, the community-oriented beat officer would be expected to provide "beat

management" rather than the "call management" provided by regular patrol officers.

The untried concept described above became the basis for this grant project. As part of BJA's INOP program, the Department's first such community-oriented squad was created and deployed in a pilot sector in one of the more disadvantaged and drug-impacted areas of the County. However, despite the fact that this project was experimentally launched in only one sector, it is regarded from the beginning as a potentially permanent, County-wide organizational component of the Patrol Division. The Prince George's County Police Department philosophy is that every neighborhood in the County, not just selected "hot spots" where drug abuse and crime are particular severe, needs and deserves community-oriented policing. Thus, the Department hopes to gradually continue expansion of this program until every beat in the County has not just the five regularly-assigned, rotating platoon beat officers that have traditionally formed the Patrol Division, but also one designated community-oriented beat officer to serve as a full-service, street-level specialist for the few distinct neighborhoods contained within the beat. This permanent, institutional "total coverage" approach to community-oriented policing is another key aspect of this grant program, and distinguishes it from the many neighborhood-selective programs that form the bulk of community-oriented policing nationally.

NOTE: The following material was excerpted from the Prince George's County Police Department's May, 1990 grant application for initial funding under the Bureau of Justice Assistance's Innovative Neighborhood Oriented Policing grant program.

SECTION 1: OBJECTIVES AND NEED FOR ASSISTANCE

Drug Situation in Prince George's County

Prince George's County is the suburban Maryland jurisdiction immediately east of Washington, D.C. Unlike Washington's Virginia suburbs, which border the city in its governmental areas, and unlike Montgomery County, Md., which borders Washington along the city's affluent residential and professional areas, Prince George's County abuts some of Washington's poorest neighborhoods. These areas, like many similar urban areas, are plagued by serious drug and crime problems.

This geographic proximity has had a predictable spill-over effect. The areas of Prince George's County closest to Washington suffer from many of the same conditions that are so common to this nation's cities. The city may officially stop at Eastern and Southern Avenues, but many of the neighborhoods on either side of the boundary are reflective of the serious societal problems which face twentieth-century America.

The seriousness of Prince George's County's problem can be measured not only in terms of the actual number of drug cases and arrests but also in other crimes traditionally associated with or related to drug abuse and distribution. For instance, according to the Metropolitan Washington Council of Governments 1989 Crime Statistics and Management Data, Prince George's County experienced 120 homicides, the vast majority of which were determined through investigation to be drug-related. With respect to calls for service, Prince George's County's total was more than 50% higher than any other suburban jurisdiction, and almost matched that of Washington, D.C. itself. Similar statistical patterns are noted in statewide Maryland UCR reporting as well.

While these statistics may be useful for understanding the scope of the police enforcement problem, they do not, however, adequately describe the devastating impact the drug scourge is having on a number of the county's communities, particularly in the housing areas where low and middle income citizens live. Open-air drug markets have sprung up in numerous apartment projects throughout the county, and crack houses have been established in many single-family houses, especially in the older and less expensive subdivisions.

Needless to say, such drug activities create an exceedingly destructive environment in these neighborhoods. In the past, when drug distribution activities were conducted essentially underground, the impact of drug dealing on a community was indirect, showing up primarily as occasional disturbances involving overdosed drug abusers, or in the related property crimes committed by addicts in an effort to support their habits. On the whole, however, daily life continued in the community with minimal disruption, and the normal activities of the residents were not affected or curtailed by the presence of drug abuse.

Recently, though, the situation has dramatically changed. With the explosion of the crack cocaine epidemic and its attendant advent of open-air drug dealing, entire housing areas have been turned into market zones where drug sales are openly conducted. This drug dealing is often flagrant and pervasive, and is conducted without regard for the fact that legitimate residents, including children who are in the process of developing their value systems, routinely observe the dealing activities and are exposed to the residual crime and violence such activities spawn.

As a result, many parents refuse to allow their children to play outside their homes, and many other fearful adults have themselves become virtual shut-ins, especially at night. Further, the extreme violence associated with turf wars among various dealers have left innocent bystanding residents vulnerable to sudden death or injury as stray bullets from drug dealers' gun battles sometimes miss their intended targets.

The good citizens who unfortunately live in these communities, but who take no part in the drug activities occurring there, look to the police and the overall criminal justice system to stop this criminal activity and help reclaim their communities. Yet, simply handing responsibility for control of drug crime over to the police is no answer for the community, just as handing to general government the complete responsibility for a wide spectrum of social problems has proven to be ineffective. Instead, the community must be motivated toward a working partnership with the police, a partnership in which the root causes of drug use and related crime are attacked, as well as the symptomatic incidents themselves.

Current Structuring of the Police Department and Method of Delivering Police Services

The Prince George's County Police Department is a large, modern police agency whose authorized strength has hovered around 1,000 for the past 5-10 years. It is structured in a very traditional fashion, with rotating shifts of patrol and investigative personnel, and supporting specialty units which include a number of community relations and outreach programs.

The County is divided into 10 patrol sectors, and the patrol force is assigned to cover specific beats within these sectors. Due to personnel needs and changing calls for service patterns, officers rotate among these beats frequently, and genuine bonding between officers and particular neighborhoods usually does not occur. Moreover, due to the high volume of calls for service and the seriousness of violence associated with many of these calls, officers tend to be very incident-driven and emphasize readiness for rapid emergency deployment. The net effect is that very little time is available for the general patrol force's proactive involvement in community problems, and contact between police officer and citizen almost always occurs within the context of a call for service, traffic stop, or some other complaint-oriented activity.

Patrol force officers are essentially judged on the basis of their efficiency in handling assigned calls for service, and on such other statistical barometers as the numbers of arrests and traffic citations, citizen complaints, and sick days used, etc. Officers are not held accountable for the general condition or crime pattern of any given neighborhood, as the demands of high-volume call-handling prevent any fair opportunity for them to influence those issues.

The Police Department maintains two separate units within its Narcotics Enforcement Division, one of which concentrates on high-level dealers and wholesale suppliers, while the other focuses on street level sales. Both units work out of headquarters and have responsibility extending over all ten patrol sectors. Enforcement efforts tend to move about; problem areas are identified, intervention and enforcement occurs (generally undercover and jump-out operations), and when the scope of the drug activity declines as a result of enforcement, the vice personnel move to another area where the need is more pressing. No addressing of underlying causative factors occurs, and eventually the former level of drug activity returns, followed by an eventual return of the vice personnel, who then play out the scenario again. As with patrol force officers, vice detectives are evaluated on the basis of operational proficiency and statistical performance.

Specialized community relations units, of course, have attempted to fill the gaps left by Patrol and Vice to some extent. The community relations thrust of the department has thus far focused on continuing, unit-organized responses to specific problems and community concerns. Such programs as the national Drug Awareness Resistance Education program in elementary schools, standard crime prevention and Neighborhood Watch activities, and police speakers' services are good examples.

Ad hoc community relations responses to unique situations, such as the temporary creation several years ago of a single foot patrol beat to reassure elderly residents in a subdivision where a series of street muggings had occurred, have also been employed from time to time. Unfortunately, manpower limitations have

precluded an all-out community relations effort (Neighborhood Watch coordinators, for example, typically have 50-60 groups under their supervision and can offer no more than general advice and guidance, material support, and an occasional personal appearance at a group meeting).

As with patrol force and vice officers, community relations officers are judged only in terms of performance efficiency in specific assigned tasks, and bear no overall responsibility for a given neighborhood. Command officers, such as sector and district commanders, do bear general neighborhood responsibility, but are judged more on their responsiveness to specific community complaints and their overall management of traditional police responsibilities, than on any creative effort to address a community's deeper social ills.

Shortfalls of the Present System and Strategy

Understandably, this type of system has failed to significantly address the causative factors that foster an environment in which heavy crime, drug use, and calls-for-service rates naturally occur. Patrol and community relations officers do occasionally make referrals to other county and private agencies in response to specific individual problems, and action designed to address the causative factors is sometimes taken by the receiving agency. However, no coordinated campaign of referrals takes place, and those organizations which possess the necessary resources to address some of these underlying causative factors are usually left to identify and connect with the community on their own.

Of greater significance is the lack of affixed responsibility for neighborhoods at the grass-roots, or "street" level. While it is normal for command officers to have such responsibility, at least in an abstract sense, it is relatively rare for the officers who are actually out in the neighborhoods on a daily basis to have such responsibility. Yet these officers are far more capable of generating needed changes than are their commanders; indeed, a police commander's ability to influence a community's welfare is inherently embodied in his direction and deployment of the street officers.

Despite the fact that the street officer has the greatest ability to generate beneficial change, he or she is spared the responsibility to "manage" the street situation, and is instead allowed to simply perform tasks and be judged on how well those tasks are completed. The command officer, as a management official, is given broad neighborhood responsibility, but the standard upon which the commander's performance is graded is watered down somewhat, probably because it is recognized that the commander is limited in his/her ability to personally and directly influence small neighborhoods and individual situations.

This shortcoming in the affixing of neighborhood responsibility is understandable in light of the traditional American management philosophy, which emphasizes the authority and planning skills of management personnel, while viewing lower-level workers as essentially trainable task performers and little more. This philosophy is in marked contrast with the Japanese management style, which instead recognizes the unique perspective of the direct producing employee, and encourages his/her inclusion in planning and responsibility for overall organization health and productivity.

This failure to affix management responsibility at a low enough level results in management strategies that are not tailored to specific neighborhoods, but focus on broad generic policies and managerial response to crisis or controversy. It is essentially "incident-driven management" rather than true problem-oriented management, and it has historically caused the Prince George's County Police, and virtually all other police agencies in this country, to miss the unique opportunities open to street police to coordinate the delivery of wide-ranging, meaningful services from both within and outside government.

This responsibility-designation problem not only limits the adoption of appropriate management strategies and practices, but it also contributes to a general lack of understanding about the community's true condition and needs. On the one hand, while it is obvious that increased communication at the grass-roots level will enhance an agency's immediate, contemporaneous understanding of community concerns, it is perhaps less evident that a continuing record of community problems and managerial approaches to those problems is also needed.

Mere crime and incident statistics, coupled with command-level management reports, are insufficient to impart genuine understandings of small neighborhoods. Instead, a historical record of the communities' expressed concerns, and the specific management approaches employed to address those concerns, should be permanently available. Currently in Prince George's County, as is similarly the case in most police agencies, broad policy issues are recorded by commanders in a quarterly Strategic Management Report, but the grass-roots observations and comments of street officers, citizens, and personnel from outside organizations and agencies are not recorded. As a result, a long-term, in-depth understanding of a small neighborhood's concerns and condition is diminished.

The program embodied in this proposal seeks not only to provide the significant community benefits most often identified with the community-oriented policing philosophy, but also intends to correct some of the institutional, systemic deficiencies within the Police Department by fundamentally changing the Department's managerial philosophy and organizational structure. While this program will be initially instituted in just one of the ten patrol sectors, it is hoped that department-wide implementation, affecting every patrol beat in the county, will follow.

SECTION 2: RESULTS OR BENEFITS EXPECTED

Background Information

In January 1990 David B. Mitchell was appointed to become the Chief of Police for Prince George's County, and he immediately made known his personal belief that a community-oriented police approach was necessary to combat the drug problems facing the county (see newspaper articles enclosed in Appendix B). During the previous year, County Executive Parris N. Glendening and the County Council authorized the incremental expansion of the Police Department's strength from 1,000 to 1,400 by mid-1991. Chief Mitchell quickly took steps to restructure the department, including among other actions the implementation of a shift commander system designed to staff each police district with a command officer 24 hours per day, thus expanding the public's access to command personnel, and putting in place the improved command structure necessary to properly utilize the additional officers.

At the same time, Chief Mitchell determined that a sizable portion of the additional 400 officers scheduled for hiring would not be assigned to call-handling and enforcement functions (as many people have suggested), but would instead be devoted to community-oriented, problem-oriented police approaches to the county's serious drug situation. The precise nature of these officers' deployment was not initially determined, however, and the particular community-oriented program described in this application was developed specifically for this BJA grant. It is Chief Mitchell's hope that this BJA pilot project, currently intended for implementation in just one patrol sector, will succeed and that the PERF evaluation of the project will confirm this approach as a viable means of delivering expanded community-oriented police services to all ten patrol sectors.

Anticipated Results and Benefits

Chief Mitchell regards this proposal as a means of correcting many of the aforementioned departmental systemic deficiencies. Specifically, these departmental benefits include a method of meaningfully affixing responsibility for the management of police

efforts at the small neighborhood level, the encouragement of proactive initiative by street level officers and the utilization of their unique awareness of the communities they patrol during management strategy planning, and greater understanding of the community's true conditions and concerns, both through greater contemporaneous dialogue and also long-term historical record. Chief Mitchell also views the ultimate deployment of approximately one-sixth of the Patrol Division to primary community-oriented proactive patrol (which will be the case if the pilot project proves successful and expansion to all ten sectors occurs) as a significant and innovative commitment worthy of study and publication.

More important, though, are the real and actual benefits that the community is likely to derive from this program, primarily in its anticipated effect on drug demand reduction, but also in numerous other ways not directly linked with crime issues. Chief Mitchell expects a measurable reduction in drug distribution and related criminal activities in the targeted area, of course, especially with respect to open-air marketing. This demand reduction will result from increased intolerance of drug-related activity by residents and strengthened Neighborhood Watch groups, as well as from better coordination of direct police enforcement services as a result of the assigned community-oriented officer's coordination of departmental resources. A reduction in indirect causative factors (such as poor property maintenance, homelessness, inadequate governmental support to families, etc.) is also expected as a result of officer referrals to non-police agencies.

In addition to the actual demand reduction, it is anticipated that there will also be an increased community involvement and initiative on other crime and social issues. An articulable improvement in overall quality of life in the targeted communities, a greater sense of confidence and optimism on the part of the public, greater efficiency in the delivery of non-police support services by other governmental and volunteer agencies, and closer ties between the police department and the public it serves are further expected benefits of this program.

SECTION 3: APPROACH

Structure of the Community-Oriented Squad and its Role Within the Overall Police Organization

The squad described in the following paragraphs is intended for only one of the county's ten patrol sectors. If the pilot project proves successful, the program will eventually be expanded to the remaining sectors as well, with the creation of additional squads from newly hired personnel over the course of the current departmental expansion scheduled for completion in 1991.

The community-oriented squad shall be composed of eight officers, including one supervisor with the rank of Sergeant and one beat officer for each of the seven patrol beats located within G-Sector. Ranks of the beat officers may range from police officer through Corporal.

The squad shall be part of the uniformed Patrol Division and shall be directly responsible to the District Commander (Major), through the Assistant District Commander Captain). Personnel from the community-oriented squad shall, for purposes of immediate street supervision, also fall within the authority of the particular shift commander (Lieutenant) on duty at any given moment.

The squad shall work assigned days and hours according to strategies developed by the beat officers in consultation with the squad Sergeant, the District command staff, and the PERF project advisor. Work hours will normally involve daytime and early evenings, as those are the time periods when the greatest access to and by community groups and the generally public can occur. Assigned work days and reporting times may be varied as the needs of the respective beat communities require; not all beat officers from the community-oriented squad need work exactly the same schedules.

Community-oriented officers shall attend roll calls with the regular patrol force when working standard daywork or evening schedules. Attendance at roll calls may be waived if unusual hours have been approved, but all community-oriented officers will be expected to make the majority of roll calls so that continuing communication and relationships with regular patrol personnel can be maintained.

The presence of the community-oriented beat officers will be in addition to the regular patrol force normally assigned. Community-oriented officers shall not be utilized as a supplemental pool for the regular patrol squads, and shall not be diverted from community-oriented tasks for routine call-handling. Community-oriented officers may volunteer to handle selected calls within their assigned beats if they feel that their role within the community will be enhanced by their involvement. However, the decision to handle the call will strictly be that of the community-oriented officer, and he/she shall not take calls outside his/her assigned beat.

Community-oriented officers will work primarily in uniform, although exceptions may be authorized by the command staff for specific situations. Such exceptions should be considered rare and the need for non-uniform work must be documented.

Community-oriented beat officers shall be assigned responsibility for the general conduct and maintenance of their beat. While the officers obviously will not be held personally accountable for prevalent socio-economic conditions, they shall be

held accountable for how well they understand those conditions and for the quality of the planning and subsequent action they employ to improve those conditions. These officers will be expected to develop sound managerial strategies in pursuit of drug demand reduction specifically, and improvement of other crime-related community conditions generally, within their beats. They will not only be evaluated on the quality of actual tasks performed, but also on the quality of (and results from) their managerial initiatives.

The community-oriented officers shall be permanently assigned to their respective beats, and those beats shall not be rotated. This program requires community-oriented officers to make commitments to their communities, develop good working relationships with the citizens and institutional leadership of those communities, and develop a thorough knowledge of the communities' problems and history. Accordingly, the Police Department shall make the commitment to place the officers in the communities and not transfer or rotate them.

Specific Methods and Tasks of the Beat Officer

As indicated above, the community-oriented beat officer will be responsible for developing and implementing proactive strategies aimed at demand reduction specifically and general community improvement generally. The quality of the officer's work shall be primarily evaluated in terms of this managerial responsibility rather than the performance of tasks. However, the following specific tasks and activities have been identified as important, requisite tools for use in the pursuit of his management strategy.

Foot and Scooter Patrol

The community-oriented beat officer shall be expected to spend considerable time engaging the public in general conversation and remaining highly visible within high-impact drug areas. As these areas are often spread out over apartment complexes whose grounds are not readily accessible by car, and because officers seated in cars are not as likely to be approached as officers on foot, etc., foot and scooter patrol shall be the preferred mode of transportation for the community-oriented officers.

Scooters will be provided to enhance mobility. Distances too large to cover on foot are involved in some of the beats, and having the officer frequently enter and exit the police car to travel between areas suitable for foot patrol is impractical and might deter walking in some situations. Further, as high visibility is a key element of the patrol strategy for these officers, it is desirable that they be capable of returning to already-visited areas often and unpredictably, which would not be as likely if the officer were restricted to foot patrol only.

The scooters chosen for this project are lightweight and will not be utilized for pursuit operations or primary travel. They emit very low noise and are fully automatic.

Home Visitation

Community-oriented policing recognizes that only through a working partnership of the police and the community will the drug problems be defeated. That is true even in the area of direct drug law enforcement. The police desperately need citizens to supply factual intelligence information about dealers and their activities, and citizens desperately need guidance and encouragement from trained professionals not only regarding the best drug crime-prevention techniques, but also regarding the exact types intelligence information the police need to be effective.

Unfortunately, meaningful communication between citizens and the police has historically been sporadic. The police have generally relied upon traditional methods of communication, including the standard telephoned request for police response to specific incidents, and telephoned anonymous tips to the Narcotics Enforcement Division, drug hotlines, and various reward programs. Other forms of communication have involved formal meetings of police officials with civic groups, the publication of posters and brochures, and mass media public service announcements concerning drug use and related crime.

All of these means of communications have an inherent weakness, however: they rely upon the citizen to initiate the contact. The citizen must pick up the phone and call, or must make an effort to venture from his/her home to the location where a civic meeting is being held. And while it may be argued that citizens who truly want help in ridding their communities of this drug epidemic should be willing to make a personal effort, the reality is that most people need encouragement and a little push. Therefore, the police must go to the public, rather than waiting for the public to come to them.

Consequently, the community-oriented beat officer will be expected to conduct routine home visitations in high-impact areas. The officer will walk through the community, knocking on doors in much the same way standard detectives conduct a neighborhood canvass following a murder or other serious crime. Instead of requesting information about a specific incident, though, the community-oriented officer will offer the resident the opportunity to discuss any drug-related topic, including the identities and descriptions of individual dealers and their methods of operation, suspicious automobiles, and the locations of suspected "crack" and "safe" houses, etc.

The officers will assure anonymity, and interviews will be conducted within the privacy of the resident's home. Persons on the street who might observe the officer enter the home will be aware that the officer goes to every door, so no damaging

inferences can be drawn. It is anticipated that by bringing the officer directly to the resident in this manner, much valuable information will likely be obtained, information that would otherwise never reach the ears of a police officer if the police had waited for the citizen to take the initiative.

Intelligence information obtained from residents will be summarized and forwarded to the appropriate vice detectives for follow-up, or will be directly acted upon by the community-oriented officer, if he/she feels that course is more appropriate.

At the same time the officer is eliciting intelligence information in this manner, he/she will also distribute drug education literature which contains profiles of suspicious activity and appropriate police phone numbers to call, provide general crime prevention advice, and discuss Neighborhood Watch involvement. Other problems not bearing directly on the drug issue will also be discussed at the resident's option, and appropriate referrals or other action shall be taken by the officer.

Crime Prevention Counseling

As just stated, crime prevention counseling may occur during routine home visitations, but the community-oriented beat officer will also receive crime prevention assignments from his squad Sergeant. Security survey requests for homes and businesses in the beat will be routinely referred to the beat community-oriented officer, and indeed the officer shall be viewed as the police department's primary crime prevention provider for his/her assigned beat. Crime prevention advice should also be a foremost thought in the officer's mind when engaging the public in conversations during routine patrol.

Neighborhood Watch and Community Organizing

As indicated earlier in this narrative, the department's current Neighborhood Watch program assigns one advisor per Patrol District, and that officer usually has approximately 50-60 groups to serve. Obviously, meaningful encouragement and involvement from the police department requires a relationship much closer to one-on-one. Therefore, the community-oriented beat officer, who is proactively patrolling the community each day, will be responsible to coordinate all Neighborhood Watch groups within his/her assigned beat. Obviously, the officer's primary focus in working with the groups will be on promoting citizen involvement in such a way that drug dealers find the neighborhoods too hostile and unattractive to do business in.

The officer will also be expected to help organize groups where none exist. It is anticipated that, given the size of the beats, the officer will likely have approximately a half-dozen

groups to assist, if he/she has been successful in grass-roots organizing. The community-oriented beat officer, working with his squad Sergeant and the command staff, will also be expected to attend civic meetings which occur within his assigned area.

Commercial Visitation

The community-oriented beat officer will be required to routinely pay visits to merchants, school principals, and church pastors, etc., to solicit input about community problems and determine where police services need to be directed. These "courtesy calls" will be scheduled and reported.

Officers will also attempt to provide "Business Watch" guidance to merchants in the same fashion that Neighborhood Watch assistance is provided to residential communities.

Satellite Office Program

Each community-oriented beat officer will maintain a satellite police office within the rental office of a particularly drug-impacted apartment complex. The officer will use this office as his operational base within the community, so that trips to the police station (outside his assigned area) for purposes of paperwork preparation, telephone calls, and conferences with citizens, etc. will be unnecessary.

The decision to place this satellite office actually within the confines of the rental office was made to encourage a closer working relationship between the officer and the apartment complex management, and increase the officer's exposure to residents who visit the rental office for one reason or another. The officer will have his own desk within the rental office, and will have available space to host visiting citizens, both from the apartment complex and elsewhere. The officer will also have his own dedicated telephone line, installed by the Police Department, equipped with an answering machine for accepting messages while he is away.

The satellite office will be stocked with various brochures and other hand-out literature, including crime prevention and Neighborhood Watch materials, drug education and treatment information, Alcoholics Anonymous pamphlets, and other similar public service materials. Some of these hand-out materials will be written and printed specifically for this program, and will include drug/crime education information custom tailored to the particular drug-usage and dealing patterns prevalent in the targeted communities. Citizens will also be able to borrow electric engraving pens from this office for marking their property in accordance with Operation Identification.

The officer will also have a departmentally-procured personal computer within the office. This PC, programmed with desktop publishing software, will be used by the officer to write letters, prepare Police Department brochures, and compose flyers for distribution in the community. The officer will also use the PC to assist Neighborhood Watch, Business Watch, and other appropriate civic groups with the preparation of newsletters, etc.

Referrals

One of the most important aspects of this program is the appropriate use of referrals. A central facet of community-oriented policing philosophy is the use of referrals to government and community agencies as a means of addressing general community problems that, while not criminal in nature, nevertheless indirectly contribute to an environment where crime can flourish.

In this grant program, officers will be trained in the community-oriented referral philosophy and will be instructed by guest spokespersons from the various government agencies and community organizations about the services their groups offer. A brochure listing services and phone numbers will be prepared for public distribution, and other direct referral items will be carried by the officers on patrol.

This referral portion of the program is especially important in its direct impact on the demand reduction issue. While non-drug referrals relating to domestic violence, homelessness, and housing code violations, etc., are important, the referrals that relate directly to drug use are critical. In this program the community-oriented officers will carry with them "Where & When" directories for the Alcoholics Anonymous and Narcotics Anonymous organizations. These directories, printed in brochures that can easily be handed out to interested persons, contain specific information about the dates, times, and locations for A.A. and N.A. meetings, as well as crisis information such as these groups' hotline emergency phone numbers. Other direct-addiction referrals will include various treatment services and other addictions programs available through the umbrella guidance of the Health Department, as well as referrals of employers to workplace drug strategy trainers.

For more detailed explanations of the types of referrals envisioned for this program, read the "Supporting Organizations" portion of this project overview.

Enforcement and Call-Handling

This narrative has thus far emphasized those types of activities generally regarded as "community relations" in nature, as opposed to enforcement activities. However, enforcement is also a legitimate tool for the community-oriented officer, and this

program's emphasis on non-enforcement services does not preclude community-oriented officers from using the enforcement tool when appropriate.

While enforcement is not to be considered a primary task or be the central facet of the officers' beat management strategies, it is anticipated that community-oriented officers will make occasional arrests, and that they will also be instrumental in gathering information and intelligence data that lead others within the Police Department to make arrests. The community-oriented officers will be expected to maintain frequent communication with the narcotics investigators from the headquarters vice unit, and also with the local district detectives who are responsible for general follow-up investigations in the targeted neighborhoods.

Community-oriented officers will also be authorized to handle dispatched calls for service within their assigned neighborhoods, although the decision to become involved in any call will be strictly left to the community-oriented officer. The officer should elect to handle a call if he/she feels that his/her role within the community will be better served by that involvement. Examples of such situations include assisting on drug-related calls for service, as the control of drug activity within his/her beat is the community-oriented officer's primary direct objective. Other non-drug situations appropriate for handling by the community-oriented officer might include domestic argument calls where a referral may be appropriate, helping in a missing child search, or handling a preliminary burglary investigation where the officer intends to conduct a security survey for the victim and a thorough neighborhood canvass in search of witnesses.

Monthly Beat Condition Report

Earlier in this narrative the need for a permanent record citing neighborhood concerns, problems, and police responses and initiatives was discussed. In this program, the community-oriented beat officer will satisfy that need by submitting a monthly Beat Condition Report. This report will serve the same general purpose at the grass-roots neighborhood level that a police administrator's Strategic Management Report serves for broader policy and management issues.

In his monthly report, the community-oriented officer will report community problems and concerns as he/she has identified them during the past month. Particular emphasis will be given to the drug situations existing within his/her assigned communities. The officer will further document what steps and strategies he/she has employed to address these problems and concerns, and what additional steps and strategies will be employed in the future. Included in this report will be remarks and observations by community leaders, who will be afforded the opportunity to attach letters or comments if they choose.

The submission of this report will create a lasting record that may be reviewed by future officers concerned with the beat communities for any reason. The report will also enable current command personnel to obtain a deeper understanding of small community issues as a result of the officer's analysis and any attached letters or comments. The command staff and the PERF project consultant will also be afforded the opportunity to study the individual officer's beat management strategy and offer suggestions as appropriate.

Approximately one week following submission of the report, a monthly program training day will occur. On this day all community-oriented beat officers, their Sergeant, the District command staff, and the PERF program consultant will meet as a group and discuss the issues described in the Beat Condition Reports, as well as other matters pertinent to the program. By brainstorming, new perspectives and strategy alternatives may be identified, and improvements in the beat officers' management of their assigned areas may result.

The Community-Oriented Squad Sergeant

The Sergeant who supervises the seven beat officers in this program will serve as Project Director, working in close consultation with the program consultant from PERF and the departmental research analyst who authored this program.

The Sergeant shall serve as the overall sector crime prevention and community relations liaison officer. He or she will work closely with the command staff and various civic leaders to help identify problem areas and assign specific crime prevention and community-oriented tasks to the beat officers.

It is also anticipated that on occasions unsatisfactory responses may be received from the workers of non-police agencies to whom referrals were made by project beat officers. In such instances, follow-up inquiries will be made by the project sergeant, and that sergeant should therefore develop and maintain good working relationships with supervisory personnel from these other organizations.

The community-oriented Sergeant shall also have the responsibility for researching various statistical data from police, Health Department, and other sources in order to help beat officers identify problem areas.

Specialized Equipment and Services

Motor scooters will be issued to each of the community-oriented beat officers in order to better facilitate quick deployment against drug dealers in areas of apartment projects where cars are not practical. The use of scooters will also allow

for quicker, longer-range mobility in the spread-out suburban beat than would otherwise be possible with exclusive foot patrol, while at the same time allowing easy access to the officer by pedestrians in the patrol area.

Pagers will be issued to each beat officer so that he/she may be immediately contacted by rental office personnel, school officials, Neighborhood Watch leaders, and other persons who the officer chooses to give the pager number to. By using the pager, these persons will not be subjected to the difficulties sometimes associated with having messages relayed through a police switchboard and broadcast over the police radio.

Telephone answering machines will also be attached to the county telephone lines installed in each satellite police office. By utilizing these devices, officers can assure that citizens are able to leave messages even when the officer is out of the office, or when he/she is not on-duty. Again, these citizens will not be subjected to dealing with non-involved clerical personnel who may not take accurate messages, and the citizens will be afforded the opportunity to leave longer, more detailed messages than otherwise might be possible.

Personal computers will be placed in each satellite office for the officer to use in preparing letters and routine correspondence, as well as various flyers and educational materials for distribution. The computers will also be used to keep records of groups, events, or intelligence information developed by the officer. These computers will also be equipped with basic desktop publishing software, and will be utilized by Neighborhood Watch groups and other civic organizations to prepare newsletters and other materials.

Printing costs have been built into the program because drug education and crime prevention publications which are custom-designed for the specific neighborhoods involved in this project will be printed.

Basic office furnishings for the satellite offices, including desks, chairs, and filing cabinets, as well as brochure display racks, have been budgeted. General office supplies, including postage and standard stationery materials, have also been provided for.

UNIQUE ASPECTS AND BENEFITS OF THE PROPOSAL:

The Prince George's County Police Department's current patrol structure and approach is very traditional. While community-oriented programs are performed by departmental personnel, they are broad based programs that do not generally build a close, continuing relationship between police and local neighborhoods. These efforts dispense beneficial direct services to the community, but do not really address the causative factors for drug use, drug-related crime, and a high rate of calls for service.

At the same time, the Patrol Division is primarily call-oriented, very mobile, and operates within a beat system that divides the county into operational territories, but does not assign genuine responsibility for neighborhoods to patrol officers. Those officers are judged solely on the efficiency and propriety of their call handling and enforcement actions.

This grant proposal recognizes the inherent shortcoming of management's failure to affix responsibility at the small neighborhood level, and seeks to correct that within a community-oriented philosophy. Currently, the Patrol Division consists of five shifts that work the standard three watches (daywork, evenings, midnights) on a rotating basis. All of these shifts, as mentioned before, are essentially "soldiers" in the manner of their operation. This proposal seeks to essentially create a sixth shift within the Patrol Division, assigning one officer to each beat just as would be the case for regular patrol personnel on any given watch. However, this "sixth shift" officer, whose work schedule is adjusted according to need, would not have responsibility for call-handling and enforcement. Instead, he/she is responsible for the overall condition of his/her beat, and the coordination of police and other agency services within that beat.

This concept of affixing responsibility for neighborhoods at the street officer level is a central component of this proposal. The focus of this community-oriented beat officer's job is to provide grass-roots management of the beat, and he/she will be expected to actually develop and report a management strategy to address the beat's drug and other crime/societal problems.

It is also significant to note that, rather than devote a flexible number of special branch officers to proactive outreach and enforcement activities, this concept commits a permanent institutional one-sixth of the Patrol Division to community-oriented beat management. The community-oriented beat officer essentially becomes a "beat captain" among five other rotating beat officers who concentrate on call-handling and emergency response.

This proposal seeks to implement this concept as a pilot project in one of the county's ten patrol sectors. If it proves successful, the Police Department intends to expand the program to all ten sectors, which would result in 94 total community-oriented personnel within a Patrol Division of approximately 600.

Other innovative elements of this proposal include a mandated home visitation program in which the community-oriented beat officer periodically knocks on the doors of residences within high-impact drug neighborhoods and solicits private conversations with the residents within the privacy of their homes, conversations in which the officer's purpose is to motivate the citizen toward greater involvement and awareness, as well as solicit hard, factual intelligence which may be useful in future enforcement actions.

Another innovative component is the creation of satellite police offices within selected rental offices. These offices, located in apartment communities where drug use and crime are high, differ from standard police storefront or mini-station operations in that they utilize an already-existing source of community assembly and communication. Apartment residents frequently have contact with or visit their rental office, and having a police satellite office there (rather than in a location dedicated solely to police) enhances public accessibility to the basic "storefront" service. Moreover, by locating within a particularly drug-impacted complex's rental office, close cooperation and coordination with apartment management is likely to result.

Other highlights include a strong referral component, which includes such features as officers' carrying Alcoholics Anonymous and Narcotics Anonymous "Where & When" directories with them for distribution to interested drug abusers and other persons.

Mr. WISE. Thank you, Chief Mitchell. How many officers do you have on the force in Prince George's County, total?

Mr. MITCHELL. Mr. Chairman, we have just shy of 1,200 police officers, a total force of about 1,700 people, when you include our crossing guards, and so forth. We're 1 of 23 counties in the great State of Maryland, including Baltimore City. We have 486 square miles and we serve a population of about three-quarters of a million people. In terms of relative size, we're in the top 50 in the United States in terms of large agencies.

Mr. WISE. Let me ask you—actually, I'd like to submit some questions in writing to you——

Mr. MITCHELL. Please.

Mr. WISE [continuing]. And if you'd have a chance to get them back in a couple of weeks, the committee would appreciate it.

But let me ask you some subjective questions. What do you say to a person in a high crime area who says, "Yeah, I'm really concerned. I live in fear. But I've seen efforts come and go, I've seen sweeps, I've seen much publicity, I've seen signs go up that says this is a drug free zone or this is a neighborhood watch area. And yet, I've got to live here and you don't have to live here."

What do you say to them as far as getting them to take that first step of going then to their other neighbors and saying, "We've got to pull together?"

Mr. MITCHELL. Well, I think sometimes getting them to take the first step, actually puts forth a need for us to make the first step and the commitment to go out and to organize either a neighborhood watch or—sometimes it's just a community meeting. And you can post notices, and we've done this, throughout communities and say, "We're going to have a town meeting about crime in this neighborhood."

And I'm here to tell you, if you don't see anybody there, it's because crime isn't a great concern. If crime is a concern, people are going to show up and they're going to put forth what their concerns are. And then it's up to us to do something about it.

And I think you touched on an important point. Programs have come and gone. Community policing, however, is a permanent commitment of a resource, a police officer in a neighborhood that doesn't move out. It's over and above the traditional 911 response. So we still have roving police patrols through there, but you also have a community oriented police officer right in that given community forming those partnerships.

And where we see the most effort is, after we make a difference in the community, it's generally environmentally centered. A lot of the violence plagued neighborhoods that we're operating in have junked cars, and so forth. When we go through and we have a cleanup campaign, we take a recruit class out and we'll go around the periphery, if there's any woods, or whatever, we'll pick up drugs, needles, we'll cleanup, we'll move all the junked cars out.

Once you do that and then have another community meeting, you'll see even more people out there. Because they want to invest in their neighborhood, they don't want to see it go back the way it was. And we're seeing success such as that.

And so, I would move into that neighborhood in the way of having a community meeting—certainly see if I had the resources to

deploy community policing there and to see if we couldn't, through a partnership, bring about a safer haven.

Mr. WISE. In terms of organizing neighborhood watch programs and similar efforts, do you feel that it has to be a police officer doing that organizing, or can it be some kind of civilian organizer, either hired through the city or perhaps through a nonprofit group, or whatever?

Mr. MITCHELL. In Prince George's County we've got over 300 neighborhood watch organizations. And the success that we've seen is by using a police officer who then enlists the support of what we call "block captains." We go into a community, we determine what the needs are, and so forth, and then we pick—and usually communities have established leaders who are willing to volunteer their efforts as block captain, so that we use a uniformed police officer as a conduit, so to speak, and as someone who can rally the rest of the community to basically have a sustained, grass roots support system that works.

Mr. WISE. Your BJA grant expires, I believe, this year—this is your chance to talk to Mr. Gurule—what will be the outcome, and what do you expect—first of all, what do you expect to see happen and where do you make up that money?

Mr. MITCHELL. Well, we will make up that money through our current expense budget. In fact, it's through that effort that our county executive and director of public safety have committed $10 million over the next 3 years.

But I'm here to say that, in all honesty, I would have had a difficult time getting this program under way, and so successful so quickly had it not been for the initial seed money that the Justice Department provided. That really gave us the impetus to get things moving forward, to see the success that now Prince George's County, and our taxpayers—there's a tremendous push in Prince George's County for community oriented policing—for folks that are willing to say, "I want my tax dollars committed to this particular program." A program that, again, started with seed money that we got from the Justice Department.

Mr. WISE. And finally, you have a force of 1,200—what particular difficulties do you see in terms of community policing for perhaps smaller forces? I can hear, particularly from rural police departments, the argument that, "We know community policing works, but there are additional strains that it puts on a department, additional training. And we have very limited resources already." A department of 1,200 is one thing, a department of 150 is another, and a department of, say, 15, is something else.

Mr. MITCHELL. Well, I think that as the chief of police you have to gauge your resources according to the number of resources you have to work with and the given workload demands that you have.

Community policing is working smarter, not harder. So, if you're actually reducing the calls for service in a given neighborhood, you're going to free up, hopefully, some resources that can be dedicated to a community oriented policing effort.

In other words, you're taking the time that was committed to responding to traditional repeat calls for service, and by alleviating that need you're enabling a block of time to come available that you can dedicate to community oriented policing efforts.

Mr. WISE. Thank you. Mr. Gurule, I have a list of questions and I'm not going to ask them. Some of them I'd like to submit in writing. The others, you've raised some very important issues, particularly on Weed and Seed, and I'd like to get back at a further proceeding and we can discuss those.

I do have one question, and I know you've had some background in it, and I'm going to be asking this question of all the witnesses. In the case of gangs, is it better to try and work with the gangs as entities, or to try to discourage youths from joining them and to pull them away that way?

Mr. GURULE. I think it has to be a comprehensive approach. I think that early intervention is critical. I think that the earlier the system—and community policing, by the way, community police officers, community based organizations, can intervene with the young kids—the better.

I think that at the same time, when you have youth gang members that have really embarked on a career of crime, and have been involved in the commission of multiple violent offenses, I think that the traditional policing approach is important. That's the response that you need to take relative to that individual.

But the point is, that you have gradations, so to speak, of gang members. You have your want-to-be's—and certainly early intervention with the want-to-be's is critical—you have those that are involved, but they haven't really embarked on serious violent crime, and I think they can be salvaged. And then relative to that very small group of chronic violent offenders I think that a tough law enforcement response is critical.

Mr. WISE. Mr. Mitchell, any——

Mr. MITCHELL. Well, I certainly agree with that. There is clearly a place for traditional law enforcement efforts. I think that we can all recognize, though, that we're not going to arrest our way out of this problem. We can't build enough prisons and we can't fill enough jail space, and I don't think taxpayers want to continue funding those operations, anyway.

The question is, how do we get to the want-to-be's, how do we turn them around? There's going to be a traditional hardcore element of people committing crimes. In fact, we know that 20 percent are responsible for 80 percent, so to speak. It's the 20 percent that they're effectively dealt with, the traditional police response.

It's those that are on the periphery, and the question is, "Well, how do we make a difference there?" We make that difference by getting into communities through programs that are going to catch them early on, and hopefully provide an alternative lifestyle that's going to be much more rewarding, as they can see that, as opposed to the traditional life of crime.

Mr. WISE. Thank you. Mr. McCandless.

Mr. MCCANDLESS. Thank you, Mr. Chairman. It's good to see you again, Mr. Gurule.

Mr. GURULE. Good to see you.

Mr. MCCANDLESS. The last time we talked, we talked about evaluation of programs and how we were doing with that. At the expense of sounding like a broken record, how are we doing in evaluating programs and the funds that are representative of those pro-

grams? Can you translate into dollars and cents, possibly, the number of evaluations completed?

Mr. GURULE. Yes, yes I can, Congressman McCandless. Let me state first of all, as I stated in my opening statement, that over the last 2 years fiscal years 1991 and 1992, the Department of Justice, through OJP, has allocated over $13 million to fund evaluation efforts. That's an unprecedented level of funding commitment for evaluations.

At the same time, within NIJ, the National Institute of Justice, we have organized an evaluation unit within NIJ to focus on a short-term strategy of evaluating programs and a long-term strategy in evaluating programs. There are currently approximately 25 to 30 programs that NIJ is in the process of evaluating.

The NIJ evaluation report to Congress is nearing completion. That should be going to the printer within 2 weeks, and we think to Congress shortly after that. The report that NIJ submitted to Congress last year, in fiscal year 1991, pointed out some success stories in a number of areas in some traditional law enforcement approaches. But what do we do with this influx, this rise of drug related cases in the court system, and how can we effectively administer those cases? Some programs in Philadelphia, such as the expedited drug case management program, were evaluated that were very promising and showed that these cases were being expedited through the system. So, I think that approach is promising.

What I'm looking forward to hearing regarding one evaluation program that is underway this year—actually, it was funded in fiscal year 1991, involves an evaluation of some community based programs. We're going to do some case studies on about a half a dozen or more community based programs to see how these programs are organized, how they're administered, and then be able to share that information with communities across the country.

Mr. MCCANDLESS. I guess the concern I have here is, we have in the government a tradition of continuing something even though it may not be productive. And as we talked the last time, the evaluation process hadn't necessarily in the past evaluated whether or not that program is worth what it represented in the way of expenditures.

Mr. GURULE. Well, that's something that I'm very concerned with, and over the last 2 years I've taken what some may see as a very hard line. My position is that if we cannot point to a particular program and show how that program has been successful, how it has paid for itself, that there has been a large, high return on investment for the Federal dollars that have been expended to support that program, we should not continue to fund that program. We can't do it on a gut-feel type of response or reaction to the program. We have to be able to articulate and show in a concrete manner how that program has been successful, otherwise it shouldn't be funded.

Mr. MCCANDLESS. Thank you. Chief Mitchell, I'm reminded of the movies of the 1930's and the 1940's when we talk about community base, and Pat O'Brien being the cop on the beat and walking along and taking care of everybody from storefront to storefront, and so on. This is essentially what we're talking about getting back to, as I see it.

Mr. MITCHELL. Yes, sir, that's correct, with one possible exception. The police officer of yesteryear certainly did an outstanding job, and certainly diverted and acted as a role model and was everything that we want our police officers of today to be. I think the difference, though, is there wasn't such an organized structure back then as there is today in terms of actually plugging into PTA, civic associations, health care providers, and others.

I've got the luxury in Prince George's County that, I had our county executive get together a meeting where I sat with all of my peers from public works and from the health department and all the others, and the county executive looked at all of my peers and said, "When you get a call from a community oriented police officer asking for assistance in cutting through the red tape, and making a community well again, treat that call as though it came from me."

So, we've got tremendous support in Prince George's County that I'm not sure that the cop on the beat years ago may have had. But it's very similar in that it certainly is forming those partnerships, allowing us to act as role models and enjoying the success of being out, you know, face-to-face in the community.

Mr. MCCANDLESS. Just one quick one, again. Let's take your community based concept and apply it to Los Angeles. I don't know that we have as favorable an environment to begin something like that on what I understand to be a community oriented police officer. How does one get started in the area of Crips and Bloods, where they're actually at a truce, and they're at a truce because they were killing one another's kids and not necessarily killing one another.

I'd like to think that this is something positive, but I'm not that convinced that gangs are—of that nature—are going to remain at a truce level. And here you have this officer who has been assigned to a certain piece of geography, but not only that environment but the hard drug sale and that kind of thing. This individual has got his work cut out for him. I'm wondering how you would proceed to try to put that kind of an environment under control such as you do in your areas where you do not have that same intensity.

Mr. MITCHELL. Well, I think it takes a incremental approach. I think that you have to move into an area where you can feel fairly certain that you're going to enjoy some success, and you build an oasis, so to speak. That's what we did in Prince George's County. We moved into select neighborhoods sponsored by our grant from the Justice Department and we built a number of oases that then spread to other areas. And, in fact, we're assigning officers to create more oases and eventually within 3 years we're going to see that throughout Prince George's County. And I think that Los Angeles could probably be approached along the same lines.

This also—this program also produces great dividends for police community relations. It's tremendous, and I think that certainly Los Angeles is in a position now where they want to embrace the community and want to restore the good relationship that they were known with the community years ago. There were a lot of great programs that came out of Los Angeles, and certainly DARE is one of them. But an incremental approach, I think, would be the way to go.

Mr. GURULE. Well, let me just add, Congressman McCandless, NYPD, the New York Police Department, under the leadership of Commissioner Lee Brown, is in the process of integrating community policing throughout the entire NYPD police department, and they're doing exactly what Chief Mitchell has stated.

They started with one precinct, the 72nd Precinct, that is going to be the model, that is going to be the oasis. It's a 5-year plan, they've laid it out in terms of how they're going to go from one model precinct to the entire police department in a 5 year stage approach. And I'm convinced that if you can implement community policing in New York City successfully, it can be successfully implemented anywhere.

But at the same time, there's a number of critical issues involving community policing that we haven't touched on. I mean, it's not enough to just place a police officer, police officers on the beat in a given neighborhood. There's issues involving training—what kind of training do you provide for police officers who are going to be involved in community policing? And certainly that's going to differ from the training that has been provided for police officers in traditional policing techniques.

At the same time, recruitment—what kind of individual, what types of character traits are you looking for in recruitment for an officer who is going to be involved in community policing? And evaluation—how do you appraise and evaluate the performance of a police officer who is involved in community policing? You're not looking at the number of arrests, necessarily, or the number of search warrants or summons that have been served, but again at this quality of life—has it had an impact on the community, has the quality of life been improved?

Those are some issues that the National Institute of Justice is currently grappling with, again, to disseminate those findings and share them with the police departments across the country.

Mr. MCCANDLESS. Mr. Regier, do you have a comment?

Mr. REGIER. Yes. I just wanted to add something to what Chief Mitchell said. You asked, "How do you do this in a place like, let's say, Los Angeles," and I wanted to bring to your attention one particular project that was very successful in a south central neighborhood. Because there you have grids and you don't really have a defined neighborhood many times.

I just became aware of this, its called Operation Cul-de-sac, and evidently they went in and surveyed the neighborhood, first of all, to find out what they wanted in their neighborhood. This was a neighborhood that had somewhere around 18 drive-by shootings over a 12-month period. The neighborhood responded positively worked with the police and some of the city agencies to create cul-de-sacs, and in essence, create a perimeter to their neighborhood. I believe it was 1 mile square.

Their efforts reduced the drive-by shootings because gang members were afraid they couldn't find their way out of the area once they went in. But it also created within the neighborhood a cohesion because there was a parameter that was created. I think they also put some officers on bicycles to create more interaction.

Mr. WISE. I appreciate the promotion, because one of the representatives on the next panel will be testifying to Operation Cul-de-sac.

Mr. MCCANDLESS. When these become active then we can reduce the cost of operating the police department, is that right, Chief?

Mr. MITCHELL. Well, you know, there's always going to be a substantial cost, as you know. Sometimes in some municipal governments policing and police departments have to make up half of that.

Certainly through working smarter, and not harder, enables us to do more and to share the dividends we're seeing from the investments. Clearly, that's what community policing is all about. And certainly we might be able to not need as many police officers dedicated to such a program that it gives us other opportunities to expand DARE, and so forth.

Mr. MCCANDLESS. Thank you.

Mr. WISE. Mr. Towns.

Mr. TOWNS. Thank you, very much, Mr. Chairman. First, I guess is to Mr. Gurule. The outreach—how do you go about determining who, what would qualify a program that you just described? You know, how do you establish in terms of whether it should be a program funded in New York, one in Los Angeles or Chicago, how do you make these decisions, determinations?

Mr. GURULE. Well, the grant process involves, first of all, publishing in the Federal Register a notice of funding availability. And that would set forth the goals and objectives of the program, the description of the program, a deadline for submitting applications—for the police department to submit applications.

Those would be reviewed internally typically by a peer panel of experts in the given field, such as community policing, or law enforcement. They would be scored and ranked accordingly, and then ultimately the director of the bureau would make the final decision on which applicant should receive funding and what the level of funding should be.

Mr. TOWNS. You know, I listened to, you know, you talk about, you know, Weed and Seed, and I'm almost willing to embrace anything and everything that I think is going to help. But I'm concerned, you know, whether or not, you know, Weed and Seed could become slash and burn, or lock and stock, you know. And I think about as we move forward with this, in terms of credibility, you know, because of the action that you take when you go into a community, because your initial moves in terms of what you might decide to do in terms of concentrating on eliminating, you know, criminals from the neighborhood, you know, which sort of violates the notion of community policing.

You know, I think that Chief Mitchell described it very well when he said that we could not look at this in a box, that we have to look at the fact that there's a correlation between unemployment and crime, there's a correlation between people having no hope and crime. So, when I look at this, you know, then it sort of takes away some of my excitement when I look at, you know, your Weed and Seed.

Mr. GURULE. Well, I think the key to Weed and Seed, in large measure, is the involvement of community leaders at the earliest

stages of development. This is not a program where the Department of Justice or the long hand of Washington, DC comes in and says "This is what you have to do and you go to this neighborhood and you do it this way." Rather, it's developed from the bottom up.

First of all, a steering committee is organized, involving the U.S. attorney, law enforcement officials at the State, Federal, local level, community leaders, public service, human service agency providers. It is that group—the steering committee—that first selects the targeted neighborhood. They determine where the need is the greatest and where the Weed and Seed program should be implemented, not Washington, DC. So that's key.

That, again, is critical, that we have involvement from church leaders, community-based organizations, and other people that are confronting the problem of violent crime on a daily basis.

In terms of the weeding aspect of the program, again the focus there is limited. The focus is limited to weeding out the most violent, habitual, chronic offenders, and very often those that are on parole, on probation, or in possession of a firearm, for instance.

Then, once the neighborhood has, in a sense, been given an opportunity to catch its breath—that safety threat, security threat has been removed—then it provides fertile ground, so to speak, for community policing efforts to maintain the security in that neighborhood, and also fertile ground for social programs, education programs, drug treatment programs, to come in and take hold, and economic development programs, as you've mentioned.

That's why, in the President's 1993 budget proposal, of the $500 million that's being proposed, $470 is coming from seeding agencies such as HUD, HHS, Department of Education, Department of Labor, to fund JTPA—Job Training Partnership Act—programs, and only 6 percent is coming out of the Department of Justice budget.

Mr. WISE. Would the gentleman from New York yield for a second?

Mr. TOWNS. I would be glad to yield to the Chair.

Mr. WISE. I think the Weed and Seed concept holds a lot of promise, but you have raised some questions that concern me. For instance, questions such as the extent to which the U.S. attorney in an area is actually coordinating social programs, which I'm not sure is their bailiwick and, indeed, I'm not sure they want that.

What I'd like to do is to work with you, if you'd be interested, and perhaps we might invite Mr. Gurule and other representatives of the Justice Department back for a hearing specifically on this. I think it's such an important program that we ought to explore it further. But I think your questions are excellent, and I just wanted to let you know that we'd like to do another hearing on this.

Mr. TOWNS. Thank you very much, Mr. Chairman. I appreciate your kind comments on it, because I think you are right, that there are some real problems here. And I don't want to be antagonistic. That's not my purpose. I am just sort of seeking information. I think it's important that I preface this.

But I notice that in your listing of people that are involved in the screening panel and all that, you do not list the Bureau of Prisons. Is there a reason why they're not involved in it? Let me just tell you why, I think, maybe.

You know, as I look at some of the things that you've described, there's a bottleneck, that when you come in and all of a sudden you're doing things, and maybe you might pick up 25 people or 30 that say, "I'd like to be treated. I'd like to go into a detoxification program. I am a drug addict." But there's no facility, but there's no beds, there's no space for them. They can't go anyplace. That's a problem.

Or, you might make an arrest and you have X amount of people, and all of a sudden they say, "Well, you know, our jails are full." So where can we put them? So there's a breakdown, you know. I want to embrace everything that I think is going to help. But I also have to be practical, in terms of what we're dealing with. And I see some real problems here.

Mr. GURULE. One of the priority areas for funding over the last 2 years at OJP has been intermediate sanctions. BJA and the Office of Juvenile Justice and Delinquency Prevention, have been involved in funding a wide array of intermediate sanction programs, that enable sentencing judges to have some options and alternatives to offer. Options that aren't simply, should this individual go to jail or go to prison or should this individual just be slapped on the wrist and placed on probation which, in many instances, could send the wrong message, not only to that defendant, but to others in the community—"You can get away with it."

Certainly, no one at the Department of Justice is suggesting that everyone that's arrested should go to prison. Prison bed space is valuable and costly, and should be reserved for the most chronic, habitual, violent offenders. Relative to the nonviolent offenders, we're looking at other alternatives, such as boot camp programs.

The Juvenile Justice Office funded three boot camp programs last year, and I think those provide some sentencing options and opportunities—again, not imprisonment—drug testing, intensive pretrial supervision programs, and other community-based programs. So we're looking at that option—the alternatives to probation or incarceration.

Mr. TOWNS. Thank you, Mr. Chairman. I know my time has expired, and I appreciate the fact that we will be talking about this more at a later date, because as you can see, there are some real problems. So thank you very much.

Mr. WISE. Your time may have expired today, but your time is coming again. Mr. Condit.

Mr. CONDIT. Yes. Mr. Chairman, I'll be very brief. I would like permission from the Chair and the committee to put a statement in the record, if I may.

Mr. WISE. Certainly.

Mr. CONDIT. I have a couple of quick questions for Mr. Gurule.

In reference to the limit on how much money States can spend for administrative costs, I believe it is 5 percent, or can it be reduced?

Mr. GURULE. I think that figure has worked well. I think I know where you're coming from, Congressman, in terms of administration. I have a strong concern that we're not using precious Federal dollars to fund bureaucracies and administrative overhead and, consequently, little of that money is reaching the streets and the neighborhoods, and the people that really need it the most.

Mr. CONDIT. The passthrough is really what I'm after. Do you think the States are handing down or passing through enough money, or does that need to be redefined?

Mr. GURULE. I believe that the current system is working well, and I would support that.

Mr. Regier, who served as the acting director of BJA for 2 years, may have a comment to that question.

Mr. REGIER. You know how the passthrough is determined. It's determined by a formula that's related to criminal justice expenditures and population. All of the States have certainly exceeded their passthrough requirements over the past several years.

The administrative percentage that you refer to statutorily can go up to 10 percent, and we have chosen to encourage them to keep that at the 5 percent, and the majority of them have done that. Several States spend less than 5 percent.

Mr. CONDIT. I won't dwell on that. I just want maybe to make a comment, or it takes the form of a question. That is, where I come from, we have a lot of rural communities, and there is a migration of gangs moving into the rural communities. Is there a program? And if there is not a program, it would be helpful for one to be developed that would stop that migration.

It seems to me if you could stop the migration, you might save yourself some money. I don't know, Mr. Gurule. Is there such a program?

Mr. GURULE. There is in part. This year, in fiscal year 1992, the Innovative Neighborhood-Oriented Policing Program is being, in a sense, modified to address the concerns of rural police departments, and there is a rural INOPP, as it's called, program that is being funded this year at approximately a quarter of a million dollars. So that would assist rural law enforcement agencies to implement services seeding money as Chief Mitchell has stated, to implement community policing in rural communities.

On the specific issue of gang migration, it is a concern of ours at the Department of Justice, and NIJ is currently funding a research effort studying that phenomenon. I worked as a Federal prosecutor in Los Angeles from 1985 to 1989 and, at that time, I thought that the gang problem was pretty much unique to Los Angeles.

When I took this position 2 years ago, I found, in meeting with chiefs of police and community leaders, that that wasn't the case, that not only are large urban cities being plagued with gangs, but also suburban and rural communities, and they're infiltrating across the country.

Mr. CONDIT. So are you aware, then, that it's something that we're looking into doing?

Mr. GURULE. Yes, sir.

Mr. CONDIT. I have other questions, but I know that we have to vote. I guess I want to say that I want to associate myself with Mr. Towns' remarks in that I don't know that it's part of this program, but we do have people who go to prison and jail for just being addicted to drugs, and we ought to have some program for people who waive a white flag and want to be helped.

I don't think, at least from my knowledge and experience, that we're adequately or sufficiently working on that area where people

say, "I give up; I need someplace to go so I can get off of drugs." Some way, somewhere we've got to do that, and that may be another day. But I would like to associate myself with those remarks as it relates to that.

Mr. WISE. You raise important issues. The subcommittee, 2 years ago, I believe, issued a report on that subject and said we're deficient in that regard. I think you're correct. It's time to revisit that.

I want to thank this panel very much—Mr. Gurule, Mr. Regier, Mr. Brown, Chief Mitchell. It was my goal to enable you to return to Prince George's County without having to use your lights. I think we're going to accomplish that.

We thank you for what you're doing, and for your appearance here today, and we would like to be back in contact.

There is a vote now on whether or not to sustain the President's veto of the National Institutes for Health authorization. The subcommittee will resume as soon as possible.

Mr. Condit, would you be able to assume the chair for a period of time?

Mr. CONDIT. Certainly.

Mr. WISE. I hope to be back as soon as I can. So the subcommittee will stand in recess for approximately 15 minutes. Thank you.

[Recess taken.]

Mr. CONDIT [presiding]. We'd like to reconvene the meeting. We'll have the witnesses come up.

So as not to prejudice any witnesses appearing before the subcommittee, it is a practice to swear in all witnesses.

[Witnesses sworn.]

Mr. CONDIT. Mr. Peskin has a problem. He has got to catch a flight. And, with the cooperation of the other two witnesses, we're going to allow him to begin, and then if there are any questions for him, he will take questions, and then you will be excused.

STATEMENT OF MATT A. PESKIN, PROJECT COORDINATOR, NATIONAL ASSOCIATION OF TOWN WATCH, WYNNEWOOD, PA

Mr. PESKIN. Thank you. I appreciate it. I appreciate the opportunity to be here.

My name is Matt Peskin. I'm director of the National Association of Town Watch, which is a nonprofit organization that is made up of citizens' groups, law enforcement agencies—primarily crime prevention units, crime prevention officers. And we serve as a clearinghouse for watch groups throughout North America.

We also sponsor the annual "National Night Out" campaign, which is held the first Tuesday each August. Kind of the best description, I guess, of national night out would be a crime prevention version of the great American smokeout. It now involves some 23 million people in 8,300 communities from all 50 States. It culminates on the first Tuesday each August and, in short, is a celebration and a demonstration of crime prevention solidarity, policy-community partnerships, and neighborhood camaraderie.

National night out is funded, in part, by the Bureau of Justice Assistance, and it's designed to heighten crime prevention awareness, generate support and participation in local anticrime efforts, strengthen neighborhood spirit and policy community relations,

and send a message to criminals, letting them know that neighborhoods are organized and fighting back.

This year's ninth annual national night out is this Tuesday, August 4, and will involve an estimated 24 million people in 8,500 communities from all 50 States.

To recap briefly some of the thoughts that were exchanged earlier in regard to neighborhood watch and crime prevention and police-community partnerships, 40 or 50 years ago, as most people know, there was little need for a program like neighborhood watch or crime watch or block watch, because generally, people looked out for each other. Everyone knew the cop on the beat. You could leave your doors open at night. People looked after other people's children. We didn't have a lot of the problems that we have now.

Basically, what has happened, over a period of 40 or 50 years, is we have come full cycle now, whereas we're going back to the cop on the beat, and have been trying to get neighbors back together again. Looking at those days, those days were safe not because of great technical advances or sophisticated things that went on, but because the neighborhood was a unit. You just did this. You looked out for each other.

If a stranger came in, you reported it to the police, and the policeman was right there, and he was your friend, he was the cop on the beat. He was the guy that you confided in. So everybody was working together, and the criminals stood out.

Over this period of time, we've kind of like lost that cohesiveness. People have gone their own ways, for a lot of different reasons. What we're trying to do now, in a lot of the things that we heard this morning, is getting that neighborhood back together again.

Neighborhood watch, crime watch, block watch programs have been a catalyst in getting the police and the community together. Do they work in terms of preventing crime? Absolutely. In my written statement I have different examples of where you can see great reductions. We heard the chief this morning discuss some of them.

Burglary rates fell 77 percent in 15 neighborhoods in Lakewood, CO. Block watches have contributed to a 34 percent decrease in residential burglary in Minneapolis. They go on and on and on. The important thing, perhaps, isn't looking at these great success stories, but in how to make these programs established in communities that don't have them, and how to get the police and community together in those communities where the partnership hasn't been established yet.

In terms of funding, crime prevention has to be the single most cost-effective strategy that's available in law enforcement today. You're talking about volunteers. Currently, I think there are some 20,000 neighborhood watch groups in the country that involve 18 million people. That's an enormous army of people that are just sitting there now working with the police department saying, "How can we help you?" Yet, in a lot of the communities, only 7 to 10 percent of the people in a community that has a watch program participate which, on the other side of the coin, means 90 percent of the people really don't participate in their neighborhood watch.

What we have to do, in a sense, is to sell neighborhood watch, sell these statistics and all the things that we heard this morning to those other 90 percent. You're talking about a lot of people that

are all on the same side in this war on crime. It doesn't take a lot of advancements. All the resources we need are really here.

Also, one of the things that really wasn't brought out this morning is that most people are law-abiding. The things that went on in Los Angeles really were caused by a small minority of the people. Right after that was over, all the good guys jumped in and are now working with the police department, with the community leaders, to rebuild that area.

Most people are law-abiding. I think sometimes we concentrate too much on the bad guys, and prisons. Most people are law-abiding. Those are the people that can make this thing work.

The Federal Government and the State governments must cooperate to provide the necessary funding to keep community crime prevention efforts alive. That would be the other message that I would like to bring, is that in programs that we coordinate—the national night out and neighborhood watch groups—the first, the constant thing that we hear from the citizens is, "We lost our crime prevention officer to funding. He's back on patrol now."

Crime prevention has very little money now, and the crime prevention officer or the crime prevention unit is always the first to go when budget cuts arise. Crime prevention doesn't need a lot of money, but it does need some money, and it doesn't always get the attention that it needs.

The community policing concept, there's no question that it's the wave of the future and, in large part, the neighborhood watch groups which we talked about this morning were a critical part in bringing community policing to the forefront, because the neighborhood watch groups have been the catalyst that have brought the police and the community together.

I thank you for the opportunity, and I will answer any questions you may have.

[The prepared statement of Mr. Peskin follows:]

APPEARANCE BEFORE THE
HOUSE GOVERNMENT OPERATIONS COMMITTEE

SUBCOMMITTEE ON GOVERNMENT INFORMATION, JUSTICE
AND AGRICULTURE

JUNE 24, 1992

UNITED STATES CONGRESS
WASHINGTON, D.C.

PREPARED STATEMENT BY:

MATT A. PESKIN
DIRECTOR
NATIONAL ASSOCIATION OF TOWN WATCH
WYNNEWOOD, PENNSYLVANIA

Mr. Chairman, Members of the Committee, my name is Matt Peskin. I am the Director of the National Association of Town Watch which is headquartered in Wynnewood, Pennsylvania. I am also the National Project Coordinator for the Association's annual "National Night Out" project. I have been involved with the organization since its inception in 1981. Additionally, I have been a volunteer and served on the Board of Directors on my local Community Watch in Lower Merion Township, Montgomery County, PA since 1978. I thank you for the opportunity to share with the Committee my comments our Association and the effectiveness of neighborhood crime watch program nationwide.

National Association of Town Watch / "National Night Out"

The National Association of Town Watch (NATW) is a nonprofit crime and drug prevention organization whose members include: law enforcement agencies; community crime prevention organizations such as Neighborhood Watches, Block Watches, Town Watches, Community Watches, etc.; and other groups and individuals involved cooperative, police-affiliated anticrime programs.

Since being established in 1981, the Association has grown to include over 2,000 member-organizations from all 50 states and Canada. Throughout the year, the Association serves as a clearinghouse for crime prevention information - and a national network for the exchange of successful crime prevention programs and strategies.

A primary objective of the National Association of Town Watch is to provide information, materials, liaison and technical assistance for the development of both neighborhood partnerships and cost-effective, innovative, community-based programs which are designed to reduce crime, violence and substance abuse.

NATW also sponsors the annual "National Night Out" (NNO) crime and drug prevention. Since being introduced in 1984, the popular and highly-visible National Night Out (a.k.a. 'America's Night Out Against Crime'), has grown to involve over 23 million people people in more than 8,300 communities from all 50 states, U.S. territories, Canadian cities, and military bases around the world.

Culminating on the first Tuesday each August, National Night Out is a celebration and visible demonstration of crime prevention solidarity, police-community partnerships, and neighborhood camaraderie. Residents in participating communities are asked to turn on outside lights, spend the evening outdoors in front of their homes, and participate in a wide variety of locally sponsored events such as block parties, cookouts, parades, visits from local police, contests, safety exhibits and neighborhood meetings.

Funded in part by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, the National Night Out program is designed to:

(1) Heighten crime and drug prevention awareness;
(2) Generate support for, and participation in, local anticrime efforts;
(3) Strengthen neighborhood spirit and police-community relations;
(4) Send a message to criminals letting them know neighborhoods are organized and fighting back.

With special focus on developing and enhancing police-community partnerships and empowering neighborhoods, the National Night Out campaign has developed into a yearlong effort of coalition and partnership building among law enforcement and other public and private service providers; elected officials; businesses; churches; schools; community organizations; and citizens. A special focus of this widely supported event is on youth - particularly those who wish to reduce crime, violence and substance abuse through commitment and volunteerism.

This year's "9th Annual National Night Out" will culminate on Tuesday, August 4th. NNO 1992 will involve an estimated 24 million in 8,500 communities from all 50 states.

The Role of Citizens Groups and Law Enforcement in Reducing Crime

Forty of fifty years ago, there was little need for programs which encouraged citizens to help police by serving as 'extra eyes and ears' in their neighborhoods. Concern for the well being of neighbors was simply a part of being a good neighbor.

In the 1940's and 50's, neighbors knew neighbors, people routinely looked out for one another, and everyone knew the cop on the beat.

More recently however, many activities that used to build neighborliness now take place outside of the neighborhood. Lifestyles have changed and the cohesiveness that once protected most neighborhoods is no longer there. Criminals began to realize that neighbors were less concerned about the safety and security of their neighbors and their communities. As a result, they realized they could move about - and conduct their 'business' in most neighborhoods without being considered suspicious or conspicuous.

Within the past 15 years or so, neighborhood crime watch programs have grown to become one of the most effective means for citizens, in cooperation with local law enforcement, to combat apathy and reduce crime.

Perhaps even more importantly, today's crime watch programs have brought citizens and local police closer together again. Today, a crime prevention unit, staffed by one or more crime prevention officers, is the rule in most police departments. These officers, in addition to coordinating the local crime watch program, serve as liaisons with local community leaders and organizations.

Because neighborhoods vary greatly in terms of geography, populations, and nature of crime problems, neighborhood crime watch programs vary also. There are **3 basic types:**

1. **Passive (or Stationary) Watch**

   Best suited for moderately dense neighborhoods. Calls for residents to observe activities on a regular basis from their homes - or as they go about their day-to-day activities. Monthly or quarterly meetings are usually held in conjunction with local police to discuss crime activities, the organization, and new programs ideas

2. **Mobile Patrols**
   Best in communities where homes are spaced a considerable distance from one another, making passive observation impractical. Citizens are trained by local law enforcement to patrol and report suspicious activity using CB or private channel radio systems. Citizens do not confront suspicious circumstances or persons - and are trained never to get physically involved. Rather, their weapons are their eyes, their ears, and their radios.

3. **Walking Patrols**

   Good for inner-city blocks or high-rise dwellings and complexes. Usually, the walking patrols are done in pairs using two-way radios. Like mobile patrols, police train volunteers never to get physically involved in incidents that they may observe. Problems are reported to local law enforcement via their radios.

Some Crime Watch Facts & Figures

* Nationally, there are approximately 20,000 organized neighborhood watch programs - involving an estimated 18 million volunteers.

* 7 of 8 American police departments help citizens organize 'Watch' programs.

* One in four urban families live in an area which has an active crime watch.

* According to a 1982 Gallup Poll, four out of five who don't have a watch program in their area say would like to have one organized.

* Over 90% of police arrests are the direct result of a citizen's phone call.

* In a national survey, 72% of crime watch area residents "perceived the rate of crime in their communities to be lower than the crime rate in adjacent neighborhoods."

* In Cypress, CA, burglary declined by 52% and theft by 45 percent while vandalism virtually disappeared - all as a result of police-supervised neighborhood crime watch programs.

Success Stories

* In Lower Merion Township, Montgomery County, PA, police credit the Community Watch program with helping to reduce residential burglaries by 72% since 1981.

* Burglary fell 77% in 15 neighborhoods in Lakewood, CO, after crime watch programs were initiated.

* Burglary rates in Seattle, WA were cut in half by implementing a strong Neighborhood Watch program

* In Florida, 14,000 active watch programs with 2.4 million citizens have resulted in decreases in crime ranging from 15 to 64%.

* Blocks watches in Minneapolis, MN, have contributed to a 34% decrease in residential burglary.

* Following the development of a comprehensive crime prevention program in Warminster Township, PA, property and personal crime was cut 19%. A similar initiative in Easton, PA resulted in a 29% decrease.

* In Milford, CT, 110 neighborhood watches helped check on the well-being of elderly, handicapped and sick residents after Hurricane Gloria hit their area.

Summary:

Crime prevention works - and it works on two fronts: (1) Reducing opportunities for crime; and (2) Building cohesive, caring communities.

Developing a successful crime prevention is a 50/50 proposition - or partnership. One half of the equation requires a dedicated group of citizen volunteers that are committed to making their neighborhoods safer. The other half of the equation is a law enforcement agency that is committed to crime prevention, community policing and citizen participation.

To a large degree, crime rates rose steadily in the 1960's and 1970's because citizens and police became isolated. Police were targeted as part of the 'establishment' - rather than being part of the community. Instead of getting involved at the local level, people turned their backs on crime and drug problems. Rather than being pro-active, many citizens turned their home into fortresses with bars on windows, barbed wire fences, and expensive alarm systems. All this really did was to make neighborhoods safer for the criminals.

Neighborhood crime watch programs have been successful in bringing law enforcement and the community together - closing the gap the opened up during 1960's and 70's.

The idea behind a neighborhood crime watch is to make it clear to criminals and drug dealers that: (1) you're not going to be pushed around, and (2) you will make it extremely tough on anybody who chooses to challenge you.

Like the good-guy/bad-guy scenario in the old Western movies, when the townspeople pull together, they can run the bad guys out of town - not with more police and firepower, but with citizen caring and involvement.

The key to success in crime prevention is group action, not a Lone Ranger type of a reaction.

And, as noted above, it needs to be a 50-50 partnership with local law enforcement in order to succeed.

We believe that the federal government and state governments must cooperate also to provide the necessary funding to keep community crime prevention efforts alive and growing. These are low-cost, high-impact initiatives which reap long-term benefits. Too often, crime prevention officers - and often entire crime prevention units - are the first casualty when the budget ax falls.

The emergence of community policing will prove to be an extremely positive development in the history of law enforcement in this country. We strongly support the community policing concept both in terms of effective policing - and building partnerships and coalitions at the local level in our fight for a safer America.

I would like to thank you for this opportunity to appear today - and to participate in this important exchange of issues, ideas and information.

I am now prepared to answer any questions that the Committee may wish to pose.

# # #

Mr. CONDIT. Thank you very much for being here.

One of the purposes of this hearing is to look at crime prevention programs and whether they really work, and to get a handle on where they work. Can you tell us basically where the neighborhood watch—where should it work? Do you have a format?

Mr. PESKIN. Yes. There's a whole list of statistical success stories I have in the prepared statement. Across the board, instead of focusing on single ones, we can tell you that, in the neighborhood watch groups that are in existence for at least 2 years or more, you will drop residential burglary at least 35 percent. Major crime drops 25 percent in those communities and, as each year passes, the percentage of decreases go up. It works.

Mr. CONDIT. In every neighborhood, or is there a typical——

Mr. PESKIN. Most. Most. The biggest problem that these groups have is that they form because there's a problem in the neighborhood. They come running, they form, they have this meeting, the call the police in. Then they put the program in place; 8 months, 10 months pass, and they do have some impact, but the interest fades away.

In neighborhood watch, the great reward that you have, unlike if you were selling Girl Scout cookies, and you say, "Well, I sold 20 boxes," if neighborhood watch works, nothing happens. That's the toughest thing we face, is the volunteers—what are you going to give them? They say "Well, I was out on patrol tonight and nothing happened." That's your reward.

Mr. CONDIT. I don't want to be argumentative. I just want to pursue this just for a second. The documentation doesn't substantiate that neighborhood watch is as effective in inner cities as it is——

Mr. PESKIN. Suburbs?

Mr. CONDIT. Yes. Is that your view?

Mr. PESKIN. I don't think it's as effective in inner city as it is in suburban and rural, but it is effective in the inner city, in the walking patrols and the mobile patrols. It is effective, not as effective.

Mr. PESKIN. Why is it not as effective?

Mr. CONDIT. Because I don't think the neighborhoods in the inner cities where they operate are as cohesive as the ones—there's much more traffic, there's much more transient things going on in the inner cities than there are in the suburban areas where they can keep a pretty good on who belongs and who doesn't belong. In the inner city, it's tough to do that. It's tough to have that kind of watch.

But they do work, like the ministations in Detroit and Philadelphia, they have helped that. That's one of the reasons that the ministations and the substations are put in place, because it's a tough kind of—it's the toughest kind of watch to implement.

Mr. CONDIT. In your opinion, what is the best way Congress or the Federal Government can, in general encourage citizen participation in these kinds of programs?

Mr. PESKIN. I think what has to be done is to take the success stories and highlight them. Also, I do think that funding is a factor in these. Again, I don't think it's a lot of funding that's needed, but

I think, through the States and maybe through local law enforcement, a crime prevention officer needs to be there.

Back like in LEAA days, whenever that shut down, in 1981 or whatever, there was a lot of money and a lot of criticism about what went on. But one of the good things that came out of LEAA was crime prevention.

They got the training officer, or several officers, and brought them back, and established that crime prevention unit. I think that's the area that might need some concentration, because neighborhood watch and crime prevention won't work—I think this was brought up this morning—without the officer. The officer is critical.

People, like when the police officer asks the neighborhood to do something, they respond. If the officer isn't there and it's just citizens, it's life span is limited. So that liaison officer or the 10 or 20, whatever you're able to allocate for that crime prevention unit, are critical. They're a critical link. So that may come under the funding category.

Mr. CONDIT. In my own district, they hold fundraising activities to support neighborhood watch as well as the DARE program. Is that pretty typical of neighborhood watch?

Mr. PESKIN. Yes.

Mr. CONDIT. Do they receive a lot of their money from fundraising activities in local communities?

Mr. PESKIN. Yes. If a watch group has a $1,500 or $2,000 budget, that's a lot. That's a lot of money for a local group.

Mr. CONDIT. Thank you. Mr. McCandless.

Mr. MCCANDLESS. I'm sorry I missed the first part of your testimony. Help me out a little bit in the nuts and bolts here.

I understand the principal of the neighborhood watch. I understand how it's implemented. But I haven't had an awful lot of experience relative to actual happenings while somebody is, say, on beat or the activities of those who are involved are actually taking place.

Are radios supplied to contact law enforcement? When something is discovered within the framework of the responsibility of the individual or individuals involved, how do they zero in on the necessary support?

Mr. PESKIN. There's three basic types.

There's a stationary neighborhood watch that generally does not have patrols—serves as extra eyes and ears and picks the phone up, calls the police, if they see something. It's more of a neighborhoodwide kind of activity. There's monthly meetings or bimonthly meetings held with the police department, but there's no physical schedule where they go out and patrol.

The mobile patrols are generally radio equipped. They'll call to either a base station or to some centrally located place, perhaps in the police department, in some cases, and they'll go out on scheduled patrols during the evenings or nights or whenever the high crime areas are, and if they see something they report it, the citizen takes that call and calls 911.

Then there are walking patrols which also are generally radio equipped, if they have the funds available, and they call to a citizens base station who calls the police.

The key factor in all of these is that they are 50–50 partnerships with the police department. People do not go out on their own. They're trained by the police department. They're trained not to get physically involved.

In my local community, I'm a volunteer. It's just outside of Philadelphia. Before we go out on a patrol in an evening, we go to the police department. They'll give us a little briefing about what's going on in the area in the last week or so.

We take the radios and go out and drive for 3 hours, just drive. Boring. But we go out and we drive. Sometimes you see something. Most of the times you don't. But you're out there.

One point I did want to make in regard to this being boring and it's not always the most exciting thing is that probably the most beneficial part of this whole activity, regardless of whether you walk or you ride or it's just a stationary neighborhood watch, is that, through this whole process, you get an education about one, what the police officers are going through, why they need help, how to secure your home.

You go over to your neighbor's house for dinner and you say, "Hey, gee, your locks aren't real good." Because we were in this meeting and this person didn't have deadbolt locks. So it's an educational process that sometimes too much focus is placed on the actual patrols and the signs and all that.

But really what it is, it's an educational process that becomes part of the neighborhood, and then you pass it on to your kids and they start to see that you're supposed to keep an eye the neighborhood and the locks, and you know, all the things that go on.

So the watch programs aren't just the patrols. There's a lot more to it that comes out that's beneficial. And the key part, too, is the relationship with the police department.

Mr. MCCANDLESS. Thank you.

Mr. CONDIT. Thank you very much for being here today, and you're excused.

Mr. PESKIN. Thank you.

Mr. CONDIT. We understand your situation.

Mr. Saldivar.

STATEMENT OF PHILIP R. SALDIVAR, PRINCIPAL, THOMAS JEFFERSON HIGH SCHOOL, LOS ANGELES, CA

Mr. SALDIVAR. Thank you, Mr. Chairman, for allowing me to be a part of this committee and share some of our experiences on behalf of the young people of our cities.

My name is Philip Saldivar, the principal of Thomas Jefferson High School in Los Angeles. We are 1 of 49 high schools in Los Angeles, a high school of 2,700 students on a year-round program.

Demographics are 90 percent Latino, 9 percent African America, low socioeconomic, 46 percent transiency rate. We have a 45 percent limited English-proficient population. Of our 450 seniors coming up this year, one-third of them are undocumented.

A survey that was taken of the Seniors this year indicates that the highest level of grade attendance for the parents is fifth grade, which then leaves us with not only the dynamics of instruction to the young people, but of the parents.

A little bit of my background is I was in the service for 4½ years, involved in several experiences. I was part of a congressional study that is currently ongoing on agent orange. I've also been involved at the State level on restructuring of education. I've been involved with Chief Gates in some of the Hispanic coalition committees.

I am currently still working in the community to develop some ties with the community as it develops, such as establishing the Dunbar Hotel, which is on Central Avenue in south central Los Angeles, and also developing Chamber of Commerce for the area around our school.

I was involved in the evaluation of Operation Cul-de-sac, which is a program that was highlighted by—I believe Mr. Regier is his name—earlier today. Operation Cul-de-sac came to us in January 1990 by a captain of the local Newton Division and presented some statistics that I felt were very, very enlightening to me. I had just arrived at Jefferson High School as the principal.

Part of the recommendation that, at that time, Captain Harrison provided, was that we were in the highest crime rate of any part of the city. We were recommended to establish some cul-de-sacs by highlighting areas that are, in the text, are given to you—33rd Street on the north, Vernon on the south, Central on the west, and on the east it's Compton Avenue.

The area that was identified is known as reporting district 1345, and the crime statistics that were presented at that time were astounding. We felt that—I felt, as a principal, that I needed to get involved.

As you know, the term of the principal of a high school is the instructional leader of the site. My focus has always been that I will do whatever I can to provide safety for our environment, and one of them is that the climate of the school has to be appropriate for instruction to occur.

Once I agreed to work through this, we went out and we had public meetings where we had a town hall meeting in the auditorium, and the mayor and members of the Los Angeles Police Department came and provided our community with an overview of what was to occur.

The first phase was that it was to have a survey that was to occur. There was going to be some identification of the boundaries that were going to be "drug enforcement areas, residents only." That continued as phase 1.

The second phase was that it was going to have an intense police presence for a period of time. It was going to be 24 hours. There were going to be intense metro units, police on horseback, foot patrols, that were going to take back the streets.

So that you get a kind of a bird's-eye view of the south central area, there were luxury cars that were constantly going through our neighborhood. We're in a low socioeconomic area, so it's hard to perceive that some of the community members were driving Mercedes and Jaguars, et cetera.

The activity was incredible, in that we had drive-bys. The statistics that were given to me are that, during one period of time, there were 34 drive-bys with approximately 14 homicides that occurred. The students that were attending the school then were

plagued by virtue of fear. The community was in fear, and it continued up to the time that we began the Operation Cul-de-sac.

I have conferred with Los Angeles Police Department members in that I needed to have statistics from them as to what were the effects, because I had members of the community that were not sure if, in fact, this was going to be what they wanted, as well as faculty members on our staff, if that was something that they would approve.

So, with the statistics as they receded, within a matter of 6 weeks, my population at the school increased due to the fact that I had asked the lead officers to bring youngsters in that, if they had observed them, that they were truant or not in school, and so that they needed to bring them to my attention or to the dean's office. And that occurred. And within a few weeks, our average daily attendance increased.

Our entire population, then, became more aware of the need to be in school. So the perimeter of this school and the community that was affected by Operation Cul-de-sac really took a different tone.

Additionally, talking about community and neighborhood watch, I opened up the school to the community to host the neighborhood watch, due to the fact that a lot of the residents felt intimidated or fearful that their homes would be identified by elements and would then receive some form of negative action, be that a drive-by, be that whatever.

So I have opened up our school cafeteria, our school auditorium, for meetings by the community block captains, and they have continued to the present. Still we host those kinds of meetings.

At the beginning of Operation Cul-de-sac, which was in February 1990, at that time the Drug Czar Bill Bennett was in the area, and visited our site, and was impressed with the intent of the program. Since that time, we have demonstrated that it is possible to take back the streets; it is possible to take back the parks; and it is possible to generate clusters of neighborhood watch components and block captains. But it does need the support of the local precinct or the local division—in this case, Newton Division.

I need to say that there are three individuals that were very influential. One is Assistant Chief Robert Vernon, and also officers on the beat, which are Officer Debbie McCarthy and, at that time, Sergeant George Gascon, who were very instrumental in the facilitating of the program.

The effects on the school were tremendous in that it has allowed us to have night activities. When I first got to Jefferson High School in 1989, we were unable to have any night activities, night dances, night basketball. Since this program has been in place, we have been able to have a full, thriving school activity and a schedule of events.

The success of 1345, then, promoted the LAPD to move west one sector, which is reporting district 1343, and there's a latest survey that was just provided by Dr. Laskey from Cal. State Northridge. I believe it's a matter of record, and it's in the minutes, or in the records that were provided, that the citizens want the program to continue.

The difficulty that we're seeing is in the funding or the budget that is currently not available for the local divisions and, in this case, the Los Angeles Police Department, to deploy additional police officers into the other reporting districts.

So, for instance, in reporting district 1345, there are eight officers and one sergeant. Initially, the allocation would have been 12 officers and 2 supervising officers. With the eight and one that is currently occurring, they have taken on another reporting district, so they have doubled their size with a reduced number of officers, and currently are attempting to maintain two cul-de-sac sectors with the same manpower, which makes it very difficult.

With that in mind, and seeing the effects of the school as it pertains to an Operation Cul-de-sac, I need to urge and to remind that it is only through the joint efforts of the institution of law enforcement and the institution of education that a program like this can take place. We feel very fortunate that we are able to handle and to work with the law enforcement agency and the cul-de-sac program and the neighborhood block programs, due to the fact that they are the ears and eyes of the community.

At the time that we were moving into this project, young people were having a difficult time of getting to and from school or from home to school, and once we had Operation Cul-de-sac, then those areas, once they got into those sectors, they felt more secure and continued to attend the school site.

One of the challenges that I feel was projected in the cul-de-sac was that as we established the cul-de-sac at that time, we started what they call a K-rail, which is a concrete barrier that was placed at various sites in the community. The fire department had difficulty getting into those areas, mainly because of prior access to those streets.

However, since that time, those K-rails have been removed, and now gated communities have been established. And so they have keys to get in there, and it establishes a cul-de-sac environment. I live in a cul-de-sac for my family, and I know that, because of the cul-de-sac, it allows my youngsters to be able to go on the street, ride across from one sidewalk to the other and not fear for anyone just driving by at high speeds.

This is the case in south central, where you have reduced the access and now, once you move into or you drive into an area, you have to basically come out the same way. And the residents that live in our community feel very safe.

In fact, what has occurred is that the officers that have been assigned to those cul-de-sac areas are now known on a first name basis by the community, and they have potlucks, they invite them over for dinner, they invite them for lunch. So it has become a one on one. And so when you talk about neighborhood watch, you talk about one on one, interfacing of law enforcement and community, it has occurred in our community, and I am really pleased that that is occurring.

I also feel that there's a spinoff for us at the school site, in that we have been able to apply for grants due to the partnership that we have had with law enforcement and some of the grants that were requested in the RFP that there would be a relationship with the law enforcement. Currently, we have a community project

called "CPR," community programs revitalization, and with that, we're providing jobs for kids out of the moneys that were granted to us.

One, for instance, is a community newspaper. I don't know if you had a chance to review any of the material that we sent. But this is a newspaper that's a bilingual newspaper that is written by students with the support of various mentors. USC has come in to be a part of the journalism component. Also, members of Newsweek.

Lester Sloan, who is a photographer, has taken our youngsters into the community to train them in photography. We want to expand that so that we are providing our youngsters with the knowledge of what a newspaper is like. It has taken off, because in our community, Neustro Tiempo is the only bilingual newspaper coming out of the Los Angeles Times, but the subscription is so low that the Los Angeles Times is losing.

So we have a 25,000 circulation of this newspaper that goes out. It's written by kids. We plan to expand it to 100,000. Within a few years, the funding will be lost. But this is a spinoff of what the project, CPR, has provided us. We're also looking into the JTPA, where the infant care center is going to provide teen mothers with a place for them to come to the school. We want the JTPA to be a child development program so that the training of youngsters and the prevention of any other drug activity or alcohol activity will be by the mere fact of having completed their high school.

We see that teenage mothers that have babies drop out at a higher rate. Our ZIP Code, 90011, has the highest teenage pregnancy of any ZIP Code in California, and we are addressing that by, again, taking off on a spinoff from the cul-de-sac operation.

I feel that, when we look at the activity that occurred, the insurrection, the riot that occurred in the last couple of months, that is a symptom that is occurring. I think that the symptoms that we're seeing is one of unemployment, one of low self-esteem.

Part of what we want to do out of Operation Cul-de-sac is to have an environment at the school site that will provide not only our young people that are graduating from the high school with a sense of direction, but the community at large, that they will feel safe.

There's an anecdotal comment that I need to share with you. After the first month of Operation Cul-de-sac, we were having a basketball game, an activity at night to raise some funds. And one of the officers said to me that he had just spoken with an elderly citizen who lived around the corner that it is the first time in 10 years that he had been out of his house after dark. That is criminal in all forms of anecdotal information, because of the fear factor.

Since that time, we have been able to have a lot of night activities. Our night activities in the school have been flourishing, and I think that that is a part of what has occurred in the last events in south central. No one is proud of even uttering what has occurred, but at the same time, it's a reality. I think that when we start to look at programs and at Operation Cul-de-sac type activity, it needs to be investigated and the results need to be presented.

I appreciate having the opportunity to be here to present those kinds of scenarios to you. Thank you, sir.

[The prepared statement of Mr. Saldivar follows:]

LOS ANGELES UNIFIED SCHOOL DISTRICT
Thomas Jefferson High School
1319 EAST FORTY-FIRST STREET • LOS ANGELES, CALIFORNIA 90011 (213) 232-2261

WILLIAM ANTON
Superintendent
PHILIP R. SALDIVAR
Principal

STATEMENT

of

Philip R. Saldivar, Principal

Thomas Jefferson High School

Los Angeles Unified School District

Los Angeles County

California

to the

One Hundred Second Congress

CONGRESS OF THE UNITED STATES
House of Representatives

Government Information, Justice and Agriculture

Subcommittee

of the

Committee on Government Operations

Washington, D.C.

Wednesday, June 24, 1992

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE, I WANT TO THANK THE COMMITTEE FOR HOLDING THIS HEARING ON BEHALF OF THE NEEDS OF THE YOUTH OF OUR CITIES...

INTRODUCTION

MY NAME IS PHILIP R. SALDIVAR, PRINCIPAL OF THOMAS JEFFERSON HIGH SCHOOL, ONE OF 49 HIGH SCHOOLS IN THE LOS ANGELES UNIFIED SCHOOL DISTRICT. MY BACKGROUND INCLUDES:

1.) MILITARY SERVICE: USAF 4 1/2 YEARS, VIETNAM TOUR; CURRENT PARTICIPANT IN DEPARTMENT OF DEFENSE (DOD)/CENTER FOR DISEASE CONTROL (CDC) CONGRESSIONAL STUDY ON THE EFFECTS OF AGENT ORANGE; INVOLVEMENT WITH CLASSIFIED MISSIONS WHILE STATIONED WITH USAF SYSTEMS COMMAND.

2.) PARTICIPANT IN CALIFORNIA'S DEPARTMENT OF EDUCATION RESTRUCTURING COMMITTEES.

3.) PARTICIPANT IN THE LOS ANGELES POLICE DEPARTMENT'S **HISPANIC COALITION OF COMMUNITY LEADERS** ORGANIZED BY CHIEF DARYL GATES AND THE NEWTON DIVISION **COMMITTEE TO UNITE COMMUNITY LEADERS AND RESOURCES.**

4.) PARTICIPANT THE COMMUNITY EFFORTS TO MOBILIZE PARTICIPATION OF RESIDENTS, PARENTS OF STUDENTS AND BUSINESSES IN THE SCHOOL'S ACTIVITIES.

5.) PARTICIPANT IN THE EVALUATION OF OPERATION CUL-DE-SAC AS PRINCIPAL OF THE HIGH SCHOOL LOCATED IN THE TARGET AREA INVOLVED IN THE PROJECT.

BACKGROUND OF OPERATION CUL-DE-SAC (C.D.S.):

OPERATION C.D.S. WAS BROUGHT TO JEFFERSON HIGH SCHOOL IN JANUARY 1990. BY CAPT. GORDON HARRISON, A CAPTAIN IN THE LOS ANGELES POLICE DEPARTMENT-NEWTON DIVISION. THE PILOT PROGRAM BEGAN IN FEBRUARY 1990. OPERATION C.D.S. WAS SUPPORTED BY THE CHIEF OF POLICE, MAYOR TOM BRADLEY AND THE L.A.P.D. POLICE COMMISSION BECAUSE OF THE HIGH INCIDENCE OF VIOLENT CRIME, HOMICIDE, AND GANG ACTIVITY IN THE AREA SURROUNDING THOMAS JEFFERSON HIGH SCHOOL. THE C.D.S.BOUNDARIES ARE THE FOLLOWING: ON THE NORTH - 33RD STREET; ON THE SOUTH - VERNON AVE.; ON THE EAST - COMPTON AVE.; AND ON THE WEST - CENTRAL AVE. ACCORDING TO THE LOS ANGELES POLICE DEPARTMENT. THIS AREA IS INCLUDED IN NEWTON DIVISION'S REPORTING DISTRICT 1345. CRIME STATISTICS THAT WERE REPORTED TO ME JANUARY 1990 WERE ASTOUNDING: THE NUMBER OF REPORTED DRIVE-BY SHOOTINGS WAS THE HIGHEST IN THE CITY OF LOS ANGELES; THE NUMBER OF HOMICIDES WAS THE HIGHEST IN THE CITY PER CAPITA; THE NUMBER OF KNOWN GANG MEMBERS WAS THE GREATEST OF ANY CONCENTRATED AREA IN LOS ANGELES, AND THE AMOUNT OF DRUG RELATED CRIMES WAS THE HIGHEST IN NEWTON DIVISION WHICH HAS 25 REPORTING DISTRICTS. OPERATION C.D.S.'S MISSION WAS TO SATURATE THE TARGET AREA WITH A VARIETY OF DEPLOYMENT FORCES.

PHASE I

A TOWN HALL MEETING WAS CONDUCTED BY CITY OFFICIALS IN THE AUDITORIUM OF THOMAS JEFFERSON HIGH SCHOOL TO ANNOUNCE THE JOINT EFFORT AND EXPLAIN THE PURPOSE OF THE CUL-DE-SAC PROJECT. SAW-HORSE TYPE BARRI-CADES WITH BILINGUAL SIGNS WHICH READ "RESIDENTS ONLY" "A DRUG ENFORCEMENT AREA" WERE ERECTED TO IDENTIFY THE TARGET AREA.

PHASE 2

FOR A PERIOD OF SIX WEEKS, AN INTENSE 24 HOUR POLICE FOOT PATROL, METRO-UNITS, PATROL UNITS AND HORSE BACK UNITS WITHIN THE BOUNDARIES OF THE OPERATION C.D.S. PROGRAM WERE DEPLOYED. ADDITIONAL SUPPORT WAS PROVIDED BY COMMUNITY YOUTH GANG SERVICE UNITS, WHICH ARE NON-WEAPON CARRYING INTERVENTION WORKERS WHO ARE SKILLED IN DIFFUSING AND DE-ESCALATING HIGH TENSION SCENARIOS. AFTER THE FIRST SIX WEEKS, THE NUMBER OF PATROLS WAS REDUCED. THE POLICE PRESENCE ON A 24 HOUR BASIS CONTINUED WITH REDUCED FORCE FOR APPROXIMATELY SIX MONTHS. DURING THIS PERIOD, THE NUMBER OF REPORTED CRIMES OF ALL TYPES DROPPED DRAMATICALLY (I.E., THERE WAS AN 89% REDUCTION IN DRIVE-BY SHOOTINGS); HOWEVER, THERE WAS AN INCREASE IN COMPARABLE STATISTICS FOR OTHER REPORTING DISTRICTS WITHIN THE NEWTON DIVISION.

PHASE 3

LAPD CONTINUED THEIR SURVEILLANCE AND COMMUNITY BASED POLICING BY INTRO-DUCING A BICYCLE PATROL (3 ON A TEAM) AND BY ESTABLISHING A LOCAL SUB-STATION WHERE RESIDENTS OF THE COMMUNITY WERE SERVED IMMEDIATELY BY OFFICERS WHOM THEY CAME TO KNOW ON A FIRST NAME BASIS, AND WHOM THEY CONSIDERED TO BE FRIENDS AND MEMBERS OF THEIR EXTENDED FAMILY. AS A RESULT OF THE POSITIVE OUTCOME OF OPERATION C.D.S. IN R.D. 1345, THE LAPD EXTENDED THE OPERATION ONE REPORTING DISTRICT WEST TO R.D. 1343. THE PROGRAM ASSESSMENT INCLUDES BOTH POSITIVE AND NEGATIVE EFFECTS FOR THE COMMUNITY AND THE SCHOOL.

EFFECTS UPON THE SCHOOL:

WHEN JEFFERSON HIGH SCHOOL FACULTY AND SCHOOL COMMUNITY MEMBERS WERE ADVISED OF THE START UP OF THE C.D.S. PROGRAM,

THE NEWS WAS WELCOMED BY THE SCHOOL COMMUNITY WHICH WAS EXTREMELY FRUSTRATED AND FEARFUL DUE TO THE LEVEL OF CRIME IN THE STREETS, OVERT DRUG DEALING, LUXURY CARS PARADING IN THE COMMUNITY AT ALL HOURS OF THE DAY, AND THE GENERAL ATMOSPHERE OF INTIMIDATION THAT PREVENTED OUR STUDENTS FROM GOING TO AND FROM THE SCHOOL CAMPUS. THE MAJORITY OF THE FACULTY WAS AWARE OF THE NEED FOR SUPPORT FROM LAW ENFORCEMENT, HOWEVER, WAS SKEPTICAL OF A POLICE PROGRAM FOR A VARIETY OF REASONS. AFTER A FEW WEEKS OF POLICE PRESENCE "THE GATED", "BARRICADED", "CUL-DE-SAC" SECTOR, ALL NAMES USED TO DESCRIBE THE TARGET AREA, WAS VISIBLY DIFFERENT. STREETS BECAME SAFER; PEOPLE WERE ABLE TO WALK IN THE TARGET AREA AT NIGHT; PARKS REPORTED LESS CRIME. IN ADDITION, THERE WAS A NOTICEABLE IMPROVEMENT AT JEFFERSON HIGH SCHOOL. AFTER THE FIRST WEEK OF OPERATION, I REQUESTED FROM THE LEAD OFFICERS INVOLVED IN THE PROGRAM THAT WHENEVER THEY SAW YOUNG PERSONS WHO APPEARED TO BE OF HIGH SCHOOL AGE ON THE STREET DURING SCHOOL HOURS, THEY SHOULD BE BROUGHT TO SCHOOL VIA SQUAD CAR SO THAT SCHOOL STAFF COULD NOTIFY THE YOUNG PERSON'S PARENTS AND MAKE AN ANECDOTAL RECORD OF STUDENT'S TRUANCY AND THE DISCIPLINARY ACTION, IF ANY, TAKEN BY THE SCHOOL AUTHORITIES. THE RESULTS WERE REMARKABLE IN THAT AFTER APPROXIMATELY ONE MONTH, THE SCHOOL'S AVERAGE DAILY ATTENDANCE (ADA) CLIMBED BY APPROXIMATELY 150 STUDENTS OR 5+%. WITHIN A FEW MORE WEEKS INCREASED ATTENDANCE PEAKED AT APPROXIMATELY 200 (+-50) OR NEARLY 10%. OUR CAFETERIA FELT THE EFFECT OF AN INCREASE IN STUDENT POPULATION AS OUR TRUANCY DROPPED BY APPROXIMATELY 10% WITHIN THAT TIME FRAME.

WHEN I FIRST CAME TO JEFFERSON HIGH SCHOOL IN 1989, WE WERE UNABLE TO HAVE A SUCCESSFUL NIGHT DANCE OR NIGHT BASKETBALL GAME, TO STAGE ANY NIGHT EVENTS REQUIRING COMMUNITY PARTICIPATION BECAUSE OF THE FEAR OF BEING ON THE STREETS AFTER DARK. HOWEVER, AFTER OPERATION C.D.S. CONNECTIONS DEVELOPED WITH THE LEAD OFFICERS AND THE TEAM ASSIGNED TO JEFFERSON HIGH SCHOOL, WE WERE ABLE TO BRING LIFE BACK INTO THE COMMUNITY AND OUR SCHOOL IS NOW THRIVING AND ABLE TO PROVIDE A COMPREHENSIVE HIGH SCHOOL SCHEDULE THAT INCLUDES EXTRACURRICULAR ACTIVITIES. AFTER THE COMMENCEMENT OF OPERATION C.D.S., THOMAS JEFFERSON HIGH SCHOOL SUBMITTED A PROPOSAL TO THE CALIFORNIA STATE DEPARTMENT OF DRUG AND ALCOHOL PROGRAMS TO CREATE A "DRUG FREE ZONE" ON THE SCHOOL CAMPUS AND IN THE SURROUNDING COMMUNITY. THE PROPOSAL WAS APPROVED AND FUNDED AND IS KNOWN AS "PROJECT COMMUNITY PROGRAMS REVITALIZATION" (PROJECT CPR). PROJECT CPR WAS FUNDED FOR A THREE YEAR PERIOD AT $500,000.00 PER YEAR AND IS DESIGNED TO COMPLEMENT OPERATION C.D.S. GOALS AS WELL AS EXPAND THE ROLE OF THE SCHOOL IN COUNTERACTING SUBSTANCE ABUSE PROBLEMS IN THE COMMUNITY (SEE ATTACHMENT A). THE PROJECT SEEKS TO ADDRESS A NUMBER OF FACTORS WHICH PLACE YOUTH AT HIGH RISK AND EMPOWER THE COMMUNITY TO ADDRESS ITS NEEDS BEYOND THE PERIOD OF SPECIAL FUNDING.

CHALLENGES:

1.) WHILE THE PROGRAM HAD MANY POSITIVE EFFECTS, THE PROGRAM CREATED CERTAIN PROBLEMS. THE C.D.S. LOCKED GATES AROUND THE TARGET AREA INCREASED THE RESPONSE TIME OF EMERGENCY VEHICLES (I.E., THE FIRE DEPARTMENT CREWS HAD TO USE KEYS TO THE UNLOCK THE C.D.S. BARRICADES).

2.) THE REDUCED OFFICER ALLOTMENT BY LAPD PERSONNEL HAS NOT PERMITTED

THE PROGRAM TO EXPAND AND MAINTAIN THE SAME LEVEL OF DEPLOYMENT IN THE EXPANDED TARGET AREA. THE ORIGINAL DEPLOYMENT ALLOTMENT WAS 12 OFFICERS AND 2 SERGEANTS, NOW IT IS 1 SERGEANT AND 8 OFFICERS. MORE OFFICERS ARE NEEDED, BUT CANNOT BE PROVIDED DUE TO BUDGETARY CONSTRAINTS.

IMPACT OF THE PROJECT:

OPERATION CUL-DE-SAC HAS GIVEN A SEGMENT OF OUR THOMAS JEFFERSON HIGH SCHOOL COMMUNITY THE EXPERIENCE OF LIVING IN AN AREA FREE OF THE FEARS OF CRIME, GANG WARFARE AND DRUG DEALING. YOUTH HAVE EXPERIENCED NEW JOB OPPORTUNITIES, INCREASED SCHOOL AND COMMUNITY ACTIVITIES, INCREASED NEIGHBORHOOD BLOCK CLUB INVOLVEMENT, STRONGER RELATIONSHIPS WITH OFFICERS FROM THE LAPD AND LENGTHENED THE LIFE SPAN OF UNKNOWN NUMBERS OF YOUTHS AS A RESULT OF THE REDUCTION IN THE AVAILABILITY OF DRUGS ON THE STREETS AND THE REDUCED NUMBER OF DRIVE-BY SHOOTINGS AND RELATED HOMICIDES. A RECENT SURVEY OF THE NEW REPORTING DISTRICT 1343 WHERE OPERATION C.D.S. HAS BEEN IN PLACE FOR APPROXIMATELY 2 MONTHS INDICATES THAT THE NEIGHBORHOOD CITIZENS WANT IT TO CONTINUE. THE DEPARTMENT OF JUSTICE CAN CONTINUE TO ASSIST ALL URBAN AREAS WHICH ARE EXPERIENCING WHAT THE L.A.P.D.'S NEWTON DIVISION AND THE CITY OF LOS ANGELES HAVE EXPERIENCED OVER THE PAST FEW YEARS AND IN THE MOST RECENT INSURRECTIONS BY CONTINUING TO FUND COMMUNITY BASED PROGRAMS WHICH PERMIT THE EDUCATIONAL AND EMPOWERMENT PROCESS TO CONTINUE. MY SCHOOL'S COMMUNITY HAS EXPERIENCED HIGH CRIME, HIGH RATES OF TEEN PREGNANCY, AND LOW SELF-WORTH FOR STUDENTS AND ADULTS. WE HAVE SEEN IN THE INITIAL PHASE OF THE C.D.S. PROGRAM A MODEL THAT COULD ADDRESS

THESE HARMS AND ALLOW YOUTH TO OVERCOME SUCH ADVERSITY. I VIEW FUNDING OF PROGRAMS TO ADDRESS THE FACTORS WHICH PLACE OUR YOUTH AT RISK AS CRUCIAL. THROUGH COLLABORATION, THE RESOURCES AND EFFORTS OF THE SCHOOLS, SOCIAL SERVICE AGENCIES, EMPLOYMENT SERVICES, HOUSING AND HEALTH CARE PROGRAMS CAN BE POOLED AND COORDINATED TO TACKLE THE PROBLEM.

I WISH TO THANK THE COMMITTEE MEMBERS FOR PROVIDING ME WITH AN OPPORTUNITY TO GIVE INPUT AND SHARE PERCEPTIONS OF URBAN COMMUNITY NEEDS. YOUR SUPPORT IN IDENTIFYING AND PROVIDING NEEDED RESOURCES WILL BE CRITICAL TO THE REVITALIZING OF OUR INNER CITIES. JEFFERSON HIGH SCHOOL'S VISION EXPRESSES THE SCHOOL COMMUNITY'S HOPE FOR ITS CITIZENS (SEE ATTACHMENT B).

Attachment A

State of California
Department of Alcohol and Drug Programs
Community Drug-Free School Zones:
A Comprehensive Program for High Risk Youth
SCOPE OF WORK

School: Thomas Jefferson High
School District: Los Angeles Unified
County: Los Angeles

Demographics: Ethnicity: Hispanic 90%; Black 9%, Other 1%
Enrollment: 2,700
Feeder Schools: 13

Synopsis of Program Design:

Jefferson High School is situated just south of downtown Los Angeles. The attendance boundaries are 7th Street (N), Slauson Avenue (S), Long Beach Boulevard (E), and the Harbor Freeway (W). The Jefferson High School (JHS) community is characterized by overcrowded schools, insufficient housing, large limited English proficient population, unskilled/semi-skilled labor force, unemployment and poverty-level incomes. The number of live births to teen age females who reside within the JHS attendance boundaries is the highest in Los Angeles County. The police reporting district which encompasses JHS had the highest 1989 violent crime rate in Los Angeles. Much of this crime is associated with drug-trafficking and its concurrent gang activity. There are few opportunities for employment and wholesome recreation available to the youth of the community. Further, recent rioting has left the community more desolate than before, decreasing even further the number of local jobs available to this population.

The JHS program has been named Community Programs Revitalization (Project CPR). This program is designed to provide services to the high school, its feeder schools, and the neighborhoods surrounding these schools. Project CPR involves the cooperation and collaboration of schools, local government agencies, community-based organizations and law enforcement, in an effort to address factors which place youth at high risk for alcohol and drug-related problems. Key components of this program include the following:

Drug-Free Zone

JHS has formally established a drug-free zone encompassing a 1000 foot perimeter around the school. Signs have been posted to visibly designate this zone as a zero-tolerance area. The Newton Division of the Los Angeles Police Division continues to provide special services to this area designed to decrease the drug trafficking, gang activity, and drive-by shootings in and around the school. Selected streets are designated as enforcement areas and cement cul-de-sacs have been erected to prevent easy access to these areas. Patrols of the JHS area have been increased and a police sub-station has been established approximately 3 blocks from the school. Additionally, local police officers are, and will continue to be, a visible presence on the JHS campus.

Vocational/Educational Development

Project CPR will increase opportunities for employment for youth from low income families. Youth News Service subcontracts with Project CPR to produce a bilingual community newspaper written by teen staff. Students are paid while participating in training and publishing activities. Students are also providing articles for the Los Angeles Times bilingual section "Tiempo Nuestro", for which they will receive stipends for feature articles that are published. Teens will continue to be employed to assist with implementation of and on-going project activities. These activities include in-class and after school tutoring at local elementary schools, campus and neighborhood beautification activities, athletic/ recreational workshops, and assistance with project clerical functions. Project linkages with government and agency systems and the private business community should provide increased job opportunities with the improved coordination of resources. Job readiness training is offered to youth participating in the Project.

Alcohol and Drug Intervention Programs

The number of counseling and support groups available to students and parents will be increased. A Peer Leadership/Counseling Program will be established at the school to provide the students with trained peer support. Peer counselors will also be trained to assist with identification and referral of students needing further intervention services.

Some schools in the JHS complex are being reconfigured effective July 1, 1992. As a result, 6th graders will go to middle school and 9th graders will be enrolled in high school. This will cause these students to be exposed for longer periods of time to older students who may already have developed alcohol/drug problems and gang affiliations. Early intervention activities will be provided for these youth attending Carver Middle School and Jefferson High School who will need added support to avoid becoming involved in alcohol/drug/gang and other non-constructive activities.

High Appeal Activities

Avalon-Carver Community Center will continue to provide comprehensive prevention programing during the school day and after school to one elementary and add one junior high school campus. Additional activities will be available on Saturdays and during vacation periods and will offer attractive alternatives to gang affiliation and drug trafficking. Such programs will promote a sober and drug-free lifestyle through athletics, recreation, culturally-based celebrations/workshops, and support groups. An additional focus will be to promote intergeneration participation in activities for the high school and its feeder schools.

Parent Education/Involvement

The Parenting Involvement Coordinator will continue to provide parenting sessions for parents, including teens and other care givers of JHS Complex students. The focus of these classes is to assist parents with skills relating to problem solving, self esteem enhancement, addressing suspected alcohol/drug use and gang affiliation by their children, and communication skills. Groups also serve as support mechanisms for parents. Teen classes will include such topics as child development, nutrition, health, and other issues unique to teen parents. Parent involvement will be extended to include parents/families in other types of training that may become available or may be requested by parents such as HIV education.

Community Advocacy for Health

An Infant Care Center is scheduled for implementation in July 1992. Teen parents at risk of dropping out of school will be provided child care, instruction in child development, nutrition, and other topics which address the

health needs of their offspring while continuing to pursue a program of instruction leading to a high school diploma. Youth News Service will continue to contract with CPR to produce the teen-written bilingual newspaper. The newspaper, El Original, publishes articles and information to help reduce the incidence of drug and alcohol abuse and gang affiliation in the JHS community as well as other pertinent health and mental health issues and resource information.

School and agency sponsored health/wellness promotion activities, including health fairs, will continue to inform the students and their families of the types of substance abuse and other health problems in the community, and measures that may be taken to reduce such problems. Events will be publicized by school announcements, flyers and local media, including El Original.

Community Coalition

A Coalition was formed during Year 1 and will continue to oversee activities of the Project. The coalition is comprised of school personnel, parents, students, religious leaders, representatives from governmental and local agencies, and community based organizations. Members will participate in workshops and training in order to keep current with programs which address the needs of high risk youth and their families. Community beautification, an expanded Saturday activities program and improved communication is an outgrowth of the coalition.

LOS ANGELES UNIFIED SCHOOL DISTRICT
THOMAS JEFFERSON HIGH SCHOOL

Attachment B

VISION STATEMENT

Jefferson is a student-centered school. We believe that school should be a place where our students learn to understand themselves as human beings and to use their minds well. We expect our students to demonstrate principles of moral awareness and democracy as well as values of trust, fairness, and mutual respect for themselves and their community. We also believe that students must develop skills that will enable them to enjoy physical and emotional wellness. The success of our students will occur when there is support, commitment and cooperative interaction among parents, students, teachers and school staff. Finally, Jefferson must be a safe and pleasant place where students can live, learn and work together.

WHAT A DIPLOMA FROM JEFFERSON HIGH SCHOOL MEANS:

Learner Outcomes: What are the essential learnings we believe are critical to the success of all of our students?

- mastery of essential skills (reading, writing, speaking, listening, numeracy skills and critical thinking skills);
- facility in social interaction;
- capacity to apply problem solving technique to real life situations;
- understanding of citizenship responsibilities, political process and the experiences needed to actively participate in that process;
- responsibility in maintaining an ecologically sound environment (school, community, globe);
- ability to use technology as a tool for learning;
- acquisition of strategies to sustain lifelong learning and career planning.

Mr. CONDIT. Thank you, Mr. Saldivar. We will have some questions for you in just a little bit.

Mr. Conwell, thank you for waiting.

STATEMENT OF WESTIN CONWELL, SOUTHWEST DIRECTOR, GUARDIAN ANGELS

Mr. CONWELL. Thank you. Thank you, gentlemen, for having this hearing and inviting me here today to provide us the platform to explain a little bit about what we are and what we do. Unfortunately, I don't think I could go into everything that we've dabbled in in the 13 years of the Guardian Angels, but I will do my best to touch on as much as I can.

I also would like to apologize from Curtis Sliwa, who I was with about 3 a.m. He dearly wanted to be here to present this himself but, unfortunately, you might have heard that he was gunned down in New York on Thursday. He's doing better, and he hopes to again return here sometime and be able to present this in further meetings.

What I would like to do is tell you a little bit about myself so you understand a little bit about the heart of the Guardian Angels and the people that are involved in the group.

I'm 25 years old, from San Diego, CA. I am a sixth grade school teacher, and I left that 3 years ago to be a full-time Guardian Angel. The opportunity arose for me to move to Los Angeles and become a director with the organization.

Currently, I live in Los Angeles, and this is what I do 7 days a week, 24 hours a day; I run this organization. I run just about half the United States. My title is southwest director, and my territory encompasses from Oklahoma City up to Canada and everything on the western side of that.

I'm going to go into now how the organization was founded, where it came from, and what our goals and objectives are. But first I want to give you a figure that you can play with in your head to see what sort of effectiveness we have with volunteer hours, and in ratio to cost effectiveness.

This figure is only for Los Angeles. Last year in Los Angeles, we had 70,656 hours of volunteer time in Los Angeles alone. The budget for Los Angeles last year was $10,800, and we were able to put that many hours together with a very, very small budget. The reason we can do that is, everybody is a volunteer. Nobody, from Curtis on down the line, receives a paycheck in any way.

Curtis Sliwa started this organization back in 1979 in the streets of New York on one subway—what they called the "Muggers' Express." That was the subway where, every night, people would come out of there beaten, mugged, stabbed and killed, and one of the only places they could go to was a McDonald's.

Coming out of the subway tunnel, you would see a McDonald's that was right up front there, and the lights beckoned help. And so people would come in every night looking for some sort of assistance at that McDonald's. Curtis Sliwa was the manager there.

So he got the idea, with 13 of his friends, that after work each night, they would go down into the "Muggers' Express" and, while riding that subway, with a visual presence, they would prevent any violence from occurring on that subway. Hence, the Guardian An-

gels were born. They originally called themselves the Magnificent 13, and started doing this every single day.

More and more members continued to join their organization, and it continued to spread throughout different subways and different streets of New York City. Within 1982, the group had spread all over the United States, and the name had become the Guardian Angels. In 1982, Los Angeles was founded, and other groups formed off of that one, including San Diego, San Francisco.

Currently we're in 65 cities throughout America and we're about 7,500 members strong. That's nationally. We also have international chapters in Europe, including London, Switzerland, Germany, Sweden, Australia, and Mexico and Canada.

Through the history of Guardian Angels, there's been a lot of opposition. When we first came out, people wanted to put names on us and labels on us as being a vigilante force, which was probably the biggest one that came with us, or that we were a gang.

What we've tried to do over the past 13 years is just establish ourselves with credibility, and that way we can dispel these myths of vigilantism—that we are going out there with the sole purpose to get in fights, to rock heads, so to speak.

Over 13 years, we have proven ourselves with the New York Police Department and many other police departments throughout America that that's not what we're here to do. We're here to be a visual deterrent to crime on the streets.

Guardian Angels are made up mostly of the troubled youth and the high-profile youth of America. From ages 15 on up to 25 is where the bulk of our Angels come from. On the streets of New York and in Los Angeles, these kids come from the inner cities—south central Los Angeles to the Bronx of New York—where they can participate.

The biggest problem, we feel, in these communities, is that there is a lack of community leadership. Who do these kids in the communities have to look up to? Once upon a time, we could look up to Mom and Dad, and once upon a time we could look up to the cop on the street. As we've seen, that's no longer there.

So we want to be out there in these communities and provide the positive role model that these kids need, and allow them to contribute back into the community. This is what the Guardian Angels do now is, we get these kids, we train them in martial arts and in street-smart training, and in legal training. We put them on the streets in these high-crime areas and we let them assist the police department in being a visual deterrent to crime.

The reason we wear the red beret and the white T-shirt is we want to stand out. We want to look like a Pillsbury Doughboy out in the middle of it, in hopes of preventing the crime from happening.

If you have 8, 10 drug dealers on a corner and you see 6 Guardian Angels come up in red berets and with T-shirts, the drug activity will stop and it will move away. That way, we are able to control certain neighborhoods, certain communities, and prevent the crime and the drugs from being there.

Some of the other things that we get involved with, other than just fighting crime in the streets, is organizing communities. In Los Angeles, I have organized 25 communities throughout the south

central Los Angeles areas into a neighborhood watch type of program, but the problem I have with neighborhood watch programs is just the word "watch."

A lot of times, watching crime and then calling it in isn't a response time fast enough to do anything about it. For example, if you look out the window of your living room and you see somebody jimmying into a car or hanging out in front of your house that doesn't belong there, and you dial 911, the police will not respond, because a crime has not been committed.

If you see somebody breaking into a window of a car and you dial 911, police will respond, but here comes another problem: The police in Los Angeles are so undermanned and understaffed that it's going to take them 30 to 45 minutes minimum to get there, because it's not a life threatening situation. So, in the meantime, he's hit five or six more cars and taken a leisurely stroll out of the community, and made it away scot-free.

So what we have done is, we have empowered the community to come out on their own and make a difference and, at the early stages. What we recommend is that if you see somebody breaking into a car, then of course you dial 911 immediately and let the police know. Hopefully, they can get there.

But we want you to take steps before that. When you look outside your window and you see the crime and you watch the person hanging out in front of your house, we want that community to call one another and to then come out.

What the ideal goal would be is at 2 a.m., John Doe looks out his window and sees a group of people hanging out in front of a house, in front of a car, or whatever, to then pick up the phone and call other members on that block in that community and say, "Hey, we've got some people out front, let's do something about this."

What we don't want them to do is go out with baseball bats and run them off the street. What we do want them to do is to turn on their porch light, step out front, and sweep the porch.

What this does to the criminal is, you start looking around, you know, saying, "OK, that's a good car over there; let's look at the Porsche or let's look at the Nova." And all of a sudden, systematically, each door opens and somebody comes on the front porch with a broom and starts sweeping the porch and staring at them at 11 p.m., 12 p.m., 1 a.m. The message will get out that this community is not one that's going to put up with these problems.

We have done this 25 times throughout Los Angeles, and it has worked very well. This is a lower stage of community action.

The higher stage is empowering the community to go out there and patrol the streets themselves, in a nonviolent way. We don't want them going out there making citizens' arrests, necessarily; we don't want them going out there with baseball bats and taking the law into their own hands. We do want them going out there in the drug infested neighborhoods and making a statement—going out there and letting people know that they are there and they are being watched.

The typical scenario is you have eight drug dealers on a corner. They claim this corner and they do it by ruling fear throughout the community. Well, we can get the community to come out two or three times a week, and we put signs on them. And they come out

and they stand across the street from the drug dealers demanding that they want their streets back and that the buyers beware. What they do is they take down license plate numbers and snap photographs.

When you have the power of the whole community coming out like that, it's a short time before the drug dealers pack up and move away, and it's not the police that have cleaned it up; it's the community that cleans it up. When you have that, you have a vested interest in your community.

When the police department comes through and does a raid and the gang members are gone, that's fine, but the community doesn't feel like they've had a part in that, and they won't take interest in keeping it away next time. So we want to get the community to come out and work to help clean up these neighborhoods.

Again, the reason I pointed out our budget at the beginning if this is to let you know that it's not just money that makes programs like this work throughout America. In fact, money is probably the smallest part. We don't take donations from Federal or State government. We want to take donations from John Doe on the corner—$5, $10, or $1—that's all it takes to sustain us so we can go out and help these other communities.

What we do need from Congress is to let the word out that the police department needs to work with these communities in a very proactive role. Right now, they don't. Right now, a lot of communities are still very apprehensive about putting power into the communities.

For a long time, it's been the police that are responsible for the communities, and police that are responsible for fighting crime. As the Guardian Angels have pointed out for the last 13 years, the police can no longer, due to financial reasons and due to size, handle the crime that has plagued America.

It is up to citizens like myself and like yourselves to get out and do something about it. But we need to encourage them to do that, and we can encourage them through yourselves putting a message down to the police departments of America to encourage this sort of activity.

Even in the Guardian Angels today, after 13 years, we still have some apprehension in working with many police departments. It's become a lot better, but we're willing to put that in and work with them. In a city like San Diego, we do get some apprehension from them, but it's because we haven't been established in that city for 13 years.

If it takes 13 years, if it takes 25 years, the Guardian Angels will be there on the streets, 7 days a week, 24 hours a day if need be, battling crime, as a visual deterrent and as a positive role model.

We need to get these kids off of drugs and give them a positive place to go. Right now, if you look at the job market that's out there for these kids, if you look at the role models that are out there for these kids, there are very few.

If you want a child to have, or a youth to have a high self esteem working in a minimum wage position at a McDonald's, it's going to be very hard to get, and there's going to be more leaning toward drugs and gangs, whereas other places, they can put this into the

community by participating in their community watch programs and participating in their local Guardian Angels chapters.

One thing about Guardian Angels is, when we go to a new community, even within Los Angeles, we don't come with Angels from outside of that neighborhood.

For example, if I'm going into south central Los Angeles with a group of Guardian Angels, I am not going to establish a chapter with guys from the valley. I won't establish them with guys from New York. I will establish that chapter with kids from that local community, and adults from that local community, to work in there and to solve their problems with their vested interest inside their community.

One of the biggest problems with the Guardian Angels that we've had for 13 years is the stereotype that people have labeled us, and how they've labeled us without ever knowing. One big problem is that we don't have a budget that we can put commercials on TV saying, "This is who we are; this is how we operate; we're not a bunch of punks and thugs and gang members that are out here to extort the community."

So unless these communities have worked with Guardian Angels firsthand, the only thing they have to associate themselves with Guardian Angels is the national organization and news media that they see from other cities. As you all well know, news media is not always the most accurate means of information to judge an entire organization upon.

So what we have to do as an organization in the next 10 years is remove the Guardian Angels from the garage, so to speak—how we've been working for 13 years—and put them more into the mainstream, to where people who know about the Guardian Angels learn, and we are able to remove the stereotypes from them about the Guardian Angels.

Every Guardian Angels that goes onto the street goes through a 3-month training process. We don't feel that putting untrained people on the streets would be very safe, especially with some of the communities that we go into—south central Los Angeles, Watts, Compton, the Bronx. We want to make sure that these guys are trained and know what they're doing.

Every group of Guardian Angels that goes on patrol has one designated leader. That person is called the patrol leader. He is in charge for the entire operation of his group while he is out there. They are all trained in self-defense and in how to make a legal citizen's arrest.

Our first goal when coming across a crime is to dispatch the radio communication—a 911 call to police—have the police come handle the response. But if that is not possible, Guardian Angels will, without hesitation, make a citizen's arrest and detail the people until the police show up. We will then follow all the way into the court system and we will follow it through to the fullest of our abilities.

The word "community policing" has been a buzzword that's been around for a few years, and picking up momentum. That is something that we really need to concentrate on, is community policing. But we need to do it, again, by empowering the community to build

together and to fight crime and establish a community atmosphere in the neighborhoods again.

The neighborhoods, as has been mentioned before, are lost. This Cul-de-sac Program is an excellent program of building communities back together again. But this also points out the Cul-de-sac problem, problems with our local law enforcement agencies.

Six years ago, the Guardian Angels in south central Los Angeles tried a program similar to this of—after meeting with the community—blocking off a neighborhood and making it a gated community. The Guardian Angels subsequently were all arrested for doing just what they're doing today.

Charges later were dropped on that, but this just goes to show that when citizens get involved to do something, there is apprehension from the police department about somebody else getting involved. The slogan we need to get the police department away from is the slogan that is said behind the doors—and that is, "We're police and you're not." They tend to want to rule that in the community, with the upper hand.

We need to let the community know that they are responsible for what goes on in their community, they have a voice, and they have the power to do something about it, and that's the message we need to get to them.

I want to thank you all for providing me the opportunity to come here and speak with you today, and if you have any questions feel free to ask them.

Mr. CONDIT. Thank you very much, Mr. Conwell. I know you're from Los Angeles, and let me ask you a question that bears directly on one of the most serious problems Los Angeles faces, and that's gangs.

The Wall Street Journal ran a front-page story yesterday about gang members forming corporations to employ young people in the wake of the riots. What is your opinion about this concept? And, Mr. Saldivar, I'd like your opinion as well.

Mr. CONWELL. The gangs have been recruiting young people in the community for as long as gangs have been around. The gangs actively recruit harder than any organization has ever recruited in the past. They live recruiting, they breathe recruiting 7 days a week, 24 hours a day, by flying their colors, hanging out in front of schools. And many schools you go by, you'll see these gangs there.

So, yes, they're out every day recruiting, because that's where their strength comes from, is in intimidation of the youth on their way to school and intimidating them into the gang, or intimidating them into violence, into leaving the community or leaving school.

So, it's a very big problem, and the way we need to do this is, in the communities, to bind them together and let them know there is strength in numbers. The gangs are a minority in Los Angeles and throughout America. But until the silent mass together and do something about it, we will not be able to stand up to them.

And so, in the schools, we need to put programs together of positive role models, positive peer role models that can band together and help stand up against these gangs.

Mr. CONDIT. Mr. Saldivar.

Mr. SALDIVAR. I had an opportunity to see that article. I think that when we start to come to the table with elements of another arena, that have not been prior, have not come to the table prior to discuss matters that are legal, such as business issues, I think that we need to be suspect, mainly because of the track record.

I would only say that if, in fact, there were to be discussions on businesses or on matters of being legitimized, that I would like to think that their track record would come forth prior to making any long-term agreements, based on the fact that there was money that was going to be delivered to them by a sponsor. This sponsor, I believe, was going to provide the Blood and the Crips with X number of thousands of dollars to go into a venture of washing windows, or washing cars, I believe.

And I think that there are many other good programs that have been established. When I was going to college, I worked with the Sugar Ray Youth Foundation, which was a program to assist young people in a variety of ways, be that through athletics and through the sportsmanship. I think that if, in fact, that is going to occur, that research for some of those programs have had established background and track records, to look at how they can continue to be a part of it, or even the old YMCA's, YWCA's, that have a track record, and start maybe the human resources and the human development process through some of those agencies. The JTPA, who is established. But I think that there needs to be some caution taken.

Mr. CONDIT. Thank you very much. You were very comprehensive in your statement, your written statement, about the Operation Cul-de-sac, and what it has done for the community. There was some negative as well as positive information in there. Do you think Program Cul-de-sac is the answer? Is it a thing that other communities ought to implement and try to do?

Mr. SALDIVAR. In the community that I am working in, I think it is. If I was to move to another section of the city as a principal of a high school in the west side of Los Angeles, where let's say it's different, I don't think that would be as effective. But I think that every community has to develop a particular program that would be germane to that need, be that—in east Los Angeles I worked at Garfield High School, where maybe the same program would not have been as effective. In some parts of the San Fernando Valley, where you do have a high crime element, it could be very effective as well.

But I think it's a collaborative effort between the responding agencies, in this case the school, and the captain of that division.

Mr. CONDIT. Operation Cul-de-sac, I believe, is in the heart of the south central Los Angeles area. Is that correct?

Mr. SALDIVAR. That's correct.

Mr. CONDIT. How did the community fare in the wake of the Rodney King verdict and the recent riots?

Mr. SALDIVAR. I need to say that I am very pleased that our school, which is basically right on Central and King Boulevard, did not receive any vandalism. We were not burned, broken windows. We didn't have any of the violence that was demonstrated in other sectors, and I need to say that it's probably because of the faculty

and the program that we are running at our school, where the community has respected our efforts.

We do have an element of the—it's a communist group that always surfaces and is always in the middle of the eye of any disturbance. They were the only ones that painted a flag on the front of the school that said, "You have the right to rebel." And I went out on a Sunday to paint that graffiti. But that was the only form of activity that occurred in our community.

As far as the Rodney King, I think that every citizen that observed the videotape as it was portrayed on the media shrugged to see the acts that occurred, and we were no different in our community. There should have been other measures taken besides that.

Mr. CONDIT. Well, is Operation Cul-de-sac responsible for that attitude?

Mr. SALDIVAR. I would say that Operation Cul-de-sac bridged a different attitude with the police officers than what was observed on the television, mainly because there was a very personable—and there continues to be a very personalized relationship with the officers and the community, so that they viewed the Los Angeles police department in a different light than those that responded to Rodney King.

Mr. CONDIT. Operation Cul-de-sac, the area that it operates in, I guess, I have information that you can document reduction in certain crimes in the area. There are those, though, who suggest that it ought to be terminated so that you can take the money and spend it on other areas such as creating jobs, more law enforcement, actual law enforcement personnel in the neighborhood, and so on and so forth. What do you think of that suggestion?

Mr. SALDIVAR. Well, the suggestion, I think, is a noble suggestion in view that if those that are suggesting that do not live in that cul-de-sac, but I believe if you were to go back to the residents of that cul-de-sac, that they would give you an argument to leave the cul-de-sac program as is.

It's very easy for those that do not live in the cul-de-sac area to respond in view of not experiencing a drive-by that may have occurred repeatedly within the confines of your neighborhood, or of seeing gang members indicate that this is their park, or indicate that this is their street, or this is their corner, but I think that those that are responding of removing the cul-de-sac to deploy police officers to other areas do not have the sense of what it has done to bring safety to that community.

Mr. CONDIT. So you would think that the money—I mean, I don't want to put words in your mouth—the money is well spent in program Cul-de-sac, and you probably get more out of your money for that program than you would these other things that have been mentioned?

Mr. SALDIVAR. Absolutely. The substation that—another spinoff of this has allowed the police officers and the community to respond to a substation within a block away of the cul-de-sac versus having to go directly to the division for any response. And I would again—the cul-de-sac has brought life into the community. They provided a carnival for the kids. They have been role models. On Saturdays we have free movies for the kids. We have been running between 150 and 175 children, young people coming into our audi-

torium, which is supervised by the cul-de-sac officers for free movies.

In our south central, there are no theaters, bowling alleys, recreational areas for the young people to go to, so what is the next best thing that they are going to do? That is to hang out, and then from there it deteriorates.

Mr. CONDIT. Thank you very much. I have a question for Mr. Conwell, and then I will move on to Mr. McCandless. Your comment about, and I think you stated it very well, the apprehension about the police departments, about embracing the Guardian Angel, my thought about that is that you're regional director for the Guardian Angels. You go into a community and you recruit young people for your operation.

I'd like for you to tell me, just as a practical matter, as briefly as you possibly can, who do you target in on? Who do you recruit? And then, once you recruit them, you have training, you said, 3 weeks of training. You have to, I mean, look at the police officer. He's thinking, gee, I've got this 18, 19, 20-year-old young person out there walking the streets that's got 3 weeks' training, and they're putting themselves in a life threatening situation.

I mean, I can understand that apprehension myself. I don't know if it's justified. Maybe you can tell me that it is. But is there anything that you could do or say in that process that would ease my mind or the police department's mind in that?

Mr. CONWELL. You know, to be honest, no. It is a scary thought, to think of 18, you know, 15- through 19-year-old youth from the community that per se could be rioting and threatening their very lives, are then out there wearing a red beret and a T-shirt, knowing that these are the same kids in that community, are now fighting crime, making citizen's arrests, if need be, and to be taken seriously.

Well, being that, you know, you are not in the community dealing with the police officers, I would say, no, that's a very justifiable response, to say, you know, tell me more. I don't trust it yet.

But then, when you're in a community, like we are in Los Angeles, since 1982, where we've been in the different communities for 7 days a week, 24 hours a day, dealing with Darryl Gates, you still have an apprehension, even though the arrests we've made, we follow through, we get the convictions. We don't have Guardian Angels locked up. We don't have Guardian Angels arrested for assault and battery, for false arrest, false imprisonment.

All the things down the line that they said would happen never happened. That should be a telltale sign that it is working, with the arrests. In the communities that we're in, San Diego Association of Governments did a 1-year comprehensive study back in 1984 that found that the Guardian Angels, when they target a community for over 3 months, crime falls, violent crime falls in that community 35 percent.

That is excellent, but that was 1984, even before we refined our measures to where we are today. So, I think, yes, we can be very effective. The training is 3 months, not 3 weeks. But throughout all of this, we do it all internally.

Some of the things that we have worked with police departments to ease this is to say, you know, local police department, we would

be glad to give you information on every Angel that is patrolling these streets. We would be glad to allow you to train, anything that you feel we are lacking in, provide training or explain the training that you'd like us to improve upon so that it would increase our working relationship. But we still get doors with that, you know. To get a liaison officer from 90 percent of the police departments is a leap and a bound.

But I'd like to followup by saying that, to be honest, it doesn't matter for us whether I have police department support or not. I need community support. We're not going to go riding into a community that doesn't want Guardian Angels. Before I go in, I will survey the community, talk with the community, and must be invited in by that community.

And for a community to invite Guardian Angels in, they are in a class A crime-ridden neighborhood, and they are desperate, and they work with the Guardian Angels. We are able to clean their neighborhood up, and after 6 months we generally move on, leaving them the responsibility of maintaining the safety in their community.

Now, if I have police support upon doing this, great. If I do not, fine. But this, you know, what I'm asking for is not necessarily for us, but for these other community groups that are discouraged from doing this. It comes down to a police officer by police officer basis. When you have a police officer that rolls up, and you have a community group that's outside, you can get a rude response from a police officer or you can get a happy response, depending upon what the operational order is for neighborhood watch groups from the police department.

Mr. CONDIT. Thank you very much for that candid answer. Mr. McCandless.

Mr. MCCANDLESS. Thank you, Mr. Chairman. Mr. Saldivar, I compliment you. You have probably one of the most challenging jobs of the school system in Los Angeles. You talked about Garfield, and you are at Jefferson. And you are right in the eye of the storm as it relates to drugs, and as it relates to gangs, and everything that happens as a spinoff from that.

In your experience, what kind of projects do you believe work the best with respect to reducing drug problems within the educational system, and to minimize the gang influence?

Mr. SALDIVAR. I think it's a multipronged approach. I don't think there is one single direction. I think there's intervention. There's education. There's a buy-in from parents. I think it has to be a comprehensive approach. My experience has been that in our community, where we are changing dramatically from a very—a community that has been established in south central, an African American community, to a Hispanic community, that the community that is now there, it's a point of entry.

The parents that are sending their youngsters to school have very, very little knowledge of the process in this country. My task is not only to give their youngsters, through the process of education, what they need to know about the culture, about education, graduation requirements, but to infuse in the parents what is a gang member, what is the dress style of a gang member, what are

drugs, how do they get drugs, so it becomes a multipronged educational factor for the school.

We are finding that not only is there a need for the parents to know those items, but also the survival skills. Just recently we hosted Bank of America, who came to our school to give our parents basic knowledge on banking. How do you open a bank account? What do you do? What is finance? What is refinance? What are points? What are ATM cards?

And so, we are taking on a greater dimension of education. I earlier stated that the principal was the educational leader of the school. I could have books, I could have paper and run a fine school in its entirety. However, what would happen in the community would be another dimension where the parents wouldn't know if their sons or daughters didn't come to school that they weren't going to get requirements, they weren't going to get their grades, and they wouldn't be able to graduate.

So, I think that when you look at a school, and you look at a location like south central, that is changing dramatically, and as you move south from the south central area, such as as you go toward Compton area, where the population of the Hispanic is less, that we need to infuse a multipronged approach to the school system which then is going to be the hub and the oasis for changing what we need to change, and when you look at again, the drug and the gang activity, it is a matter of letting the parents know what is going on.

Mr. MCCANDLESS. Is there a conflict between trying to provide an education for the individual and the gang that is also trying to involve that individual?

Mr. SALDIVAR. The gang element in my opinion is filling a vacuum that is left, the vacuum that there are no activities that we can say that are sponsored by the city at large.

I remember growing up and being a park rat, and if it hadn't been for the park, I may be one of these individuals that would be dead or in jail today. But at that time there was a full-blown park, recreational program. I mean, it went from 9 a.m. to 9 p.m., and we played, and we did everything that there was to play. We were taken on trips.

Now, the park opens maybe at noon and closes at 5 p.m., or the swimming pools are closed because of funding. There are no theaters. There are no bowling alleys. There are no particular areas for the students or the young people to go outside of the school, so the school becomes that oasis, that point.

So my task is to open up the school and to let them come and participate with whatever activities we can. One of the issues that I am now moving into is to have classes that go from 7:30 a.m. to 7:30 p.m. And those are what we would call vocational training, so that those youngsters are able to learn wood shop, or are able to learn auto shop, because I need to have them doing something, and that would be through the vocational ed.

Mr. MCCANDLESS. This is a little off the track, but I was somewhat interested in one of your comments relative to the graduating class and how some 400 plus, if I understood the number, were undocumented.

Mr. SALDIVAR. One-third.

Mr. MCCANDLESS. One-third undocumented?

Mr. SALDIVAR. Yes, sir.

Mr. MCCANDLESS. Your definition of undocumented means illegal?

Mr. SALDIVAR. Yes, it would be the same. Illegal. It would be that they would be here without the necessary paperwork.

Mr. MCCANDLESS. How is that handled?

Mr. SALDIVAR. How is what handled?

Mr. MCCANDLESS. Does Immigration—we have a person in the country illegally. Do they turn the other cheek and walk away. Or what?

Mr. SALDIVAR. My role as an educator is to provide every youngster that comes through that door with an education. My role is to provide that youngster, that young woman with the opportunity to be exposed to as much as they can within the time that they are here. My role is also to make life better for that family in whatever way that I can. I don't differentiate whether you are black, brown, yellow. My role as an educator is to infuse education.

I went into the profession with that goal and that kind of a mission. Being in south central, it has not changed. The recent Leticia A. Branford case, and I am sure you are familiar with that, where youngsters that are undocumented were not eligible to pay State fees, but had to pay out-of-State fees, caused a tremendous difficulty for some of our youngsters that we told, you are smart enough, you are bright enough to be the next principal of Thomas Jefferson High School, or the next doctor, or the next attorney, but yet when they took those advanced placement and honors classes in our schools, were turned away from paying local resident fees and had to pay out-of-State fees. None of them could go to school and go on to the 4-year schools.

I feel that what we need to do is change the method of doing business, and move away from what we have done in the past, so that the youngsters that are coming through our schools get the opportunity.

Mr. MCCANDLESS. Thank you. Just very quickly, Mr. Conwell you talked about martial arts and your 3 months' training, I had. Was it 3 weeks?

Mr. CONWELL. Three months.

Mr. MCCANDLESS. Who performs that training?

Mr. CONWELL. Internally, we have Guardian Angels that teach the self-defense, the martial arts, and the citizen's arrest, as well as CPR. What we would have is, in each chapter we have training broken into different groups where we'll have somebody who is experienced with first aid being a paramedic or an emergency medical technician, would be responsible for keeping everybody certified in the group with first aid and CPR.

Legal training. We've brought in district attorneys to lecture on law. We've brought in judges from time and again to lecture on law, what legally we can do, the difference between case law and letter of the law. There's a big difference between what a district attorney will prosecute and what is illegal in the community, and so we have to know that.

For example, you know, under a certain amount of marijuana, if we make an arrest on that there will be no conviction. The person

will be turned loose. So is this something we want to enforce and go after if we catch them with this, or is this something, you know—these are the things we have to weigh and that our patrol leaders on the street are going to want to know.

So, we go through a training that is ongoing in the law. But the martial arts is also something that is ongoing. Three days a week there's martial arts classes that go on. So, training is something that's not just completed once. It is an ongoing process for every member of the Guardian Angels. But you must complete 3 months of the training before you are a Guardian Angel.

Mr. MCCANDLESS. Thank you. Thank you, Mr. Saldivar.

Mr. SALDIVAR. Thank you, sir.

Mr. CONDIT. I would like to thank both of you. You have been very gracious with your time, and you've been excellent witnesses, and we appreciate so much your being here. Thank you very much.

We are going to recess the meeting until 2 p.m. and so that will give you a chance to stretch your legs or get something to eat. We will be back at 2 p.m.

[Recess taken.]

Mr. WISE [presiding]. The hearing of the Government Information, Justice, and Agriculture Subcommittee will resume.

I've been delighted I've already been able to find—I know a former West Virginian, at least spiritually. We've invited him back to the reunion to meet some of his other family. So, Dallas, we're going to have to make sure he gets there.

The third panel is very important to hear from, those representing law enforcement agencies, and we'll be hearing from Thomas Callanan, chief probation officer from Riverside County, and he will be accompanied by Mike DeGasperin, as well. Congressman McCandless has been instrumental in arranging for them to be here.

We will hear from Dallas Staples, chief of police of Charleston, WV; Don Cahill, the chairman of the National Legislative Committee for the Fraternal Order of Police; and Donald Deering, the commander of the Maryland National Capital Park Police.

I think a couple of the witnesses are still at lunch or coming back. Mr. Deering had asked to go ahead anyway, and so, if there are no objections, then we'll rearrange the schedule so he may testify first.

Why don't I just invite all of you up to the table, and I will swear you in and then we'll begin. It is the custom of the subcommittee to swear in all witnesses so as not to prejudice any witness who ever may appear before it.

[Witnesses sworn.]

Mr. WISE. Your written statement in its entirety will be made a part of the record.

Commander Deering, why don't we turn to you and hear from you first. We appreciate very much your being here.

STATEMENT OF DONALD DEERING, COMMANDER, MARYLAND NATIONAL CAPITAL PARK POLICE

Mr. DEERING. Thank you. Mr. Chairman, members of this distinguished subcommittee, it is indeed a pleasure to appear before you on what I feel are some of the most challenging and important is-

sues facing our communities today: Increasing crime and violence, diminishing resources, the terms of partnership and empowerment, and the demand for a more service-oriented police response to community concerns and issues.

My name is Don Deering, and I am the commander of the Montgomery County division of the Maryland National Capital Park Police. Our division is the primary law enforcement agency serving the Montgomery County, MD, park system. This system, comprised of over 27,000 acres at park land at 400 different locations, is located in a county of 495 square miles, with an ethnically diverse population of 768,000. In 1990, the most recent year for which statistics are available, there were approximately 8 million visitors to our system.

I have been a law enforcement officer for 26 years, and during that time I have served in both the Prince George's County and Montgomery County Park Police divisions, and I have been a strong and vocal advocate of meaningful interaction between the community—business and residential—and the police. In January of this year, our division initiated a reorganization which will better serve the park system, its visitors, and the surrounding communities, while improving both the efficiency and quality of police service. This restructuring streamlined the organization by converting several management positions to first responders, improving our capacity to deploy proactively without increasing our budgeted allotment for personnel services. This action provided the initial step toward our form of community policing.

Mr. Chairman, since my formal written remarks were made a part of the official record, I will briefly summarize my views to the subcommittee.

I would like to begin by stating that the driving force behind any successful and farreaching philosophical change is transformational leadership. The community oriented policing philosophy is based upon creativity and innovation, elements that were generally suppressed in a traditional policing model. Cooperation and commitment on all levels of the police hierarchy is imperative to the successful implementation of this philosophy. The transformation of any organization to this system relies on strong, effective leadership and shared values. Chief executives must support and lead by example in order to ensure the cooperation of the department as a whole. Although one of the most vital and central components of community-oriented policing is the empowerment of street officers, it is often the most difficult to implement because of the aversion to change demonstrated by some traditional police managers. The way to effect positive change is through the exercise of leadership, which in this case means personal risk taking. This is crucial when it comes to empowering those at the operational level to make decisions that are usually held tightly by the chief executive and upper management. It is only after this delegation of responsibility and accountability has taken place that one can address the empowerment of the community as a partner in law enforcement. This partnership will result in a combined effort to combat increasing crime and violence in the community today.

The community oriented policing model focuses on the transformation of a police agency from a traditional call and incident

driven reactive force to a proactive, public serviced oriented one. Calculated risk taking on the part of subordinates and their willingness to appreciate what nonpolice representatives have to offer, and allow them to have constructive input into problem identification and the planning process, is central to a successful partnership. The cooperation between police and the community, both business and residential, will result in more effective police service based on a community's unique needs. A free flow of ideas will allow police to make more informed decisions when planning police actions and everyday deployment. Through a partnership with the police, citizens will become more willing to share information and report potential problem areas and actual crimes, because they are a vital part of this effort and will, in effect, be investing in themselves and their community. I have provided two examples of success stories that we can attribute directly to this type of partnership in my written testimony.

The proactive nature of this philosophy allows police to become more public service oriented through the identification of concerns or perceived problems in a community and addressing them before they become manifest. Our language minority community programs are an example of this and we are very excited about the opportunities that they have afforded us. They are innovative and creative and allow for constructive resolution of anticipated difficulties. Through these programs we hope to reach at-risk youth, in order to avoid potential problems or violence by interacting with them on a positive level before they have formed opinions based on their own or others' negative experiences. It is extremely important that law enforcement leadership view current or potential problems as challenges so that they can be converted to opportunities rather than obstacles.

The empowerment of both the street officer and community are vital to any successful interactive policing effort and will ultimately prove beneficial to all parties involved. The partnership between these groups will allow for more realistic goal setting, as well as identifying any potential difficulties before they become real problems. Another part of the community that must be addressed is other public service organizations, both law enforcement and governmental. Through both formal and informal methods of coordination, duplication of services can be eliminated, providing a more comprehensive service base for the community. This will include referral actions as well as other collaborative efforts.

I believe that community or problem-oriented policing is a vital component of the effective delivery of police service in today's society. In the past, traditional policing models have frequently neglected the potential benefits that nonpolice resources can provide, often resulting in an adversarial relationship between the police and the community they serve. We view the potential for partnership as an opportunity that has not been previously taken advantage of but will now be a continuing complement to police service. In an age of increasing crime and violence, the addition of the community as a working part of law enforcement is a welcome change and a philosophy that is long overdue. Thank you.

[The prepared statement of Mr. Deering follows:]

Testimony of Commander Donald A. Deering
Division Chief
Maryland-National Capital Park Police
Montgomery County Division

Before the Government Information, Justice and Agriculture
Subcommittee
of the
Committee on Government Relations
United States House of Representatives

June 24, 1992

The Montgomery County Division of the Maryland-National Capital Park Police serves the park system within Montgomery County, Maryland with a staff of 101 persons. In a county of 495 square miles and an ethnically diverse population of 768,000 our park system is comprised of 27,000 acres at over 400 different locations. Within our park system there are 113 individual facilities, including; 43 rental properties, 41 recreation centers, six swimming pools/centers, three golf courses, an extensive hiker/biker trail system and several large lakes with associated activities. During 1990, the last year for which statistics are currently available, our park system served an estimated 7,894,000 visitors.

The ability to safely pursue leisure-time activities is an important factor in the economic well-being of our county. It helps to attract new businesses and encourages the expansion of existing ones. By providing a safe environment within which our citizens can recreate our park system offers an important respite from the stresses of daily life. While the crime rate for Montgomery County has steadily increased over the past several years, the rate of crime in the

parks has either remained constant or declined, making it, we feel, one of the safest systems in the country.

In response to budget reductions in this period of fiscal restraint and increasing demands for service, in January of this year our Division initiated a reorganization which will better serve the park system, its visitors and the surrounding communities by improving both the efficiency and quality of police service. This restructuring streamlined the organization by converting several management positions to first responders thereby improving our capacity to deploy proactively without increasing our budget for personnel services. This action provided the initial step toward our form of community policing.

Community or problem oriented policing, as we have implemented it, is both a philosophy and an action. Through a recognized partnership with the community we deliver a more successful effort because the community is actually investing in itself. Our definition of community includes not only the residents of a particular area but also the business community, government organizations and other law enforcement agencies. The recognition of all of these groups is vital to the success of this program.

I would also like to address the importance of organizational structuring in successfully implementing problem oriented policing. The street officers in this model are empowered to identify concerns and problems, present plans to resolve them, implement these plans and keep in constant communication with the residents and businesses that are located in their area. In

a more traditional police structure street officers do not have this latitude or responsibility; management makes the majority of the planning decisions. The implementation of this philosophy must start at the top, that is, management must formally and enthusiastically support empowerment for and accountability of first responders. Performance evaluations must take into consideration not only statistical information but also officer initiative, creativity, ability to successfully resolve identified problems and the development of open communications with the specific population which they serve.

We reinforce these objectives by the use of permanent schedule and beat assignments. This allows individual officers to develop ongoing relationships with the individuals in their beats and gives community members a sense of continuity because they will be dealing with the officers that they know instead of experiencing a different responder for each problem. The permanent beat officer will be familiar with the geographical area as well as any ongoing problems or concerns and will therefore be better able to respond to the needs of the specific community and provide a higher degree of police service.

The organizational philosophy of our Division emphasizes the delivery of quality police service to the community which we serve. The structure of our organization, with its emphasis on empowerment of first responders, allows us the flexibility to modify our efforts in response to the changing nature and amount of crime. It allows us to be a proactive force which identifies potential problems and resolves them before they become manifest. In some cases we use the directed patrol technique where problem areas are identified. We increase the amount

of patrol in that area by temporarily shifting it from non-critical areas. This method has worked well for us in the past and can be considered a component of problem oriented policing. Documentation in the form of planning reports are used to track these efforts and to ensure that liability and safety issues are addressed.

Another important component of problem oriented policing is the responsiveness of the police to citizen identified problems. In this area we have had great success through community involvement and support. I would like to share with you two different examples of how we have utilized this concept to resolve problems.

In the Long Branch area of east Silver Spring we experienced a recurring problem with a "crack" house located adjacent to a local park. This house was known to us as a source of drug transactions and prostitution. Checking with other agencies we determined that no other efforts were being made to alleviate this problem. Since the park was being used as a way for its customers to access the house, our agency sought to find a way to eliminate the illegal activity. With the assistance of the local community association, other law enforcement agencies, the courts, postal authorities, the county's Housing Opportunities Commission and Office of Human Relations and the absentee landlord we were able to cooperatively solve the problem. Group meetings were held to discuss the issue and identify solutions. The local residents obtained the tag numbers of vehicles frequenting the house and the postal authorities assisted with identifying the persons living there. The landlord was then contacted and with the help of several agencies she was able to evict the tenants. The entire process took only a few

months. The community then assisted with the rehabilitation of the house and the selection of new occupants.

Montgomery County has an increasing language minority population which resides in many different areas of the county. The police have long had difficulty interacting with and obtaining support from this group. In partnership with Maryland's Tomorrow (a program which identifies socially and educationally disadvantaged students at risk of dropping out of school), the Montgomery County Public Schools and the Montgomery County Office of Human Relations, our agency has developed an innovative, three phase program which provides both short and long term solutions to perceived injustices and the reluctance of some members of these groups to work with law enforcement in solving problems and reporting crimes. These programs are specifically targeted at the language minority students who Maryland's Tomorrow has identified as at risk and who attend three of the county's high schools.

The first portion consists of an in-depth ride along component which matches ten language minority students with five of our officers. During the first day of the program group discussions are held to establish open lines of communication and understanding, a group lunch is held serving ethnic foods and a tour is given of our facilities. On the second day the students ride with their assigned officer during part of a tour of duty. They are able to experience police work firsthand which helps to reduce their fears and apprehensions and strengthens the bond of understanding.

The second portion of this package provides selected students with an opportunity to explore career opportunities as police officers. During the summer months several students are hired to serve as park police aides. We provide training which allows them to assist us by providing non-enforcement and non-confrontational police related services under the supervision of a police officer. These services may include; traffic direction and control, first aid, providing information to park patrons, recognizing potentially hazardous situations and providing interpretive services. We have hired five students this summer who are being paid through a grant from the school system.

The last portion of the package is a career opportunity program which has been developed to create a pre-trained pool of qualified law enforcement applicants. This program initially targets the language minority students and will eventually be expanded to the general student population. This effort is specifically designed to excite high school age youth about career opportunities in law enforcement and provide them with a combination of practical and academic instruction that will prepare them to enter the job market. We are currently seeking funding from the county's Private Industry Council for this program.

It is our hope that these efforts will result in the dissolution of barriers which hinder trust and limit one's understanding of how law enforcement interacts with the community. By working directly with high school students, they can then work within their communities to explain the needs and functions of law enforcement and ultimately improve the overall quality and delivery of public safety services. This program has encouraged a number of students to

look toward law enforcement careers and we have already experienced one success story. A student who just graduated from high school and participated in our ride along program has been employed as a dispatcher with our agency. In the short time that he has been with us he has already proved invaluable by providing translation services and acting as a liaison with the latino community. With his assistance we are in the process of translating several of our forms and documents into Spanish.

The interaction of various law enforcement and government agencies within our area is also important to a successful effort. This cooperative interaction will reduce or eliminate duplication of service and will provide the community with a more comprehensive and complimentary service base. The referral of specific problems or concerns to the correct agency will provide more effective and timely response. Our organization has developed several interagency agreements that encourage cooperative efforts which better serve the public. Each agency will compliment the other, benefit from information sharing and work more cooperatively toward common goals.

I believe that problem oriented policing is a vital component of effective police service. It must be stressed that although this philosophy will be tailored to each specific community's needs, the basic elements of cooperation, partnership and empowerment must always be included. A partnership with the community will increase the information base for the police as well as apprising the police of the particular and unique needs of a community. The community will benefit from a positive relationship with a responsive police force that is aware of their concerns and takes appropriate steps to proactively resolve them.

Mr. WISE. Thank you. Thank you very much, Commander Deering.

If there are no objections—and I know you have a 3 p.m. that you have to be at—perhaps we could go ahead and see if there are any questions, and then we'll move on.

Mr. DEERING. Sure.

Mr. WISE. A question I have is, I was very struck in reading your testimony last night in that the procedure you outline would seem to be the basic application for any community policing model, but yet you seem to—I think you operate in a little different situation, don't you? Don't you have a lot of people coming through all the time, I assume, in the park situation, which are not your regular residents that you come to know over a period of time, which would be more the case in the traditional community policing? Is that correct?

Mr. DEERING. Well, we have found it very difficult to define a community in a park system or a park setting. The community consists of park visitors, and they may be local visitors from surrounding communities, or they may be people coming in for a vacation from across the country. I think our statistics show that at least 20 percent of our visitors come from outside the State of Maryland. That's one component.

We have people that live in communities that surround local parks. That's a part of the community. We have a whole body of park employees that work for the parks that we also consider a part of the community, and other agencies that we interact with, whether they be government service, human service agencies, or others. So those are all a part of what we've defined as a community.

The way we deploy is a little different than what Chief Mitchell evidenced this morning, too. And I think, any community-oriented policing program has to be tailored to the particular jurisdiction it's being put in place in. In our case, we lean more toward the problem-oriented style of policing. Our community boundaries change based on problems that are identified by the community and by police officers.

Our officers work in permanent beats and on permanent tours of duty, and they work rather large areas. Where they focus on within those permanent areas is dependent upon problems that they and the community discover. As they identify the problems, analyze them, develop plans of action, in cooperation with the community and then act on them, there's a definite attempt to turn that back over to the community for maintenance so the police can move on to other problems.

With a smaller agency like ours, that's extremely important, because we don't have the resources to put an officer in every community.

Mr. WISE. The question I'm going to ask each of the succeeding witnesses is, what suggestions do you have for encouraging the community side of this to build, to become stronger, to grow, and, specifically, are there suggestions that you would have for legislative efforts or for Federal efforts? What can we do to help people in communities say, "I want to organize"?

Mr. DEERING. Well, I think that's an effort, as alluded to by Chief Mitchell this morning, that has to be initiated by the police in a number of instances. Sometimes we've discovered that there's not a formal group to work with and we have to help create that; we have to take the first step. And we've found that that has been effective, because there are people that will rally around you and form an organization and help to work on community problems.

But I think, oftentimes, the police have to take the first steps.

Mr. WISE. Is that by, as Chief Mitchell spoke earlier, is that by simply posting a notice, for instance, of a town meeting? Do you go and try to identify community leaders and go to them and say, "Would you be interested in working with us?" How does it work?

Mr. DEERING. It can be all, some, or none of the above. I think a great deal of responsibility is placed on the beat officer, the street officer, who we empower to make decisions at that level, to decide and come up with innovative ideas on how to approach the community and generate interest there. And we think that some of our best ideas, our best success stories, originated at that street officer level.

Mr. WISE. Thank you.

Mr. McCandless.

Mr. MCCANDLESS. I find your type of law enforcement very interesting. We have a large number of parks in California and also at the county level. With the changes of season back here and the utilization of the parks at more times than others, how are you able to maximize the use of your personnel during the, quote, off season, unquote?

Mr. DEERING. When I first came here in 1966 and started in Prince George's County, I think the seasonal aspect used to be very true. But as our park system has developed, they have included activities and facilities within the park system that lend themselves toward winter or off season recreation. So we're busy just about year-round now.

Our system consists not just of acreage but of recreation centers, large swim centers, and extensive hiker/biker trail systems, several large lakes, and all the associated amenities. It's a pretty complex and widely used system all year round. So we find that we don't run out of things to do.

Along with the community-oriented or problem-oriented concept, we also deploy our people through directed patrol. We have a sophisticated crime analysis component which tells us where to direct officers so that they're not wandering aimlessly about a beat during an 8-hour or 10-hour tour of duty. We direct them to areas where they need to be, when they need to be there.

Mr. MCCANDLESS. Thank you.

Mr. WISE. How many officers are in your department?

Mr. DEERING. Our division is comprised of 101 people, civilians and sworn officers, and we have a staff of volunteers. And I think, if you take the time to read this book, this is the one on our language minority student programs, there's a component in there that's going to add 5 or 10 seasonal students to the police force to work in sort of a paraprofessional role.

Mr. WISE. Thank you very much. I just have one final request, on August 1 and 2, if Officer Pauley requests permission to get off

so that he can come to West Virginia for the Kayford reunion—that's K-a-y-f-o-r-d—we'd greatly appreciate it. It would enhance our recreation and tourism program, as well.

Mr. DEERINC. See, this shows a lot of initiative on Officer Pauley's part, because I denied him that privilege this morning.

Mr. WISE. I see. [Laughter.]

He's a Pauley, what else can I say? [Laughter.]

Mr. DEERING. We'll be happy to comply with that.

Mr. WISE. Thank you.

I see we've been joined by Mr. Callanan, Thomas Callanan, chief probation officer of Riverside, and Mike DeGasperin, with Twin Pines Correctional Ranch. If I could swear you gentlemen in, and then if you're ready to testify, we'd be glad to hear that.

[Witnesses sworn.]

Mr. WISE. We are delighted to have you. You come highly rated, I might add, from Congressman McCandless. Feel free to summarize your testimony in any way you wish.

STATEMENT OF THOMAS CALLANAN, CHIEF PROBATION OFFICER, RIVERSIDE COUNTY, CA, ACCOMPANIED BY MICHAEL DeGASPERIN, ASSISTANT DIRECTOR, TWIN PINES CORRECTIONAL RANCH

Mr. CALLANAN. Thank you. My apologies for being late. I'm still on the California time schedule.

Mr. Chairman, it's a pleasure being here. Certainly, from the point of being a chief probation officer, I noticed all the police chiefs who were present today, and it's very rare that you do get an opportunity for a probation chief to come before a committee like this. So I wish to express my appreciation to you and Congressman McCandless.

Permit me to begin my presentation noting that I've served probation services as chief probation officer in three of this Nation's largest States. I ran the probation system in New York State for several years, for Houston, TX for 4 years, and now I'm happily settled in Riverside, CA, for the past 7 years.

Throughout my 30-year career, I, like you, have reviewed numerous studies, read hundreds of books and reports, and sat on various commissions and committees, all geared with the major purpose of preventing crime and delinquency and examining the many causes that create crime. I just want to say, in summarizing that comment, we have very complex problems, and people look for very simple solutions. In 30 years, I'm still looking for the solutions to those complex problems.

In my capacity as chief probation officer for Riverside County, I'm responsible for the administration of two juvenile halls and two treatment centers for minors from the ages of 13 to 18. I'm also responsible for all juvenile probation activities that pass through our court system. During the month of May 1992 some 3,063 juveniles were under probation supervision. During that same month, my department completed 760 probation investigations for Juvenile Court.

In the adult division, this department has under its supervision some 10,800 people and completes an average of 1,000 presentence reports a month for both superior and municipal courts.

Now, we heard a lot today about gangs and people committing crimes, and so forth, and I just want to share with you a brief comment from the studies that we have taken and give you an idea of who some of these people are, because we're talking about people out there and problems that will help make our streets safe.

Simply put, many of the people that we have under our supervision are people, certainly all of them, in conflict with the law, juveniles with their parents, their schools, their peers, and their communities. Many, both adult and juvenile, are products of child abuse, both physical and mental. There major problems are a very poor self-concept, mental retardation, short attention span, impaired capacity for enjoyment, problems with thinking, language and motor skills. They turn to drugs and alcohol. They join gangs for self-identification, and they become school failures and school dropouts. They commit crimes that you read about every day, and they become our wards, both adults and juveniles.

Take, for example, a 14-year-old boy now awaiting placement at juvenile hall for failure to adjust on probation because of severe of alcoholism and drug addiction within his immediate family setting; a 15-year-old boy who is severely disturbed, with sexual acting out problems; a 17-year-old girl who needs to be in placement at Van Horn Youth Center because she has been sexually abused by her stepparent and forced to face severe family and alcoholic acting out problems.

The 17-year-old young man, who was involved in gang activities in order to make friends, feel good, and be protected, he didn't mean to shoot anybody; he just went along for the ride. A 16-year-old legal immigrant, who cannot speak or understand English, is now awaiting trial on the charge of murdering five people while driving a stolen car in the process of transporting illegal aliens.

There are some 8,000 such young people now in the California youth system; 187 are awaiting trial action in our Riverside Juvenile Hall, and another 72 are in our Indio Juvenile Hall. What is interesting is that 12 of these young people are now charged with murder. Five years ago, one youngster who would be brought into the hall on a murder charge would be considered an oddity. Today, it's just routine.

I'm not going to bore this committee with a presentation packed full of statistical data. I just want to outline for you some of the challenges being put forth in Riverside County, with a population of 1.2 million people, and how we, as the major overseer of juvenile social services in our courts, are coping with the problem.

Drugs, alcoholism, and gang activity are major concerns impacting on almost every facet of our community's lifestyle and infrastructure. You can no longer send your child to school with a guarantee that he will not be hurt through a drive-by shooting or an assault. Senior citizens can no longer visit restaurants without the danger of being killed or assaulted. People cannot go into their banks or large department stores without the possibility of being a victim of a gang crime.

Interesting, the comments today on community policing. I fully agree with it. My father was a New York City policeman for 30 years, and some 50 years ago he was what we call a community

policeman; he knew everybody on his beat in New York City where he was assigned.

Many of the crimes that I'm describing just now are basically done by outsiders who come into the community on our freeway system in California. They come in from Los Angeles, for instance. Los Angeles has one of the highest bank robbery totals in the Nation, and we now have gangs of young thugs who come of Los Angeles and other areas into the Riverside community, five or six, with semiautomatic weapons, hold up a bank, fully terrorize the people in that bank by firing shots, pistol-whipping them, et cetera. They get back into their car, and they go back into their community where they came from. So this is a basic problem.

Riverside is, as I stated earlier, is one of the Nation's fastest-growing communities, and with this distinction we have inherited many of the major problems of large metropolitan areas. We are approximately 90 miles from Los Angeles.

But what's interesting is the entire infrastructure of our county government. The sheriff's department, local police departments, the district attorney, the courts, the education system, and the probation department work together as a team. We meet at least once or twice every months as department heads, going over the various problems and trying to develop new programs where we can work as a team in trying to solve them.

We are making some impact due to both Federal and State funding. This department is part of an overall county drug task force whose activities are designed to stem the flow of drugs and their sale within our county. Now, you very rarely used to hear of probation departments being involved in this activity. But it's so prevalent, and being part of a team, the law enforcement team, probation is involved. Basically, as I just pointed out, we have 10,000 probationers on probation, who we know what they do, hopefully know what they do and what they don't do. We have a special gang unit now, whose members are specifically trained, intensively trained, to address the gang issues within the communities. During the past several months, four murders were solved through information provided by probation officers assigned to that gang unit.

Today's gangs are not the gangs that were operating in the 1960's and are not the sympathetic characters that you would find in the stage play and motion picture West Side Story. Today's young gang members are dangerous, have little value for life, and are bent upon their own self-destruction along with their communities.

This was more than apparent in the recent Los Angeles riots. It appears that many of the killings related to Afro-American gang members in Riverside County are directly involved with drug sale activities. Many of the young people are involved not only with using drugs but selling drugs at a terrible cost to themselves, their families, and their communities.

It appears, in the Hispanic gangs in Riverside County, which makes up about 27 percent of the population, they become involved in drive-by shootings mainly as turf issues, and a lot of the killings take place after parties and can be directly related to alcohol abuse.

In the past month, our county, and since the riots have happened in Los Angeles, have been experiencing a new awareness of gangs and their activities. It appears that there are those in our communities, in Riverside, Los Angeles, and other places, and our local press that are trying to paint gang members as nice people who should be respected and who are entitled to benefits and jobs currently not available to young people who attend school on a regular basis, who stay within the law.

The appearance of Los Angeles gang members meeting with respected community leaders and negotiating truces gives a false sense of security to our community. Today's gangs are being glamorized despite their lawlessness. Gang attire is now sold in most major department stores, and we are experiencing a rash of rap records telling our young people it is all right to take to the streets, burn, loot, and murder policemen. This is a new environment and opposes what I think is a very serious challenge to many of us in the field of corrections and law enforcement.

Today, I and my assistant, Michael DeGasperin, assistant director at Twin Pines, are visiting Washington in an attempt to meet with our congressional representatives and present to them, and members of the Justice Department, the need to bring Federal funding to our county, along with other enforcement agencies in southern California.

It appears that all the moneys go to Los Angeles, New York, and the big metropolitan areas, forgetting about the majority of the population don't live in those big cities. With the funding, we are able, I think, and certainly prove, to stem the tide in preventing juvenile crimes and to work with delinquents and gang members.

I wish to express my deep appreciation to Congressman McCandless. It was through his office that our county received its first Federal grant to address gang issues in 1990. Because the county is only 1.1 million in population, we really could not receive any funds through the Federal system. We did get the money through HUD, and this department received $275,000 to be used in the department's Twin Pines Ranch to treat gang members.

Built into this program is a strong element addressing both drug and alcohol use by camp wards. Many gang members in the program are required to take a trip to the county morgue to observe an autopsy and to learn firsthand how not only the use of drugs and alcohol impact on people's lives but how, in being members of gang, they, too, may wind up 1 day the subject of such an autopsy. I am pleased to note that this program, though only in operation for 9 months, appears to be having a positive impact on the youngsters' activities and views as they serve their time at Twin Pines Ranch.

This morning we have 60 young men at Twin Pines Ranch and another 22 young ladies, from 16 to 18, and 20 young boys from 14 to 16 at our Van Horn Youth Center. These two treatment facilities provide the nucleus of our county's efforts to address drug, alcohol, and gang problems.

The Riverside County Probation Department presently has over 321 young men and women in private placements, at a cost of some $3,000 a month for each young person. We are pleased to note, through the efforts of the above Federal grant that we received,

we've been able to place 95 percent of the most serious gang members, who were convicted in Riverside County of serious crimes, at our Twin Pines Ranch.

It appears that after only 9 months, 80 percent of these young people have successfully completed the assigned counseling program. The department has also been able to develop several major job resources for young people who have successfully completed the program.

I was pleased, a few weeks ago, to attend a graduation ceremony in which 17 of our camp wards received their diplomas. This is amazing when you consider that 49 percent of the young people in Los Angeles County do not complete high school. So it was really a delight to be there, and it is made through the efforts and cooperation of getting this particular grant from Washington.

Let me just give you very quickly, in just a second, the success of this program in 9 months. Ninety-two percent, 23 kids have remained free of new arrests who have been released. This 23 kids represents a period of 6 months to 1 year, with a minimum of 3 months. Eleven, 45 percent—again, these are hard core gang members—are attending college or vocational courses on a full-time basis. Twenty percent are working full time. Three are working or attending school. Four continue to look for work; however, remain free of law violations or probation violations. And what is truly astounding, only one has committed a new offense and is in adult custody, and one is on warrant status.

As a professional for 30 years in the area of juvenile justice and dealing with adults, I've reviewed thousands of cases, and I can firmly attest that drugs and alcohol are major components of why youngsters and adults commit crime. The county, the State, and the Federal Government must maintain a close partnership, ensuring that funds are available to address the issues that I've described.

These programs that do not work should be discarded. And I was glad that some of you members asked questions about evaluations today. Those programs that do work should be encouraged. Such programs as DARE and Say No To Drugs do work with elementary school aged children. Intensive drug and alcohol treatment programs, in my opinion, can and are having major impacts.

Let me say, in summary, that the Federal Government and the States, along with county governments, must continue to work together in providing necessary funding for prevention, criminal justice, treatment, and research planning. I want to thank the committee for this opportunity to meet today and to express our views. It's important that such committees, such as yourselves, meet with people such as myself and the various police chiefs and my colleagues, so that we may discuss the issues and learn from each other.

I know that Federal, State, and local governments are all facing severe budget problems. This Nation has always been a Nation that accepts a challenge. I believe, by working together, meetings such as this, and you learning about what's going on out there in the communities and we coming and telling you, that we can address the serious issues that are out there.

Thank you, Mr. Chairman.

Mr. WISE. Thank you very much, Mr. Callanan.

Mr. DeGasperin, did you have anything to add at this point?

Mr. DEGASPERIN. Mr. Chairman, I do not have any specific comments but may be able to field some questions.

Mr. WISE. Good.

Our next witness is Chief Dallas Staples, the chief of police for the Charleston, WV, Police Department. I am delighted that you are able to be here, Dallas. I think that you have brought to Charleston leadership; I might also say to the State, because not only have you brought the DARE program to Charleston, you've brought it to the State of West Virginia.

You have been, I think, singlehandedly one of the real leaders in making it happen, and, also, a lot of innovative ideas and concepts have been introduced into police work in our city. I notice a lot more officers out walking and talking to people. I went around, with some of them, I think it was the night out against crime, wasn't it, last August.

I was impressed with the number of neighborhood watch organizations that we visited and, significantly, the fact that there were some organizers, citizen organizers, in each one of those who clearly felt pride in what they had done, and also clearly felt very close to you and the other officers that were involved.

So we appreciate your making an effort to be here and welcome your testimony.

STATEMENT OF DALLAS STAPLES, CHIEF OF POLICE, CHARLESTON, WV

Mr. STAPLES. Thank you, Mr. Chairman.

I'd like to say to Mr. Chairman and to the members of the subcommittee, I greatly appreciate and am honored to have been invited to testify before you today concerning information about crime prevention programs and the theme of taking back our neighborhoods.

I think that contemporary crime reduction programs must be developed on the premise that law enforcement agencies cannot singularly address the problems of escalating crime. In order to effectively deal with today's issues, the law enforcement community must come to recognize that doing the same old things in the same old ways will not yield results any different than those always obtained.

However, new programs, sophisticated equipment, and additional personnel are only part of the solution to crime reduction. The true catalyst to the meaningful and long-term resolution is the change in philosophy. I think that's what most of the individuals that I heard today testify, especially law enforcement chiefs, we talked about a change in philosophy.

I hope that, through our testimony here today, we can at least clarify community-oriented policing, what community-oriented policing is, that community-oriented policing is not just a group or a number of social programs created to deal with problems within communities, but that community-oriented policing is a philosophy change within the law enforcement agency itself, that we take new approaches, that our roles change. My role as a chief of police must change within that philosophy.

As you have heard earlier from other testimony, there must be empowerment of the rank and file officer, the beat officer, who walks the beat, who is involved with the people, who is the first line of contact. There must be an empowerment of those officers.

So our roles must change. There must be training. There must be open ears. There must be a form of partnership between law enforcement and community. There must be inclusion. Communities must be allowed to involve themselves in concerns and involve themselves to the point that they can work to develop strategies to address those concerns.

It's time that law enforcement accept and be able to tell communities that we are not the answer to your problems and that law enforcement take the position that we no longer qualify to communities what their problems are, and that we refrain from going about creating strategies and trying to make those strategies fit every community throughout this Nation, that we understand that those strategies must be formed neighborhood by neighborhood.

And that is community policing, that law enforcement is involved in allowing communities to participate with them. It is not just creating programs. It is not just saying that we have this social program or that social program. There must be training within that law enforcement agency. We must have cultural diversity training. The training must change at our academies. We can no longer teach in academies the traditional style of policing and then expect officers to perform their duties in a community-oriented style.

So we must at the very beginning. We have to go into communities. We have to start doing surveys. And the first survey we have to do is among ourselves, to be ensured that law enforcement officers all perceive the job the same way, that we don't perceive it differently. And, if there are differences in perceptions within the organization, then the organization must go about the task of bringing those perceptions more in line with each other. Then we must go out to the communities and get their perception of what law enforcement is.

In Charleston, we conducted a survey of customer satisfaction to find out what the feelings were of the community and that there were vast differences of opinions and perceptions within our communities. And one program initiated in one community does not necessarily mean that it will work in every community. Many precincts are a form of a vehicle to get officers closer to the public that they serve, but it is certainly not community style of policing. It is just a vehicle in order to put police officers out there closer.

So we have to not fall into that trap to believe that one program or another program is the absolute answer to all of our problems. We cannot go about believing that many precincts are the answer to all of our problems, if we have officers in those many precincts who have not been trained to be problem solvers, who are not sensitive to the cultural diversity of the communities that they're serving.

Police officers and law enforcement agencies must not just be servers of the community; they must be part of the communities that they serve. So, with that, when we institute different programs, we have to do that, not as a means of securing Federal dollars, but as a means of addressing problems within communities.

Because I fear from some of what I hear, especially when we talk about issuing grants for community style of policing, it takes money to hire additional officers, and if that is what people believe that community policing is, that it's programs, then when the Federal dollars run out the programs will run out.

So we've instituted community style of policing in Charleston. We have not received a grant, because it's not about grant money; it's about philosophy change. It's about changing attitudes of your law enforcement agency, taking that chance that you were told about earlier by Chief Deering, that you have to take the chance to empower the officer that walks the beat, the officer that is the first line of contact with the community. These are the things that community policing is about. It's a philosophy change.

We can talk about many different things that we've done in Charleston, as far as involving the community, and that is a part of the philosophy change, that we allow the community involvement. And we've done some things there.

We've involved the community with the Neighborhood Assistance Officer Program, which has allowed us to seek volunteers from throughout the communities of Charleston and train them for 8 weeks in various types of nonlaw-enforcement enforcement-type situations, traffic control, taking certain types of reports, doing certain types of patrolling, both on foot and mobile, as an augmentation and an enhancement to neighborhood watch programs.

We have also worked within public housing to create partnerships with the residents who reside in public housing. We have allowed those residents to involve themselves in defining what their concerns are. We are working closely with the Chamber of Commerce. We work closely with the news media. Because I think in this country there are a lot of myths that we have to resolve before we're going to be able do anything about crime and substance abuse.

There are many myths, and I've heard a lot of those myths emphasized upon today before this committee, that there is a growing belief within this country that substance abuse is only a problem of ethnic and poor people, people of ethnic culture, minority ethnic cultures, that they are the people that have the problems and that is the only place that it affects a portion of our community.

We need to overcome those myths, that it isn't just poor people who abuse drugs, and it isn't just Hispanics and Afro-Americans who abuse drugs. And if we look at statistics, they will certainly tell us that. We have to look at it as a Nation, that this Nation has a problem. When we have 4 to 5 percent of the world's population, and we consume 60 percent of the illegal drugs produced in this world, it's more than just an ethnic community that has a substance abuse problem, and we need to address it in that manner.

We need to address it at root causes and stop band-aid surgery and reactionary policing. We have to start looking at it as a community and a societal problem. Until we change attitudes—until we change attitudes—we're going to have a difficult task.

Violence is glamorized. The use of alcohol is glamorized. This country needs to come out of its veneer of denial that alcohol is a drug. It is a drug of choice among young people. It is the leading cause of death among young people, but yet we categorize it as

drugs and alcohol. We've got to come out of that denial. That is a serious problem. Alcohol is related to more incidents of violence among youth than any other substance, both legal and illegal.

So I think that, as a country, we have to look at attitudes. And until we change some attitudes about substance abuse and its acceptance, about violence and its acceptance—you can look at any television movie, any movie, and you see a glamorization of violence. That's what sells the movie, the more people that die and the more violent death that they die. The casual and condoned use of alcohol in every stressful situation our youth see. That is the message that we're portraying to them: This is how you handle situations, either through violence or through alcohol.

So I think that we need to look at that and make a serious effort to convince that, when we talk about issuing grant money, that we don't issue grant money based on something that someone in the Department of Justice has decided that this is the answer for every community in the United States. And I think we need to look at who gets that money. There are many cities that certainly don't have the numbers, as far as population, but certainly have the problem that are denied access to funds to implement different programs.

So I think, if this committee would take a serious look at that, if you would take a serious look at how this money is issued, and that you, as a committee, insist that local government have an opportunity to have input, just as local law enforcement is allowing communities to have input, and I thank you for having these hearings to allow us to voice what the concerns of local government and local law enforcement are.

So, with that, I will close. Again, I'd like to thank you for allowing me to come here and to be able to speak before this committee. Thank you, Mr. Chairman.

[The prepared statement of Mr. Staples follows:]

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This written statement is respectfully submitted to the Government Information, Justice and Agriculture Subcommittee hearing conducted June 24, 1992.

The following reflects the crime prevention efforts of Charleston, West Virginia's police department:

Contemporary crime reduction programs must be developed on the premise that Law Enforcement Agencies cannot singularly address the problem of escalating crime. In order to effectively deal with today's issues the law enforcement community must come to recognize that doing the same old things in the same old ways will not yield results any different than those always obtained.

However, new programs, sophisticated equipment, and additional personnel are only part of the solution to crime reduction. The true catalyst to meaningful and long term resolution is a change in philosophy.

The Charleston Police Department has begun an initiative to change the philosophical underpinning of policing the community. We are in the initial phases of implementing a "Community Policing" approach to law enforcement. This approach is built on the tenet that policing isn't something that happens to citizens as they passively await its ministration. Policing is a participatory partnership between the citizens of the community, the agencies, organizations and entities of the community, and the law enforcement officers of the community.

Honest, open dialogue among all these segments of the community, conducted in a structured yet flexible manner, affords each the opportunity to express concerns, issues, obstacles, and, ultimately, strategies for action.

The process of embracing the community policing philosophy has been implemented via several programs Neighborhood Assistance Officers (NAO) Program; Seniors' Volunteer Program; Drug Abuse Resistance Education (DARE) Program; Division of Community Oriented Policing (DoCOPs).

Neighborhood Assistance Officers (NAO) Program

With city budgets currently shrinking, the feasibility of expanding police personnel is almost non existent for most municipalities. A cadre of dedicated, competent, trained volunteers is an opportunity to increase personnel and an opportunity to involve interested citizens in community policing. Charleston's NAOs receive eight (8) weeks of training in the following subjects:

Traffic Control
Report Writing
First Aid
Problem Solving
Cultural Diversity
Sensitivity
Communication Skills

After successfully completing the training, NAOs are able to perform a variety of support services for police officers. The police department provides them with uniforms, clipboards, departmental forms, police radios, flashlights, and for mobile units, NAO vehicles. Each volunteer must commit to serve a minimum of four (4) hours each week.

NAOs function as a networking link between police officers and residents. Often their experiences have afforded them numerous opportunities to dispel myths and misconceptions about policing.

The Neighborhood Watch program is an augmentation to the NAO program. Together these two programs involve the community in a truly participatory partnership with the police department.

Seniors' Volunteer Program

The law enforcement community has finally discovered an underutilized resource that numerous other agencies have used successfully for years - Senior citizens. Charleston uses senior volunteers for clerical support, taking telephone reports, and a variety of other services in the police department's offices. As with the NAOs, seniors are yet another link in the community networking chain. Officers also learn from them the concerns of the elderly.

We intend to broaden and formalize this input by establishing an advisory council comprised of senior citizens.

Drug Abuse Resistance Education (DARE) Program

Drug abuse and the associated violence may well be the number one law enforcement issue in the United States today. Charleston, being a microcosm of society, is experiencing its share of drug related problems. If ever a problem clamored for a community approach to resolution, it is

the drug issue. No single discipline, be it education, religion, psychology, medical, economics, or legal has been able to significantly impact the problem.

The DARE program, developed by the Los Angeles Police Department and public school system is an example of a partnership between two community entities with a shared goal - in this case, preparing adolescents with the means to avoid the initiation into drug usage. Trained police officers teach sixth (6th) graders progressive skills to avoid the offers of drugs. Very few people begin using drugs because a stranger offered them. Friends offer drugs, making refusal much more difficult. Dare builds on decision making, peer pressure identification, values, and clarification to ultimately prepare young people to assertively resist offers to use drugs.

DARE classes are taught during school time in the students' normal classrooms. For one semester, police officers teach a one hour class each week. Officers also spend additional hours with the students outside the classroom setting in order to further forge a relationship with the youths. A secondary goal of DARE is for police officers to establish a positive lasting relationship with young people which will last through the turbulent teenage years to adulthood.

Through a series of "DARE Officer Training" two week schools, the Charleston Police Department DARE Unit and Kanawha County Board of Education expect to have DARE taught in every sixth (6th) grade class in West Virginia by mid 1994.

Division of Community Oriented Policing (DoCOPs)

A paradigm of the community policing concept is the newly established DoCOPs. This special unit is modeling community policing for the entire department.

The initial activity was to establish a "mini precinct" in the Orchard Manor Public Housing Complex, the largest public housing community in West Virginia. At the front of the complex, a unit has been converted into the base for the officers who work in the complex. Staffing is provided twenty-four hours a day, seven days a week. While the mini precinct has hours open to the residents, the majority of the officers' time is spent out of the office and in the complex.

A core group of residents formed a Resident's Council. This Council, with the assigned police officers, polled the residents and identified the major issues and their priority. Committees, each targeting a specific issue, were formed.

For example, one committee addressed the need for constructive after-school activities for students K-6th grade. The committee tapped the resources of Charleston Parks and Recreation Department, WVU Extension Agency and local volunteers.

The outcome is a facility on site that is open from after school until 6:00 PM. A variety of educational and recreational activities are provided to the children in a safe, structured environment. Other committees such as, Security, Gate Staffing, Maintenance, etc., havefunctioned as well.

Since the inception of DoCOPs, the housing complex has a lowered crime rate, lowered incidences of violence, and lowered drug trafficking. Recently, Orchard Manor was the recipient of President Bush's "Thousand Points of Lights" award for the work the residents have accomplished in their community.

DoCOPs have increased the number of mini precincts by five (5), each one a pro-active part of the community it policies. Citizens express a sense of empowerment and police officers feel a sense of accomplishment. Empirical data and citizen surveys were gathered prior to the establishment of the mini-precints and will be gathered one (1) year after implementation.

All these programs have an overriding commonalty - the symbiotic relationship. Everybody benefits from them -- senior citizens gain satisfaction from doing something meaningful, public housing tenants gain a sense of security and control over their destiny, youth learn coping skills and police officers come to feel it is less the "us" against "them" mentality and more the "we" mindset.

Police officers are learning that it's not enough to serve a community, they must become a part of the community they serve.

We visited several cities in order to observe how other municipalities already embracing community policing functioned. What we learned was that while we could garner from them ideas for implementing programs, the community policing infrastructure for Charleston would need to be a prototype - a one of a kind concept based on Charleston's particular needs, resources and capabilities.

Every city must come to terms with the necessity of developing a customized means of solving their particular problems. A carbon copy approach to contemporary law enforcement issues will surely guarantee failure.

Mr. WISE. Thank you for very powerful testimony.

The final witness we're delighted to have with us is Don Cahill, chairman of the National Legislative Committee of the Fraternal Order of Police, as well as sergeant in the Prince William County Police Department.

Mr. Cahill.

STATEMENT OF DONALD CAHILL, CHAIRMAN, NATIONAL LEGISLATIVE COMMITTEE, FRATERNAL ORDER OF POLICE

Mr. CAHILL. Thank you, Mr. Chairman. It certainly is a pleasure to be here. I'm sure Mr. Stokes would prefer to be here rather than where he is, but he has to sit through a long, boring meeting on the——

Mr. WISE. As opposed to any congressional hearing, of course.

Mr. CAHILL. Yes, sir.

Mr. MCCANDLESS. It's kind of a toss-up.

Mr. WISE. Yes.

Mr. CAHILL. Mr. Chairman, I'll just submit my written testimony for the record. The chief, Chief Mitchell, who I have a lot of admiration for, and Chief Staples, certainly admirably covered a lot of what I would include in my testimony, and I certainly agree with every word that both of them testified to today.

I would like to add, though, that the Fraternal Order of Police has long been a supporter of community policing when it's properly implemented. We believe it can go a long way in reducing crime in our cities by preventing that crime before it occurs.

Nothing can give a community a sense of safety and security better than programs with community involvement, where the citizens of that community play a major role in helping keep it crime free. With the citizens participating in the program, they gain a sense of pride that was not there when they couldn't get into the street to see what the street was really like. Citizen involvement is essential to the success of the program. Without the involvement and support of these people, the program would fold.

But what role should the citizen play in community policing? This, of course, depends on the program being implemented. Neighborhood watch groups across the country have been responsible for a large reduction in crime that I've been able to see. In implementing the neighborhood watch programs, much interaction has taken place between the citizens and the police. During this activity, information was exchanged, rules were set, and now, with very little oversight, the groups operate on their own, quite capably.

Inner city youth must also be considered when planning this attack on crime. There are many young people out there who want to be involved in the process, but we tend to leave them out of the planning, when they are part of the problem. There are many programs that these young people can be involved in. They could also bring their parents into involvement also. Some of these programs have been night sports, mentor programs, after-school tutorials, after-school technical training, job programs such as neighborhood cleanups, and many other programs that we have seen around the country.

The important thing to remember is that the community must be involved for it to work: Community leaders, community youth, com-

munity citizens working together with the police, social services, planning, highway department, health department, fire services, public works, legal services, prosecutors, courts, elected officials, business leaders, and anyone else who can and should be involved.

Mr. Chairman, we really do appreciate the interest that you have shown and certainly the interest of your subcommittee. We look forward to working with you on this issue in the future. Thank you.

[The prepared statement of Mr. Cahill follows:]

TESTIMONY OF

DONALD L. CAHILL, CHAIRMAN
FRATERNAL ORDER OF POLICE
NATIONAL LEGISLATIVE COMMITTEE

JUNE 24, 1992

UNITED STATES HOUSE OF REPRESENTATIVES
GOVERNMENT INFORMATION, JUSTICE AND AGRICULTURE SUBCOMMITTEE
of the
COMMITTEE ON GOVERNMENT OPERATIONS

GOOD MORNING MR. CHAIRMAN. MY NAME IS DONALD L. CAHILL. I AM THE NATIONAL LEGISLATIVE CHAIRMAN FOR THE FRATERNAL ORDER OF POLICE. THE FRATERNAL ORDER OF POLICE IS THE LARGEST LAW ENFORCEMENT ORGANIZATION IN THE UNITED STATES, REPRESENTING OVER 240,000 OFFICERS FROM THE RANK OF PRIVATE THROUGH CHIEF.

DEWEY R. STOKES, NATIONAL PRESIDENT OF THE FOP REGRETS THAT HE CANNOT BE HERE TODAY IN FRONT OF THIS PANEL ON THIS IMPORTANT ISSUE. PRESIDENT STOKES HAD A PRIOR COMMITMENT.

THE TERM COMMUNITY ORIENTED POLICING IS NOT REALLY THAT NEW IN LAW ENFORCEMENT CIRCLES. ACTUALLY, THIS WAS THE WAY POLICING WAS DONE FOR MANY YEARS BEFORE MECHANIZATION BECAME SO ADVANCED. TODAY WE HAVE MANY DIFFERENT TERMS FOR THIS TYPE OF PROGRAM. OTHER NAMES ARE COMMUNITY BASED POLICING, PROBLEM ORIENTED POLICING, CITIZEN-ORIENTED POLICE ENFORCEMENT AND ONE OF THE LATEST IS WEED AND SEED. BASICLY, THEY ALL HAVE SIMILIAR GOALS.

IN SHORT SIMPLE LANGUAGE, ALL OF THESE PROGRAMS HAVE ONE GOAL AND THAT GOAL IS TO REDUCE AND PREVENT CRIME. THIS IS DONE BY SOLVING PROBLEMS THAT CAUSE CONCERNS AND HARM TO CITIZENS . SOLVING THESE PROBLEMS IS NOT DONE WITH A QUICK FIX: IT IS DEALING WITH THE CONDITIONS THAT CREATE THE PROBLEMS THAT CAUSE THE CONCERNS AND HARM TO THE CITIZENS.

THE FRATERNAL ORDER OF POLICE ARE VERY MUCH IN FAVOR OF GETTING TO THE ROOT OF THE PROBLEMS THAT ARE CAUSING THE CRIME AND DECAY IN THIS NATIONS NEIGHBORHOODS. BUT IT BEHOOVES THOSE IN LEADERSHIP POSITIONS TO RESPOND TO THESE DEMANDS IN A SENSIBLE MANNER.

WHAT IS A SENSIBLE MANNER? DO WE JUST JUMP INTO A NEW PROGRAM AND SEE HOW IT WORKS OUT OR DO WE TAKE STEPS TO PROPERLY PREPARE FOR IT.

WHEN A JURISDICTION MAKES A DECISION TO ENTER INTO THIS TYPE OF PROGRAM THEY MUST COMPLETE THE WHOLE PLANNING PROCESS BEFORE JUMPING INTO IT. IT IS IMPORTANT TO LOOK AT THE COMMUNITY NEEDS AND PROBLEMS AND DETERMINE WHAT IT WILL TAKE TO REMEDY THESE PROBLEMS. THE RESOURCES NEEDED TO ASSIST (BOTH OFFICIAL AND UN-OFFICIAL) IN ELIMINATING THESE PROBLEMS MUST BE EXAMINED AND BROUGHT INTO THE PROGRAM RIGHT FROM THE START. PLANNING DEPARTMENTS, WATER AND SEWER DEPARTMENTS,

HIGHWAY DEPARTMENTS, UTILITY COMPANIES, TELEPHONE COMPANIES, REAL ESTATE AGENTS, SOCIAL SERVICE AGENCIES AND NUMEROUS FEDERAL AGENCIES MUST ALL BE BROUGHT IN TO THE PROGRAM FROM THE BEGINNING.

IN ADDITION, COMMUNITY LEADERS, CHURCH GROUPS AND OTHER COMMUNITY GROUPS NEED TO BE BROUGHT ON BOARD EARLY. AND MOST IMPORTANTLY, THE RANK AND FILE OF THE POLICE DEPARTMENT AND THE LEADERSHIP OF THE ORGANIZATION REPRESENTING THE RANK AND FILE OF THE DEPARTMENT MUST ALSO BE BROUGHT ON BOARD FROM THE START.

ONE OF THE BIGGEST MISTAKES WE FIND IN STARTING THESE PROGRAMS IS THAT DECISIONS ARE MADE BELIEVING THAT THEY WILL HAVE A POSITIVE IMPACT ON EVERYONE CONCERNED BUT THESE DECISIONS ARE MADE WITHOUT CONSULTING THOSE THAT IT WILL IMPACT. THINGS WOULD GO A LOT SMOOTHER AND WOULD WORK A LOT BETTER IF EVERYONE WAS TAKEN INTO CONFIDENCE AND IT WAS MADE A REAL TEAM EFFORT RIGHT FROM THE START.

ANOTHER AREA OF CONCERN TO US IS THAT WHEN THE PLANNING IS BEING DONE NOT ENOUGH CONCERN IS PAID TO DETERMINE JUST HOW MUCH MORE WORK INTENSIVE THE PROGRAM WILL BE. IF WE ARE GOING TO CHANGE THE JOB DESCRIPTIONS OF OFFICERS AND SUPERVISORS, THEN WE SHOULD TRAIN THESE OFFICERS AND SUPERVISORS SO THEY CAN DO THE JOB. THEY WILL BE EVALUATED AND RATED ON

MR. CHAIRMAN, THE FRATERNAL ORDER OF POLICE HAS LONG BEEN A SUPPORTER OF COMMUNITY POLICING WHEN PROPERLY IMPLIMENTED. WE BELIEVE THAT IT CAN GO A LONG WAY TOWARD REDUCING CRIME IN OUR CITIES BY PREVENTING THE CRIME BEFORE IT OCCURS. NOTHING CAN GIVE A COMMUNITY A SENCE OF SAFETY AND SECURITY BETTER THAN PROGRAMS WITH COMMUNITY INVOLVEMENT WHERE THE CITIZENS OF THAT COMMUNITY PLAY A MAJOR ROLE IN HELPING KEEP IT CRIME FREE. WITH THESE CITIZENS PARTICIPATING IN THE PROGRAM THEY GAIN A SENSE OF PRIDE THAT WAS NOT THERE WHEN THEY COULDN"T GET INTO THE STREET TO SEE WHAT THE STREET WAS LIKE. CITIZEN INVOLVEMENT IS ESSENTIAL TO THE SUCCESS OF THE PROGRAM. WITHOUT THE INVOLVEMENT AND SUPPORT OF THESE PEOPLE, THE PROGRAM WILL FOLD.

WHAT ROLE SHOULD THE CITIZEN PLAY IN COMMUNITY POLICING? THIS OF COURSE DEPENDS ON THE PROGRAM BEING IMPLIMENTED. NEIGHBORHOOD WATCH GROUPS ACROSS THE COUNTRY HAVE BEEN RESPONSABLE FOR A LARGE REDUCTION IN CRIME. IN IMPLIMENTING THE NEIGHBORHOOD WATCH MUCH INTERACTION TOOK PLACE BETWEEN THE CITIZENS AND POLICE. DURING THIS ACTIVITY, INFORMATION WAS EXCHANGED AND RULES WERE SET AND NOW WITH VERY LITTLE OVERSIGHT, THESE GROUPS OPERATE ON THEIR OWN QUITE CAPABLY.

INNER CITY YOUTH MUST ALSO BE CONSIDERED WHEN PLANNING THE ATTACK ON CRIME. THERE ARE MANY YOUNG PEOPLE THAT WANT TO BE INVOLVED IN THE PROCESS BUT WE TEND TO LEAVE THEM OUT

THEIR PERFORMANCE IN THESE NEW TASKS. IF WE ARE GOING TO ASSIGN ADDITIONAL DUTIES TO THE OFFICERS: SUCH AS TEAM LEADERS, WHERE THEY HAVE TO MAKE SUPERVISORY DECISIONS: THEY SHOULD BE COMPENSATED FOR THIS.

ONE OF THE BIGGEST COMPLAINTS MADE BY RANK AND FILE WHEN DEPARTMENTS BECOME INVOLVED IN THESE TYPE PROGRAMS IS THAT THE LEADERSHIP OF THE DEPARTMENT DO NOT TAKE INTO ACCOUNT THAT WHEN THEY TAKE A GROUP OF OFFICERS OFF THE REGULAR ASSIGNMENT OF ANSWERING CALLS FOR SERVICE OR REPORT WRITING AND DON"T PUT REPLACEMENT OFFICERS IN THEIR PLACE, THEY ARE ADDING TO THE WORK LOAD OF THE OTHER OFFICERS WHO ARE USUALLY ALREADY OVERWORKED. OR, SOME DEPARTMENTS WILL ASSIGN THE EXTRA DUTIES INVOLVED IN COMMUNITY POLICING TO THE BEAT OFFICERS AND STILL EXPECT THEM TO KEEP UP WITH CALLS FOR SERVICE AND REPORTS. THIS IS VERY UNREASONABLE AND USUALY WILL RESULT IN THE PROGRAM FAILING AND THE OFFICERS TAKING THE BLAME.

IT IS MOST IMPORTANT THAT WHEN A DEPARTMENT MAKES THE DECISION TO PROGRESS INTO THE AREA OF COMMUNITY POLICING THAT THEY PROPERLY PLAN FOR THIS PROJECT. IT IS IMPORTANT THAT EVERYONE CONCERNED BE INVOLVED FROM THE BEGINNING AND THAT THE PROPER NUMBER OF PERSONEL BE ALLOCATED. IT IS IMPORTANT THAT COMMUNITY LEADERS AND OUTSIDE AGENCIES BE CONSULTED AND IT BE PLANNED AS A REAL TEAM EFFORT.

OF THE PLANNING WHEN THEY ARE PART OF THE PROBLEM. THERE ARE AMNY PROGRAMS THAT THESE YOUNG PEOPLE CAN BE INVOLVED IN THAT COULD ALSO BRING THEIR PARENTS INTO INVOLVEMENT ALSO.

SOME OF THESE PROGRAMS ARE MIDNIGHT SPORTS, MENTOR PROGRAMS, AFTER SCHOOL TUTORIALS, AFTER SCHOOL TECHNICAL TRAINING, AFTER SCHOOL JOBS PROGRAMS (NEIGHBORHOOD CLEANUP) AND MANY OTHER PROGRAMS.

THE IMPORTANT THING TO REMEMBER IS THAT THE COMMUNITY MUST BE INVOLVED FOR IT TO WORK. COMMUNITY LEADERS, COMMUNITY YOUTH, COMMUNITY CITIZENS: WORKING TOGETHER WITH POLICE, SOC-SERVICES, PLANNING, HIGHWAY DEPARTMENT, HEALTH DEPARTMENT, FIRE SERVICES, PUBLIC WORKS, LEGAL SERVICES, PROSECUTORS, COURTS, ELECTED OFFICIALS, BUSINESS LEADERS AND ANYONE ELSE WHO CAN AND SHOULD BE INVOLVED.

MR CHAIRMAN, THE FRATERNAL ORDER OF POLICE GREATLY APPRECIATES YOUR INTEREST AND THE INTEREST OF YOUR SUB-COMMITTEE IN THIS VITAL ISSUE AND LOOKS FORWARD TO WORKING WITH YOU ON IT IN THE FUTURE.

Mr. WISE. Thank you, Mr. Cahill.

There are a lot of questions. In a community policing situation—and I'm going to start with Chief Staples and then see if anyone else has a question—chief, I'm familiar with your efforts in housing projects, for instance, where, in the Orchard Manor project, which I might add, was also awarded by President Bush as one of the Thousand Points of Light, working with the community.

You have significantly reduced crime in the Orchard Manor Housing Project. You have officers that are there on a regular basis. You have a gate in which residents come and go. And you work with the community there. I have several questions on that. Some, it sounded like—and I'm sorry I was not here for the previous panel; I had to be on the floor on a bill that's up—but, in reading the testimony of the gentleman from California on Operation Cul-de-sac, it sounded a little bit like Operation Cul-de-sac, which you've done.

In the case of that situation, did you go in there first to establish a police presence and then the community organized around that? Did you first identify community organizers and work with them? What is the evolution? And I guess the next question is, what do you see as the future in that particular area?

Mr. STAPLES. I think that we had been there many different times throughout my career on the Charleston Police Department, but with very little success, or the success had been over a short period of time. The last time that we went in, we went in with the thought of allowing the community to voice what its concerns were, and we were able to prioritize those concerns. I think all before the reason that we had had failure was because we had never allowed that community to really tell us what some of their concerns were.

Although they had concerns about the drug trafficking and the violence, they had some good ideas about how to solve that. In the past, we hadn't allowed them to really come forward or given them the vehicle to bring that information to us. It was always we knew what your problems were; we'll handle it.

I think that we found out that one of their problems was after care, and things for their youth to do was one of the things that really concerned them. And, with that, we were able to put them with the Charleston Parks and Recreation, and with the West Virginia University Extension Service, and with the 4–H Club, and with the Girl Scouts, and allowed them to work with those groups and create programs themselves.

Because we had found in the past, if we came in and actually started a program, when we left, because of personnel shortage or our emphasis was directed somewhere else, then the programs died. Because the residents didn't view them as their programs; they viewed them as a Police Department program.

So this time we went in and we identified people, and we let them know up front, we're going to be a team, and for us to address problems within this community, you're going to have to tell us what those problems are. What do you think is the most pressing and urgent problem that needs to be addressed within this community?

And we started out with three or four people. And many times you're not going to get the whole community to come out at first.

So you may have to go in and identify two or three people to plant the seed and then build from there.

The thing that I think most communities are not told, and they need to be told from the very beginning, it's a long process, because they have always been used to quick fixes by the police department. We come in; we arrest a bunch of people; and we scare them off the street for a month; and then we leave, and then they come back. Well, they get in the habit of, well, you'll come with a quick fix. Well, it's not about quick fixes; it's about long-term resolutions to problems.

Mr. WISE. You mentioned grants, part of that was funded by a $250,000 HUD grant to help set up the security gate, some other things. That grant is about to expire. What do you see as the future when that happens?

Mr. STAPLES. Well, that was one of the things that we urged—and, as a matter of fact, that grant was secured by the residents. That grant was secured by the residents. They formed a residents corporation within that community, and they made application for that grant. So that gave them even more empowerment to decide how those funds would be spent.

We had reluctance about the gate, and we knew that it would be a monumental task. What we did was, we gave them 30 days of law enforcement service, but we also conducted training for those persons who they selected as volunteers and as employees to work the gate. We trained them. We just didn't put them out there; we trained them in procedures in working a gate.

It's something that I believe the citizens are beginning to understand that I think they can make it without the gate, if it's not there, that it's not going to mean the whole neighborhood goes back to what it was if the gate is gone.

Mr. WISE. Does a police officer stay, as they have been?

Mr. STAPLES. Yes. But we do it—I mean, it's different. Just like was stated earlier, we deal with a lot of quality of life problems. We work as that entity that works to put that pressure on the housing authority that, when it says we're going to put up street lights in a parking lot, or we're going to light stairwells, that they're able to do that.

Now, one way that they're going to continue to fund that gate is that the management corporation, which is made up of the residents, has contracted with the housing authority to maintain the stairwells, and the housing authority will pay so much for the maintenance of the stairwells, keeping them painted, clean, the light in, the fixtures working. And they will take the funds that they've earned from the corporation and pay the personnel who work the gate.

So that was ideas that was generated from within the community. There's just a wealth of information within communities, and we need to learn, in law enforcement, to tap that resource.

Mr. WISE. Question for any of the panelists: From a police officer's perspective, how do you feel about private citizens groups, such as the Guardian Angels, for example, providing deterrence and protection from crime?

Mr. CAHILL. I'll be glad to start on that, congressman. We're not beyond asking anybody for help, and we certainly expect help from

somebody who wants to offer it, and we'll accept it. But, unless we have a control over it, we're certainly apprehensive about utilizing it.

If you take a look at the way the neighborhood watch programs are set up, neighborhood watch runs itself. They have their own block captains. But there is an oversight within the police department, usually within the crime prevention bureau, that coordinates the activities of the neighborhood watch, that gives them what information they need, that gathers information from them.

Citizen groups, I think, without some oversight, can be extremely dangerous, especially in certain areas that they don't have the citizen support either. And what you end up doing is creating more police problems without at least the citizen support.

Mr. CALLANAN. Can I say, in Riverside County, our sheriff's department has it's own sheriff's patrol made up of private citizens who do an excellent job out there in the community throughout the county and are well accepted. We do have throughout the county, also, the neighborhood watch programs, which are extremely important.

One of the problems there, however, in my own experience—I'm part of a neighborhood watch program in my own community, and, recently, there was a burglary in a garage in process, and myself and a few neighbors called the police, and they were going to be responding.

We went out—as was suggested earlier today, you go out with three or four people—but when that individual has a weapon, I think the neighborhood watch people have to be really trained and taught to call the police and not get involved themselves—as was suggested, you know, take three or four people and go out and see what's going on. You may pay with your life on that because the person feels he's cornered.

But neighborhood watch is a very, very prevalent component of the police in Riverside County.

Mr. STAPLES. Well, I have to agree that neighborhood watch groups have been successful in Charleston. We have not, in any way, ever suggested that they take any type of action other than to just observe and observe from a safe distance.

We do have a Neighborhood Assistance Officer Program that we got from Dayton, OH, Police Department, and that is made up of volunteers who are trained by the Police Department, who have police radios, who have access to contact the patrol officers. But they go through 8 weeks of extensive training, and they are taught also just to observe and to observe at a very safe distance, never to take any type of arrest action.

I think that when you look at organizations such as the Guardian Angels, I think that you have to look at in what way do they come into your community, I think, is a key. Do they come into your community because there is a perception among your community that law enforcement isn't doing its job? And I think that may cause some of the friction, because that, in many cases, is the attitude: "Well, we might as well have the Guardian Angels here because the Police Department can't do its job. They're not able to do their job."

So I think that that may be why you have a lot of friction among some law enforcement agencies and groups like the Guardian Angels. I think, if you have a group like that that comes in, I think that it will depend on a lot about the community perception of that law enforcement agency and what are its shortcomings, and is that agency aware that that perception exists. That's why I say that it's very important that you do surveys to find out what the perceptions are.

Mr. WISE. The Neighborhood Assistance Officers, are they working and trained to work within their neighborhoods, or do you use them, for instance, across the city?

Mr. STAPLES. We use them across the city and in their own neighborhoods. Those that we utilize in neighborhoods, we try to use them in the neighborhoods that they volunteered from. And they work closely with the neighborhood watch groups. It's another vehicle for information to flow both from the residents to the police department and from the police department to the community.

I think one of the most valuable things to a law enforcement agency is the clergy. And I observed that in New York City in the 81st precinct. They are practicing and implementing community policing. But one of the best ways to get information out to the community about different things that law enforcement is doing, and if you wanted to organize a community, the clergy would be the place to go to get the message out that you wanted to have a meeting to address concerns that are plaguing the community.

So I think committees of clergy within communities are a valuable source for law enforcement in getting information out and establishing a situation for dialog.

Mr. WISE. Mr. McCandless.

Mr. MCCANDLESS. Thank you.

Mr. Callanan, you talked quite a bit about how to reduce the problem of gangs, drugs, juvenile crime, and so forth. If you had a magic wand, what would you recommend to the subcommittee this afternoon as types of programs that you feel, from your experience, would best approach that on a general nature and produce a positive result?

Mr. CALLANAN. There are a number of programs that we are experimenting with. One I mentioned about the gangs that we have at Twin Pines Ranch, the gang members, after they go through the program, go back out into the community and appear before high school kids, grade school kids, telling their experience about how they became a gang member. We find that the kids in the schools relate much better than if a policeman or a probation officer goes and tells them. The guy sitting up there with 30 tattoos, and so forth, kids are very impressed with that.

But they do, these youngsters that do go through these programs, are able to go back and say, "Well, you know, I made this stupid mistake. Look what happened to me, where I am," and so forth, "I've been on drugs," and so forth, "and I've had to spend 9 month at Twin Pines Ranch."

Another thing, we use a great deal of the community. We have community groups who come to the ranch, that work with the gang members themselves. We send teams out at the request of the community to do work in the community.

For instance, senior citizens, we have people that have been in gangs, as part of their payback to the community, that they owe the community something, and they go back and they cut grass, paint houses, and so forth, especially if they are senior citizens, very marginal income, and the place is falling apart. The community notifies us, and we will send these teams out. Tremendous impact.

But one of the most important things is now that we, in Riverside County, have a large retirement community, and we've been mobilizing those folks to become volunteer probation officers. And they do a lot of mentoring on a one-to-one with people in trouble, both adults and juveniles, with pretty positive effects.

What that means, however, is that we basically get the support of the community for a lot of our programs. And a lot of the people see programs do have an impact and are successful and that people do, who commit crimes, some of them do come back and pay back that community.

I think that's—if I had my way, I'd say anybody that has committed a crime should, in some form or fashion, pay back the community for that. Putting him away is one thing, but if he's on probation, community service is very, very important to show the community that something is being paid back, and we have large community service programs.

Especially among young people, the graffiti issue in California—I don't know whether it's just California—but every wall is a victim to graffiti, and the gang members, and so forth. Instead of keeping kids at Juvenile Hall, which is often suggested, at $95 a day, we have a team of over 130 youngsters who come to Juvenile Hall, brought by their parents, on Saturday and Sunday mornings, and they work all day till 6 p.m. removing that graffiti.

People say, put a lot of these people into juvenile halls, into county jails, and what they do all day is basically sit there and watch television, because what are you going to do with them if you're a lock-up or a juvenile hall. But they don't like the work.

Now, I know Congressman McCandless knows that our sheriff, through our work release program and our programs in the juvenile probation, we put a lot of these people to work in beautifying our community, our roads, our cemeteries. If you die in Riverside, you've got a beautiful cemetery to go to 9 times out of 10, basically because, on weekends, it's cleaned up by these different people. And it's amazing, some of them even come back after a while and volunteer. They get a kick out of it.

So it is positive. Getting people involved, both in the community, so that they themselves see how the criminal justice system works, and getting the offenders involved, paying back that community for doing something that they did, and giving them a general feeling that they are contributing, that they can help, too. And treating them with respect, that's the other issue.

Mr. MCCANDLESS. I pose this to the panel as a whole, for anyone that would care to comment. The Justice Department, in its testimony today, is pushing the Weed and Seed Program. I realize that it's restricted to a few target communities right now and that possibly your familiarity with this may be limited, but, if you have any thoughts on the program's potential, I'd be happy to listen to them.

Mr. CAHILL. To start off, Congressman, I'm very familiar with the program in that I've discussed it at great length with Mr. Barr early on, in the planning stages. Certainly, the concern that we have is that it's not getting out—it's not going to get out, as a matter of fact—to a lot of the rural communities that need it. It's going to go to the major cities. It's going to go to the major locations.

Unfortunately, in the middle of West Virginia, or down in southern Virginia, or up in northern California, some jurisdictions that are going to need some help are not going to have that help because all the funding that was available in small amounts through other programs is now all being channeled over there, and it's going to make it even more difficult to get what small amount of Federal dollars there is.

The concept is very good. The ideas are great. I mean, all it's doing is reverting back to community policing, except with Federal coordination. But the problem is that it's not going to reach a lot of those people out there in middle America that are going to need a lot of that help.

Mr. MCCANDLESS. Anybody else?

Mr. STAPLES. I am not too familiar with the program other than some of the things that I heard this morning. I have some concerns, like Mr. Cahill, that there will be communities that won't benefit from the Weed and Seed Program. Also, as one of the other subcommittee members this morning brought up, what about those jurisdictions that have jail crowding, who aren't able to weed and successfully put people away.

I don't know of very much input that local law enforcement had in Weed and Seed. I certainly don't know of any chiefs in West Virginia that have discussed the Weed and Seed. And then I'm concerned that—I think there was some mention that there would be a task force made up of the local U.S. attorneys and certain members of the community. But, again, we're going back to basically the same old thing, trying to get different results.

It kind of astounds me that we would believe that by doing the same thing we're going to get some different results. Now we're going to take a program and make it fit everybody, as if this is the answer to everybody's problem, that we go in and do this first, and do that first.

We haven't listened to the concerns of the communities. We're not dealing with root causes. We're going right back to the old reaction of making one program fit, and, if you don't have these—I think I heard the gentleman from the Department of Justice say, "If you don't have components of community policing, then you're not going to be able to be qualified for this." Well, what is a component of community policing?

Then he turns around and says that there's going to be money for community policing but not to everybody. So, if you don't get the money for community policing to put those components that they want, then you're not going to qualify for Weed and Seed. So, I mean, it kind of plays against itself. And it goes back, you're going to have the larger metropolitan areas are going to benefit from it, and the smaller communities, who have problems that are overwhelming also, they're not going to benefit from it.

But it's basically the same thing, putting money out there and saying, "Here's the program. Make it fit." And I just don't see that it will be that successful, if that is the gist of the program, from what I gathered from the testimony this morning, that it will be in phases, but they're not taking into consideration that there have been State supreme courts that have mandated sheriffs who manage jails that they can't put anybody else in there, and that State prisons are having to put people on work release because they're overcrowded, and States don't have funds to build new prisons.

Within our jurisdiction, the Federal Government is having difficulty incarcerating prisoners. And just like Mr. Towns said, we're getting into, I think, sending a dangerous message, because we always center on certain ethnic groups. And I just have real concerns about any type of program where you're saying to States and to local government, "Here it is, and, if you want this money to do something about it, here's what we think you should do."

And it may not be what Charleston, WV needs. Charleston, WV, may need to address its problems in a completely different way. And to simply get money that you know you're not going to be able to do anything with, or to effect any change, I just think that it's a waste of money, really.

Mr. CALLANAN. Our task force, and that's what I call it—as I say, we do meet, the entire criminal justice system, once or twice a month—did look at the Weed and Seed money, and Sheriff Cois Byrd didn't feel it would meet the needs of the county, so we didn't apply.

Mr. MCCANDLESS. Let me conclude by asking this general question. We have spent several years now spending money at the State, local, and Federal levels to develop the resources for prosecution, courts, sentencing capabilities, and all of the areas of the criminal judicial system. For all this effort, how successful would you say that has been in dealing with criminality associated with drug and gang activities?

Mr. CAHILL. Again, I'd like to start on this. Twenty-one years as a police officer, working on the State, local, and also the Federal level, 12 years working in narcotics, a lot of deep cover work for years at a time, I'm currently assigned as a supervisor to the Federal Drug Task Force here in Washington.

One of the biggest problems I've always found in this so-called war on crime is that the generals don't run the war. And that's why we didn't do so well in Vietnam; we didn't do so well in Korea. And we're not going to do so well here. Now, 90 percent of the arrests for crime are made on a State and local level, and that's where we need 90 percent of the bed space or prison space. We need 90 percent of the resources on the State and local levels.

Every court you go into is different. Every district, every Federal district you go into—if you go into the eastern district of Virginia, which I think is probably the best district in the whole country, they have what they call a "Rocket Docket" there. You arrest a man today; you can be assured he's going to be in prison in a reasonable amount of time. You go to Baltimore, MD, and you don't even know if your case is going to get prosecuted because of the personalities of the district itself.

We need to take a closer look at this. We need to take things like the Federal Sentencing Guidelines, which is probably the best idea that the Congress has ever come up with, that has just done wonders in keeping criminals off the street and reducing recidivism.

If we can continue with programs like that, continue with innovative programs like the boot camp programs, but at the same time put money into drug treatment and drug education where it's needed so badly, we're going to reduce crimes in the other areas, because the majority of these other crimes are as a result of the drug problem.

Mr. STAPLES. I think it has been that reactionary mentality that jails are the answers to all our problems. And I haven't seen capital punishment stop homicide. I think we need to spend some money in root causes. I think we need to spend some money in how to change attitudes. I think we need to have emphasis on education, and we're going to have to start educating, and I mean educating very young.

It's sad, but it's a belief among a lot of people, the law enforcement community as well, that there's a certain portion that we basically have to write off because they are in between, where they didn't get any education, and they are beyond treatment. But we can salvage the future; we can educate and change some attitudes of our youth, which is the future, the very young that are going to be here.

And if we don't change some attitudes about all this violence and about all this acceptance of drugs—if you look at—I mean, look 10, 20 years ago, how our attitudes have changed toward things. When we first started looking at television programs, someone may have gotten shot, but you didn't see people—you might see the gun and see it smoke, and then you see somebody fall, but now that's not enough. You've got to see the insides blown apart, their head blown apart. That's what sells. It's glamour. It's cool. It's what we want to see.

So we need to invest in that. And I think we need to really take a serious look, is enforcement going to do it all? I mean, it's just like saying we should go and bomb South America because they produce opium and coca bushes. But what do we do about the people that are producing methamphetamine on the west coast of the United States? Do we bomb them? Do we bomb Oregon? Do we bomb Hawaii where "ice" is being produced? No.

It's attitudes. Until we start addressing that and addressing some root causes of why we have such a demand in this country—5 percent of the world population using 60 percent of the illegal drugs produced in the world, that's attitudes. That's not about building prisons; that's not about sentencing guidelines; that's about we need to educate and change some attitudes about the acceptance of drugs and violence.

Mr. CALLANAN. Speaking for Riverside County, the Federal funds that have come in, and some of them passed through the State, others direct, have had a very positive impact.

Again, as I pointed out, all the agencies work together very closely. I know that, when a grant does come down, for instance, to the district attorney, especially in the area of drugs, we may get a special prosecutor, we may get a special court set up out of it. The

sheriff gets so much, and the probation department gets so much, where we can then provide that treatment component, or at least try to help those that do need the help and that do come through the system.

So we very effectively have used that in several areas. Even with the county schools, we've gotten large grants which our people, through the sheriff's department and the law enforcement, local police, have gone into the schools, tried to provide different programs on drug training. The probation department does it.

But, again, I point out, in order for these programs to be successful, it's important that all components of the criminal justice system work together, not just one component. And, in Riverside, we're blessed that we do work together. We even have the public defender in the same room with the district attorney, and they talk about it. They talk about different programs and how to work together.

So, in answer to your question, Congressman McCandless, I believe the Federal funding that has come both through the State and Congress has been very effective for the county on a team approach.

Mr. MCCANDLESS. Thank you. Thank you, gentlemen. That has been very helpful.

Mr. WISE. Quick question: The Edward Byrne Program presently has a 25 percent local match; 75 percent Federal dollars come for that. There is a proposal, and it is every year to increase it to 50/50. The Byrne Program is that money that goes to the States for various programs. That is, I believe, what Chief Staples uses to fund their training grants; it funds the regional task force, and so on.

Does anyone have any thoughts on what happens if it goes to 50/50, as far as the ability of the local governments to match for that?

Mr. CAHILL. It comes up every year, as you know, Congressman, and we've addressed it every single year. And we're emphatic there is a strong need for it to stay 25/75. If we go to 50/50—and, of course, there are a lot of people saying, "Well, if we have to make it 50/50 so that there will be funds, we can spread the funds out a little bit more." But, unfortunately, you're spreading them out to larger jurisdictions. Smaller jurisdictions that cannot come up with more than 25 percent will be cut out of the program, in total. It's tough enough for them to come up with 25 percent matching funds, and it's just imperative that it stay at 25/75.

Mr. WISE. Anyone else?

Mr. STAPLES. I just have to agree.

Mr. CALLANAN. Yes, I totally agree. California is in a state of depression. And I know the counties are dependent upon the State. I work very closely with local school districts, and their budgets are at the bare bones. So, if you do add on another 25 percent, or 50/50, I would venture to say that 60 to 70 percent of the programs in Riverside would probably go down, because they just haven't got the funds to give that extra 25 percent in.

Mr. WISE. I want to thank you for being here and for your patience. Your testimony has been extremely helpful. I want you also to know that, as I said in my opening remarks, this is going to be

an ongoing area for the subcommittee, and I would like to have the opportunity to work closely with you in developing an agenda.

It's not just policing. And the interesting thing is that that's the first thing that each of the law enforcement representatives' points that has clearly been made. What is it that we can do, both to work with you, but also to work with citizens to encourage the kind of change in attitudes, Chief Staples, change ability to organize, ability to work with police officers, but also to work within our own communities?

I happen to also believe it's a change in attitudes. It is a change in attitudes in what we grant tacit approval to, the glamorization of drugs and violence. It's also a change in attitudes in how we relate to one another.

Somehow we've gotten away from a sense of community. I think West Virginia is as about a community-oriented State—rural areas, I think, tend to be that way a little more—than any I've seen, and yet I can even sense the strains within our rural areas, as, for various reasons, modern technology, transportation, whatever, we seem to have pulled away a little bit from each other.

There are a lot of things we need to fight. Drugs and crime are probably the ones that people most immediately feel in their gut. But there's a need to pull people together. So I would welcome any suggestions that you have as we move through this.

As I say, my hope is that we do develop some role models, some case studies, that can prove helpful to others, recognizing, as each of you has stated, that there is no one plan that works for every area. There are a number of plans that can be adapted, but I really do want to give that person that's sitting in a neighborhood somewhere the sense that, hey, wait, there are a lot of others in this boat, too, and there are a lot of others who have gone down this road, and there is some application there for me here, and I know that I'm going to get the backup that I need.

So I just want to thank you very much for making this opening hearing possible. The committee will stand adjourned.

[Whereupon, at 3:30 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

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