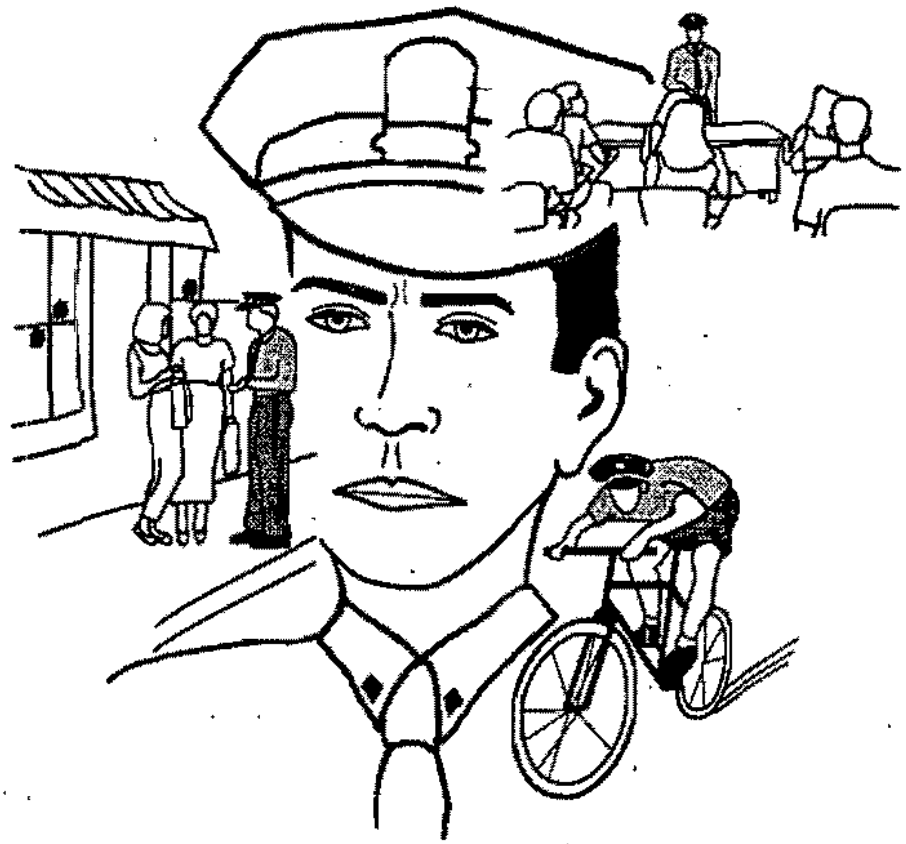
POLICE AND COMMUNITIES TOGETHER AGAINST DRUGS



A Community Policing Guide for Police Administrators
and Local Government Officials

ACKNOWLEDGMENTS

This monograph was developed as a result of a day-long workshop on community policing held by the Office of National Drug Control Policy (ONDCP). During this workshop, expert practitioners and academicians identified which issues to present to best assist jurisdictions in developing community policing as a tool to counter drug problems in their neighborhoods. The community policing experts participating in this workshop included Dr. David Bayley, State University of New York, Albany; Joseph Brann, Director, Office for Community Policing Services, U.S. Department of Justice; Don Cahill, Chairman, National Legislation Committee, Fraternal Order of Police; Drew Diamond, Director, Consortium of Community Policing; Ira Harris, Executive Director, National Organization of Black Law Enforcement Officers; Thomas Koby, Chief of Police, Boulder, Colorado, Police Department; Brent Larrabee, Chief of Police, Framingham, Massachusetts, Police Department; Col. David Mitchell, Superintendent, Maryland State Police; Matt Rodreiguez, Superintendent, Chicago, Illinois, Police Department; Jerry Oliver, Chief of Police, Richmond, Virginia, Police Department; Michael Smith, Director, Vera Institute of Justice, New York City; Elizabeth Watson, Chief of Police, Austin, Texas, Police Department; and Edward Zedlewski, Director, Adjudication and Corrections Research, National Institute of Justice, Washington, D.C.

Substantial insight and support was provided by the former Director of ONDCP, Dr. Lee Brown. Two anonymous reviewers from the Office of Community Policing Services and the National Institute of Justice provided valuable comments. Additional support was provided by the editorial and graphics staff of CSR, Incorporated.

TABLE OF CONTENTS

COMMUNITY POLICING: A POWERFUL TOOL FOR BUILDING DRUG-FREE NEIGHBORHOODS 1

USING COMMUNITY POLICING AS A CRIME-FIGHTING TOOL AGAINST DRUGS 4

DRUG ENFORCEMENT STRATEGIES UNDER COMMUNITY POLICING 7

FIGHTING DRUGS WITH COMMUNITY POLICING AND WHAT IT TAKES 12

WORKING WITH COMMUNITIES 17

COOPERATION WITH OTHER AGENCIES 23

RESTRUCTURING THE POLICE DEPARTMENT AND MANAGING INTERNAL CHANGE 28

REDEFINING THE ROLES OF POLICE OFFICERS AND MANAGERS 36

DEVELOPING INTERNAL SUPPORT STRUCTURES FOR COMMUNITY POLICING 40

FINDING THE RESOURCES FOR COMMUNITY POLICING 48

INSTITUTIONALIZING COMMUNITY POLICING 52

WHERE TO FIND ADDITIONAL HELP 57

COMMUNITY POLICING: A POWERFUL TOOL FOR BUILDING DRUG-FREE NEIGHBORHOODS

As police administrator, I learned long ago that police alone cannot provide the sole solution to the drug problems our communities face. The community, other local government agencies, State and Federal agencies, and the private sector all have to be involved. Since cooperation and coordination lie at the heart of community policing, it is much more powerful in reducing drug problems in the long run than the isolated efforts of traditional drug enforcement.
—Dr. Lee Brown, Director, Office of National Drug Control Policy

Crime and drugs remain two of the most important problems for the American public. Drug use among youth is increasing again, and underage drinking and smoking remain constant problems. Furthermore, the number and use patterns of chronic, hard-core drug addicts—who are responsible for large portions of drug-related crimes and for keeping the drug trafficking market lucrative—have not changed.

Police officials know that traditional law enforcement responses are insufficient to achieve long-term results in reducing drug problems. Open-air drug markets and crack houses that have been closed in one area quickly pop up in another, and arrested dealers are soon replaced by others. Police also know that they alone cannot create and maintain the environment in which communities can successfully stand against illicit drugs over time. The community and other local government agencies must be active partners in these efforts.

Many jurisdictions around the country have experienced the difference community policing can make in turning around drug-ridden neighborhoods. These jurisdictions also realized that community policing is an important component of local efforts to prevent young people from using illicit drugs. Police departments located in all types of jurisdictions—rural, suburban, and urban—have developed their own community policing concepts and are working in close cooperation with communities and local government agencies to counter drug-related crime. For example, these jurisdictions have succeeded in closing crack houses and open-air drug markets permanently; they have been able to establish close interactive relationships between community members and police to ensure that interventions occur at the earliest sign of recurring drug activities; many have developed a broad range of alternative youth activities that prevent youth involvement in illicit drugs; and they have coordinated the work of criminal justice and local government agencies with police departments to ensure that drug offenders are held responsible, that treatment is available to those in need, and that safer environments are created to foster drug-free communities.

President Clinton's promise to place 100,000 police officers on the Nation's streets aims to help police departments and their communities create safer neighborhoods and stronger communities that can combat the drug problems they face. Realizing that police departments and their jurisdictions need help in building a community policing concept that fits their needs, addresses their problems, and is sustainable over time, the Office of National Drug Control Policy (ONDCP) developed this monograph.

Developing a community-oriented approach to policing is not an easy process. It requires major changes in a police department's organization, management, and procedures. It requires fundamental changes in police culture and how police define their roles. It takes time and significant effort to actively involve the community, and local government agencies need to restructure their work to support community policing. Although setbacks and successes are a part of the evolution of community policing, the positive results achieved by several police departments attest to how useful and instrumental community policing can be in reducing drug use and drug-related crime and its associated problems.

The information presented in this publication is based on the efforts and approaches tested and implemented by jurisdictions around the country. Community policing has to vary from department to department, and local law enforcement agencies gener-ally know what will work best in their communities; have many already developed a broad range of creative changes.

This monograph is designed to assist police administrators and other local officials in institutionalizing community policing and using its full potential to address the problems of illicit drugs; crime; and violence, including alcohol-related violence. Because the development and implementation of community policing are complex processes, no one guide can fully cover all related issues. Therefore, this monograph focuses on (1) highlighting the power of community policing to counter drug problems at the local level and (2) addressing key elements needed to create the organizational and management structure that supports community policing. The last section provides an overview of where additional information or further assistance may be obtained for implementing community policing to fight illicit drugs.

Building safer and more viable communities in this country is one of the President's most prominent concerns and an issue that has always been the focus of the ONDCP Director. This monograph will serve as an important resource for police administrators, local government officials, and their communities in their efforts to build neighborhoods that are strong enough to counter and resist illicit drug trafficking and use.

USING COMMUNITY POLICING AS A CRIME-FIGHTING TOOL AGAINST DRUGS

A CASE TO CONSIDER:

In early 1990, the Portland, Oregon, Police Department received an average of 70 calls for service per 8-hour shift from Columbia Village, a low-income, public housing area on the outskirts of Portland with a population of 1,500. Most of the approximately 1,000 arrests made annually were alcohol and drug related. In late 1990, the Multnomah County Sheriff's office, in a combined effort with the Portland Police Department and the District Attorney's office, focused part of their community-oriented work on this area. While the police department took responsibility for regular patrol services, the Sheriff's Office opened a substation in Columbia Village staffed by four deputies and one community service officer. At the same time, 27 social service agencies placed employees in a nearby building to provide various social services.

The main focus of the deputies' work was drug and crime prevention, especially during night shifts, when most problems surfaced. After analyzing calls for police service and arrest data, the deputies found—in cooperation with residents—that most drug-related incidents were caused by outsiders, often "boyfriends" of single mothers who used the women's apartments to sell illicit drugs. The women tolerated this activity because they relied on the money they received in return to support themselves and their children. In close cooperation with the District Attorney's office, the deputies targeted nonresident suspects and kept them away, often by filing simple trespassing charges. Eviction and prosecution of the women residents were deferred on the conditions that drug selling cease, they find jobs, or they participate in drug treatment. Job placement and child care also were arranged to assist these women. During the next year, the number of calls from the Columbia Village neighborhood decreased to a low of four to five calls per shift.

Although both implementing community policing and reducing the demand for illicit drugs have been central elements of police agendas in many jurisdictions, they have not always been linked. Community policing frequently is seen as a special program conducted by a limited number of specially assigned officers to improve communication between the police and the community. Community policing also has been criticized as being soft on crime, and community policing officers have been compared to social workers who are not engaged in real police work. Neither could be further from the truth.

Those who still are unfamiliar with community policing often are astonished to hear that community policing officers arrest suspects at rates similar to their traditional police counterparts. Community policing is, however, a more comprehensive approach to reducing crime than is traditional law enforcement. The following three characteristics of community policing are particularly well suited to addressing drug problems: (1) it emphasizes

places, not just individuals; (2) it relies on community institutions to control behavior, and (3), of special importance, it focuses on finding long-term solutions, rather than just making arrests and delivering citations.

The focus of traditional policing on individuals and events meant that street-level officers responded to calls reporting drug trafficking, searched for described suspects, and possibly made an arrest. Detectives observed known drug dealers, gathered sufficient evidence, and possibly made an arrest. It meant that SWAT teams cracked down on known open-air drug markets or crack houses and made several arrests. This approach resulted in possibly one or several dealers fewer on the streets who were quickly replaced by others. Police officers of all ranks know this outcome, and many accept it as a frustrating reality in their line of work.

The benefit of community policing focusing more on places and less on individuals than traditional policing can be seen when police are concerned with reducing drug-related problems in specific areas, such as a neighborhood block that attracts open-air drug trafficking. For example, the place-oriented approach will combine law enforcement strategies that focus on discouraging illicit activities in an area by increasing community responsibility and area safety through enhanced officer visibility and by enforcing violations, including those that may be precursors to drug crimes, such as loitering or trespassing. This place-oriented approach has proven to be more successful because it focuses on all illicit activities occurring and potentially developing in a specific area. As the Portland, Oregon, example shows, targeting individual offenders and using traditional drug enforcement strategies remain important components of police activities, but they are only part of a more comprehensive approach to keeping drugs and its drug-related problems out of neighborhoods.

Further, the fact that community policing relies on community institutions, such as schools or other community members, to control individual behavior fundamentally differs from traditional policing. Until recently, police defined themselves, and have been identified by others, as the primary social agent for controlling deviant behavior. Parents, neighbors, teachers, friends, clergy, business owners, and other community members have come to rely almost exclusively on the police to keep their neighborhoods safe. This reliance grew not only because community members were reluctant to get involved, but because police too often felt that no one else could be trusted with the responsibility of maintaining order.

However, when it comes to impacting neighborhoods and effecting change, police crackdowns alone cannot result in permanent solutions to the drug problem. The police alone cannot manufacture conditions in a neighborhood to sustain permanent change; only partnership efforts between police, other agencies, and the community can have long-term impacts. Most drug enforcement efforts still use only police resources, but there is a role for other individuals, especially community members, to play in combating drug use and trafficking.

Of specific importance to any effort to curb drug problems is that community policing is more concerned with finding long-term solutions to neighborhood problems than the traditional reactive approach of concentrating on individual arrests or citations. For drug enforcement, this means not only arresting drug traffickers but also developing a strategy that holds illicit drug users and drug traffickers accountable for their behavior, allows for intervention at the earliest signs of a problem, and creates an environment that prevents recurrence of the problem. This search for a long-term solution also speaks of the need to involve others in police work and transfer responsibility for drug control efforts to communities and other agencies.

The following section outlines how these characteristics of community policing translate into changes in traditional drug enforcement strategies to create comprehensive drug and crime control efforts.

DRUG ENFORCEMENT STRATEGIES UNDER COMMUNITY POLICING

A CASE TO CONSIDER:

In 1992 the Mazatlan Circle, a low-income residential area in Colorado Springs, Colorado, became the testing site for a comprehensive community policing program. The large number of calls for service, the fear of crime among residents, and the high level of drug trafficking and other criminal activity made Mazatlan Circle a prime location to test this program. Directed police activities—an approach in which police target specific crimes (e.g., drug dealing, loitering, or gang activity by increased police presence, arrests, and targeted sweeps)—placed constant pressure on drug dealers and buyers. A newly designed computer database aided the identification of problems by distinguishing problem locations and assessing the types of calls. The police department developed a close working relationship with residents and undertook house-to-house surveys to identify local views of the primary crime problems. The department provided training and assistance to the Mazatlan Owners/Property Managers Association for screening tenants, evicting those involved in drug trafficking, recognizing criminal activity, and problemsolving. Furthermore, Mazatlan residents, with the assistance of city agencies, planted trees and shrubs and undertook other projects to improve the physical appearance of the neighborhood. This experiment yielded remarkable results. The calls for service alone decreased by nearly 17 percent during the first year.

Community policing is not intended nor allowed to be soft on crime. On the contrary, community policing requires strict law enforcement where crime is evident. Traditionally, police officers considered arrest to be their prime tool for fighting drugs. For the community, however, even extensive police efforts to intercept a truckload of cocaine and arrest high-level drug traffickers is often of less concern than what is happening in their own neighborhoods—drug sales and drug users on their block. Community policing, on the other hand, is drug enforcement not just through isolated drug arrests but also through coordinated crime control that addresses the underlying causes so that the problem does not resurface.

A police department committed to community policing will apply all traditional, well-proven drug enforcement strategies, such as buy-and-busts, sting operations, and concentrated crackdowns. The difference, however, is that these strategies and tactics are planned and targeted to achieve long-term effects. As a result they must be applicable to the individual neighborhood and be reinforced by other activities to allow early intervention to prevent recurrence of problems. The following sections outline some changes that community policing introduces to drug enforcement strategies.

Problem Identification for Different Neighborhoods

To develop the most effective responses to drug problems in a jurisdiction, the actual extent and type of problem situations existing in a neighborhood must be identified and analyzed. While problem identification as the first step in developing appropriate police responses is not specific to community policing, the place-oriented approach of community policing emphasizes not only identifying patterns of criminal activity of individual traffickers but also determining the current drug activity and related problems in a neighborhood. Because drug problems can significantly differ from one area to another, strategies for combating these problems also must differ from one neighborhood to another, depending on the existing problem and the resources available to counter these problems, including all resources, not just police resources. The above-mentioned effort in Colorado Springs was successful because the problems the neighborhood was experiencing were identified by the police and residents of the area, and the appropriate solutions were developed as a combined effort. Solutions were developed that were acceptable and possible in this neighborhood. They may not have been appropriate for other areas, where residents may have had different perceptions, different needs, and a different level of involvement.

Solving Problems

To achieve long-term solutions to community problems, many departments combine community-oriented policing with problem-oriented policing. Problem-oriented policing is the vehicle to translate community-oriented policing into practice. To develop community policing as the standard approach to policing, departments committed to community policing will train all officers and other police personnel in problemsolving techniques, such as the SARA (Scanning, Analysis, Response, and Assessment) model, a four-step decisionmaking model that aids officers in determining problems and creating solutions. These problemsolving techniques become the tools to work with the community in identifying problems and developing and coordinating responses to counter drug problems.

Community policing is an excellent vehicle for implementing a comprehensive problem-oriented drug control strategy on the community level. Since community policing is a combination of enforcement and prevention efforts, those engaged in community policing are better able to recognize the underlying problems of drug use and trafficking and to seek and develop long-term solutions. As a result of the combined effort, community members increasingly are not interested only in strict enforcement activities but also in breaking the cycle by treating the addicted offenders, who are often their neighbors. While traditional policing focuses on supply reduction and increasing the cost of drug use, community policing can embrace a broader, more effective approach that links supply and demand reduction by including prevention and treatment efforts. For example, the eight jurisdictions funded by the Bureau of Justice Assistance to create Innovative Neighborhood-Oriented Policing efforts focused on supplementing traditional enforcement approaches (e.g., drug sweeps; street-level buy-busts; and periodic, intensive drug enforcement in target areas) with long-term, community-based prevention, education, and treatment referral.

Involving Others in Strategic Planning

Community policing translates into a joint responsibility for identifying and responding to problems. Traditional police departments normally respond to drug and related crime problems by developing a specific police strategy and, perhaps, holding a press conference to announce this strategy. Because community policing requires individuals and agencies outside the police department to cooperate, everyone affected should be included in developing response strategies. Unlike traditional drug enforcement, which often involves only special drug units in the planning stage, community policing includes patrol, crime analysis, other relevant parts of a police department, community organizations, and other agencies at the beginning of strategic planning.

Although strategically planned drug enforcement requires some confidentiality to be effective, the need to include others is not just a reflection of a more participatory approach but is essential because the drug unit is no longer the only actor. Police patrol becomes the primary agent for surveillance activities in neighborhoods; crime analysis becomes an important source of information for planning activities; and community members, other government agencies, and the police become partners in identifying and tracking problems and developing police responses and other responses to solve these problems in the long term. As a result, each of these components should be part of the strategic planning process.

Mobilizing Community Resources

In narcotics enforcement especially, many police departments have realized that their resources are insufficient to address and impact community drug problems in the long term. The community must be part of any effort to impact drug and other crime problems in the neighborhood. One reason community policing can be effective in reducing drug-related problems is that the police department is often the one local government agency that can effectively mobilize a community around an issue such as drug-related crime. A police department that is committed to community policing can rally the community around the drug problems in their neighborhoods and can be a catalyst for change by providing assistance and helping the community enlist the assistance of other organizations, such as schools, human service agencies, justice agencies, and churches. This change means the police are not the only entity to provide solutions to the problems at hand. In community policing, the police recognize that other organizations and entities in the community have the expertise to respond.

Increasing Police Presence

Some of the most effective drug control strategies involve increasing police presence in problem areas. While this sounds like a traditional police response, it is exactly what community policing provides since it emphasizes the work of uniformed patrol officers in neighborhoods. Three years before the police in Austin, Texas, developed into a community policing department, there were three times as many open-area drug markets operating as there are today. The Austin police department sent 70 uniformed officers to patrol drug market areas and successfully disrupted the markets so that they were unable to remain in business. In addition, officers worked closely with individual community members and groups to emphasize that the community has a responsibility to keep the area free of drugs. Close cooperation between police and the community was established, which ensured that police were informed immediately if and when drug traffickers resurfaced, which allowed police to intervene at the earliest time possible and prevent dealers from reestablishing business. Community members also had to take specific responsibility for keeping dealers out. Landlords, for example, received training to screen tenants and to intervene immediately after receiving information that drug trafficking was happening on their property.

Using Alternative Responses

Community policing encourages police to realize that there are more mechanisms available for responding to problems than just the criminal code. For example, residential and commercial property codes are useful tools to hold people accountable when they are not good neighbors. Enforcing such codes can, for example, be a critical tool for closing down a crack house. Licensing bicycles has been a useful mechanism for disrupting bike trafficking in jurisdictions such as Fort Myers, Florida, and Framingham, Massachusetts. Methods to keep traffickers out of housing units include filing trespassing charges against them, evicting drug traffickers, and training landlords to identify problem renters and take appropriate measures to curb drug dealing on their properties. The use of forfeitures to disrupt trafficking networks has benefited many communities around the country. In the case of the Village of Columbus, New Mexico, the city became the owner of a bar that had been forfeited from a drug trafficker and money launderer and converted the property into a public library. To support offi-

cers in their community-oriented work, the police department in Boulder, Colorado, created a departmental fund of forfeited drug money that could be used by line officers for community work, such as conducting afterschool activities in low-income areas.

The development and implementation of these different drug control strategies within a community-oriented policing concept requires more than cooperation with the community and other agencies and flexibility and creativity in responding to different and changing drug problems. It requires that police departments build the internal capacity to support such efforts. The following sections address the main organizational and management components that should be considered by a department intent on becoming truly community oriented and responsive to drug problems with a comprehensive, long-term approach.

FIGHTING DRUGS WITH COMMUNITY POLICING AND WHAT IT TAKES

A CASE TO CONSIDER:

By the late 1980s, Norfolk, Virginia, began to see disturbing signs of increased illicit drug use and drug trafficking. In response to this problem, the Norfolk Police Department began their first community policing efforts in two neighborhoods that were especially affected by drugs. Police Assisted Community Enforcement (PACE)—the local name for community policing—consists of several committees and staff working at various interconnected organizations. A Support Services Committee, for example, provides a forum for information sharing, policy decisionmaking, and problemsolving; committee members include representatives of more than one dozen city agencies, neighborhood groups, and the business and religious communities. A Neighborhood Environmental Assessment Team comprised of city agencies and community representatives identifies and responds to environmental concerns in the target neighborhoods, such as vacant buildings, abandoned vehicles, trash, and overgrown lots. Family Assessment Services Teams, located in each target neighborhood, address the needs of families with problems and serve as a vehicle for information sharing and problemsolving at the neighborhood level. Norfolk police work encompasses traditional law enforcement tactics, such as undercover drug operations, increased patrol, and sweeps; assignment of additional target area police officers to neighborhoods; bicycle patrols; and collaboration with landlords and property managers. As a result of these combined efforts, crime rates in the target areas have declined by 29 percent, street-level drug trafficking has decreased significantly, and citywide violent crime rates have dropped.

No one expects miracles from community policing or assumes that it is the road to a crime-free society. However, community policing can make the difference in turning neighborhoods around and fighting drug-related crime. Applying problem-oriented community-specific drug strategies is one of two parts of this concept; developing the internal and external support structures for these efforts is the other part necessary for successful community police work against drugs.

Any police administrator or local government official who wants to change a police department into a community-oriented agency should be aware that it is a complex undertaking. The reason is that, unlike special programs, community policing aims at slowly changing the entire police organization, reviewing and reforming all the police processes, changing organizational patterns of accountability, and developing linkages and coordinated responses to neighborhood problems with a wide range of community groups and agencies.

Police departments that have successfully institutionalized community policing know that this is not just another fad or confusing specialty, but a different, very sound approach to policing—an approach that realizes that police do not and cannot function in isolation, that they are a part of a community and, as such, are more effective and efficient when they work with the community (e.g., citizens, private business, and other government agencies) toward long-term solutions. Community policing is good policing that is appropriate for a modern democratic society.

If the concept of community policing is so simple, then why have so many law enforcement agencies struggled to develop community-oriented departments? One reason is that most police departments represent agencies that still work in isolation with their own cultures and structures focused on reacting efficiently to crime. Changing this approach, and with it the police culture, is difficult because it requires even more than changing the organizational structure or applying a new enforcement strategy. It in-volves a fundamental change in addressing crime, by taking even lesser violations seriously and as the core responsibility of police. It also requires that crime prevention becomes a cornerstone of policing anti-crime and anti-drug activities. A departmental structure has to be created that focuses on neighborhood organization and action rather than on centralized control of police operations. This requires that every member of a police department, as well as citizens and other agencies, become proactive, take responsibility, and cooperate to implement community-oriented efforts to identify neighborhood drug problems and to develop coordinated responses.

Such fundamental change is not easy to achieve. Even the many police officers who understand that traditional police responses have done little to impact the crime situation in their jurisdictions often resist community policing when they do not understand what it means and what it actually requires of them. Especially when community policing is limited to a special unit, regular beat officers are often left with a greater workload since the special community policing unit often does not respond to calls and is not involved in most of the traditional policing activities. In response, police officers are often skeptical of community policing and believe that the energy required to implement this change will not have a positive impact on their own work and that community members and others will not be willing and able to do their part to create more livable communities. On the other hand, most line officers support policing strategies that maximize resources in neighborhoods, increase their flexibility, and ensure accountability, which is what community policing represents.

The experiences of police departments that have already developed, implemented, and institutionalized community policing show that a number of key issues must be addressed to implement community policing in a jurisdiction, some of which are especially important to effectively reducing drug crimes and related problems.

Working With the Community and Other Agencies

Since the police alone cannot create safe, drug-free neighborhoods, they must work closely with the community and other agencies that can help enforce violations of the law, hold drug users and drug traffickers accountable for their actions, assist those who need help to cease their involvement with drugs, and create environments that prevent drug use and drug trafficking. The structure developed by the Norfolk Police Department mentioned above includes several different organizational models to involve the community and other agencies.

Restructuring the Police Department

Often, to fully implement community policing, the police department needs to be completely restructured. If a department is determined to address crime and drug problems at the neighborhood level, its organization must be flexible enough to respond to various neighborhood needs. That is, officers must be able to work closely with the neighborhoods they are assigned to, and the decisionmaking process must begin at the neighborhood level. This requires first, some form of decentralization in the police department and second, a refocusing of all department operations into a support mechanism for those working at the neighborhood level—namely the street-level officer.

Redefining the Role of Police Officers and Managers

The role and work of street-level officers must be redefined to reflect their central position in carrying out the police department's mission. Community policing at its core is serving the community by striving to build safe neighborhoods, which is a much broader mission than just fighting crime. Street-level officers need to have the power to make day-to-day decisions required by their work. This means they must have not just the knowledge and resources needed to work with the community in identifying problems and developing appropriate solutions but also the freedom to make the appropriate decisions and choices alone, or as part of a police-community problemsolving team. As a result, the main function of police managers changes from supervisor to team leader who builds a support structure that facilitates the work of those working at the neighborhood level.

Building a Support Structure for Community Policing Within the Police Department

When the community policing officer on the street becomes the focal point of police work, the work of the entire department must be rearranged. Supervisors must serve as a source of support for community policing officers, and training and performance evaluations must reflect the various focuses of community policing. Any remaining specialized units (e.g., homicide, sex offenses) must also become sources of support for community policing officers, and the flow of information within the police department must be streamlined and channeled to assist the officers in their work in communities.

Finding Resources for Community Policing

Community policing requires police officers to devote considerable time and resources to develop partnerships in which they work side by side with community members and other agencies to identify problems and develop long-term solutions. This requires time and resources that otherwise would have been used in responding to calls for services and possibly other enforcement activities, such as long-term surveillance. Since police departments cannot afford to ignore incoming calls and have to gain information to pursue criminals, resources must be reallocated to allow police officers to spend time in communities, develop multiple partnerships, and develop nontraditional solutions in addition to searches, seizures, surveillance, and arrests.

Institutionalizing Community Policing

Implementing community policing takes time and requires fundamental changes to the police organization, its management, and the procedures it follows. Community members, institutions, and service providers must become partners with the police to create safe and viable neighborhoods. Only when community policing becomes part of daily community life will it truly be effective. Since developing this partnership takes time and requires considerable commitment and effort from all involved parties, it is particularly important that all planning and development efforts aim at institutionalizing community policing. Any reversal to traditional policing would only result in wasted resources and discourage police officers whose efforts would become another discarded fad. It would be especially disillusioning for the community to see the implementation of community policing reversed. A loss of trust between the community and the police as a result of this kind of reversal could be detrimental, especially in the area of drug enforcement, because police can do little without the help of the community.

The following sections outline how police departments that have implemented community policing have addressed these issues and provide considerations for police administrators and local government officials that may want to implement community policing and use it as a tool against drug problems.

WORKING WITH COMMUNITIES

A CASE TO CONSIDER:

The Sunset Acres block in Shreveport, Louisiana, comprises 42 residences, a church, and a business. A number of residents are retirees and some are widows. Most of them describe themselves as blue-collar workers chasing the American Dream. They were content and felt relatively secure until a new family moved into a rental house and began having lots of visitors at all hours, most of whom did not stay long. It did not take long for the residents to realize what was going on and to take action. Flyers were distributed to the neighborhood urging action, and neighbors coordinated to watch the house and document license numbers, car descriptions, time of day, and how long people stayed. On some occasions, they hid notepads behind books they pretended to read on their front porches. On other occasions, they took photos or used videotape cameras. After the residents had gathered a few facts, they contacted what they call "the best friend a neighborhood can have"—their neighborhood police officer. He had helped them in the past with such things as broken street lights, drainage problems, sidewalk repair, loud music, street repair, and speeders. The officer connected them with the police department's narcotics division, which from then on received information from the community every few days. Soon neighbors realized that unmarked police vehicles began to frequent the area. It took only a few weeks of information sharing until the crack house was gone.

To create a working relationship between the police and the community, the Shreveport Police Department created a Leadership Council for Community Oriented Policing. The council meets monthly and develops strategic plans for identifying community problems and finding realistic solutions; it is comprised of community leaders, politicians, police and fire department officers, and citizen volunteers. It is broken down into several working committees, and a citizen volunteer facilitates the organization and administration of the council meetings and tasks. In carrying out its function, the council has (1) identified patrol needs and organized a citizen patrol to support police surveillance, (2) provided emotional and moral support to victims, and (3) established a citizen information network for crime and surveillance information exchange. In addition, the council holds annual fundraisers to benefit special community policing projects.

Long recognized as a key community policing ingredient is an agency code of conduct that promotes trust within a community. It requires time and effort for a police officer to develop this trust, especially since communities are not just homogeneous blocks of people but are composed of many groups and individuals. A community may consist of individuals from all types of backgrounds, ages, races, and cultures. It may include a broad

range of community institutions including families, schools, neighborhood associations, and merchants groups that may become key partners with police in creating safe, secure communities. However, to develop real partnerships with the public, police must move to empower two groups: the public and the police who serve it. Only when the public has a real voice in setting police priorities will its needs be taken seriously, and only when street officers have the operational latitude and support to take on the problems they encounter will those needs readily be addressed.

The concept of community policing asks police to think about their constituency as people, not simply as cases. It demands that the entire community come together to develop an atmosphere of cooperation, where community members become accepted players in the decisionmaking process and not just informants. Community policing requires that police officers and community members take a different attitude toward one another. In many jurisdictions this means that for the first time police and the community work together, and the community actually has a role in identifying and responding to community problems. This gives police officers an opportunity to explain why problems cannot be changed overnight and for the community to experience a new way of how law enforcement services are delivered. Unlike traditional policing, in which the police are the answer to the crime problem, community policing assigns the community an important role in solving crime problems.

Involving All Parts of the Community

To build a comprehensive approach to identifying and resolving neighborhood problems, all parts of a community must participate. Initially, police often will be able to gain the cooperation and interest of a few groups and individuals who already are active in the neighborhood. While their support is vital, police nevertheless must strive to draw in as many partners from various backgrounds as possible. The ability of the police to work with a broader base of community members increases the availability of resources to develop safer neighborhoods. It is important to note that the more vocal community members may not always represent the majority of the residents in a neighborhood and often only reflect one side of a problem.

Developing incentives for cooperation is important to gaining broader community participation in community policing. This can include outlining the benefits of involvement to individual groups, such as landlords or tenants of apartment buildings that are used by drug traffickers, or by offering youth the opportunity to participate in activities of a Police Athletic League.

The business community is an important resource for identifying and solving neighborhood problems and can be a central catalyst for community development and improving the quality of life. One reason many inner-city neighborhoods are so desolate is that businesses are moving their offices from the inner city to more prosperous, suburban neighborhoods. When stores close that are essential to everyday needs—such as grocery stores—many law-abiding citizens leave the area. Police departments working with the business community owners generally do not have to remind them of their role in a neighborhood. The future and existence of a business often is linked to the safety of an area. Business owners have a vital interest in the quality of life of the neighborhood, which makes them a willing and much needed partner in community-oriented work.

To encourage broad community participation, the Colorado Springs Police Department appointed a citizen's advisory committee for each district consisting of approximately 24 members who meet approximately 4 times per year. Advisory committee members attend seminars conducted at the training academy 1 night per week for 2 months. They advise the police on neighborhood issues and have direct access to the district commander should emergencies occur. The advisory committee supports individual police officers in their work and serves as a liaison to other community members. Together with the community police officers, advisory committee members become an important partner in reaching out to all community members.

Balancing Community Needs and Departmental Requirements

Working in cooperation with the community requires the needs of a community to be balanced against what the police department can deliver and against general departmental requirements. What a community identifies as its prime concerns does not always coincide with the police department's concerns. Community surveys often indicate that the community is more concerned with the appearance of their neighborhood and wants abandoned cars towed or deteriorating buildings demolished. On the other hand, police may want to concentrate on reducing drug trafficking.

In some cases, both interests can be served at the same time. For example, if abandoned cars or houses are used for drug trafficking or provide hiding places for drug dealers and users, both interests can be served by removing the abandoned cars or demolishing the houses. But these interests do not always agree. For example, the community is often interested only in actions against street-level trafficking. On the other hand, the police department may see the need to allocate resources to pursue drug kingpins and money launderers.

In other cases, the community may want a problem solved for which the police may not be authorized to respond or are unable to deliver a service. To implement community policing, the public must be aware of what police can deliver, when and how police will and can respond, and what the limitations of police work are. Encouraging community members to use drug hotlines, for example, will be effective in the long run only if such calls actually make a difference. If someone calls with information about drug deals in a neighborhood and the police do not respond, it is unlikely that the person will bother to call again. However, police might have a specific reason for not intervening at a certain point because the illegal activity is part of a larger operation, and these reasons have to be communicated to the public.

Educating the Public

Educating the public about what police can do within legal and budgetary limits becomes important to developing trust and working relationships between communities and the police. Community meetings educate the public about the reasons behind police actions and provide feedback to the police regarding response methods. By educating the public about criminal activity and other problems as well as the police department's ability to respond, unrealistic community expectations and demands can be avoided.

The police department can implement a broad range of measures, such as frequent meetings, special working groups, and newsletters to inform and enlist community members to create safer neighborhoods. This approach helps community members understand what police can deliver and why they themselves need to take responsibility for their neighborhoods.

Building a Working Relationship Between Police and the Community

While mobilization of communities and understanding between police and communities are the basis for cooperation and shared responsibilities, specific mechanisms have to be established to ensure that communities have input in the decisionmaking pro-cess and take some responsibility for their neighborhoods. To facilitate this process, special working groups can be developed that include community members, police, and representatives from other agencies to address special community problems. Neighborhood watch groups can be created as another vehicle for community members to take responsibility for their neighborhood. Training can be provided to introduce community members to police work and to provide information about promising ways to address problems. Gaining support from community stakeholders is important for reaching a broad range of community members, building trust, and building working relationships that represent more than a mechanism for exchanging information. Powerful and vocal stakeholders often are key to maintaining these working groups, obtaining cooperation from agencies, and attracting alternative resources.

Changing the Flow of Information

To ensure that the community has input into police activities and that its needs are met, the flow of information between the community and the police department must be adjusted.

First, while the work of community policing officers increases the information exchange between the police and the community, this information must be collected more systematically and analyzed to ensure that it becomes a basis for police decisions. Information from the community can be gathered, for example, through annual community surveys, frequent community meetings, regular informal contact, or special working groups. The information gained from these sources along with data from other sources then must be analyzed regularly to distinguish problems from perceptions and to identify progress.

Second, information developed by the police department, such as variations and shifts among different drug hot spots, must be regularly shared with the community to correct wrong perceptions and to assist the community in generating more targeted responses to drug problems.

Third, the information community police officers and the community provide must drive the work of the police department. That is, reports of street-level drug trafficking, trafficking that seems to be occurring in an apartment, and juvenile drug use in a park have to be responded to promptly. If the department cannot respond, it must communicate to the public and street-level officer why no action can take place at a given time or in a given fashion. This information then can become the basis for coordinated efforts between the community, street-level officers, and other agencies to take responsibility for the condition in a specific area and develop alternative responses to solve these problems.

Developing a System of Accountability

To ensure that community problems are not only identified and discussed but are acted on, a system of accountability that divides responsibilities, assigns specific tasks, and reviews outcomes must be developed for the police department, the community, and other agencies involved. For example, when a community policing officer, in cooperation with a community group, embarks on abolishing drug trafficking from an apartment building and adjacent areas, everyone involved should have a clear understanding of what the expected outcome should be (e.g., no drug trafficking will be tolerated regardless of who will be affected); estimated timelines for achieving the desired results; individual responsibilities and limitations (e.g., reporting drug traffickers, evicting tenants, changes in the physical environment, patrolling the area, and arresting suspects); and possible consequences (e.g., restricted access to buildings, added security costs, eviction of friends, and arrests of children).

The process and outcome of such an effort must be documented to assess how far efforts have gone and where and why they may have fallen short. Newsletters and other means of communication can provide the police and the community with a vehicle to share information and document procedures and outcomes. Unless specific statutes and regulations provide the police and others with a legal tool to enforce commitments and responsibilities, publicizing outcomes and shortcomings is probably the most promising tool to establish accountability.

COOPERATION WITH OTHER AGENCIES

A CASE TO CONSIDER:

The neighborhood police officer operating in the Magnolia-Badger area in the South District of Madison, Wisconsin, shares his office, located in a three-bedroom, ground-level apartment, with social workers from the Dane County Intervention Project. They are part of the Joining Forces for America neighborhood teams. Other participants in this effort are the Madison Metropolitan Schools and the Madison Public Health Department. The office serves as a center for team-planned activities; it provides a place for public and private service providers to exchange information and is a focal point for residents of the area.

The team assesses the strengths, opportunities, and goals of the neighborhood and works with residents to help them meet their goals. Much of the team's work focuses on helping families experiencing problems achieve self-sufficiency. The team's work is driven by the needs of the community. Team members meet twice per month with the neighborhood advisory board and use open-house events, block parties, and health clinics to get to know community residents. Team members also go door-to-door to inform citizens about assistance available through the team. Being located with other service providers increases the amount of information exchanged and the generation of comprehensive support mechanisms. For neighborhood officers, this location also means that citizens are more likely to report drug trafficking and suspicious activities because residents contact the team and enter the office for many different reasons, and reporting criminal activity is not an obvious reason.

Since they have been working in the neighborhood, police officers have created a new picture of the police department in the minds of local citizens, especially among the youth. Community trust in the police is growing. Area residents know that the officers will help them in difficult situations, but they also know that the law will be enforced. Neighborhood officers work closely with patrol officers and generally are at the scene of a crime when arrests occur and during searches. Targeted drug enforcement activities and the efforts to involve the community in this area have significantly reduced street-level drug trafficking, and citizens feel much safer.

Community policing is a comprehensive approach requiring cooperation and commitment from many people in the community, and representatives of various law enforcement and criminal justice agencies, the educational system, the treatment field, housing and zoning offices, parks and recreation offices, and other service providers, to respond to neighborhood problems. All these elements must come together, adapt, and respond

to new situations, as well as be proactive to prevent the occurrence of problems. Proactive, coordinated police and local government responses and a strong emphasis on prevention signify the difference between community policing and traditional policing.

Every Government Agency is a Potential Partner

Cooperation between a police department and other agencies is important to the success of community policing. Even the combined resources and authority of the police and the community may not be enough to respond to and reduce the recurrence of neighborhood problems. For example, when the community and the police department identify the need for better lighting to increase safety in an area, they often have to rely on an appropriate city or county agency to provide more street lights.

The cooperation of other agencies is important because it can be discouraging for police officers when other agencies do not respond to identified needs. For example, when a local prosecutor maintains a policy of not filing charges for certain minor crimes, such as loitering, it may be difficult for police to disrupt drug trafficking in areas where youth gather as lookouts for drug traffickers if no alternative intervention is created. Appropriate and timely responses to identified needs are critical, especially in vicinities where community policing is new to the public; the police department may lose some of its credibility when the identification of safety issues is not followed by action.

One issue that demonstrates the need for cooperation and understanding between a police department and other agencies is the issue of keeping businesses in a neighborhood or enticing them to return after they have left. Because new businesses are not likely to be established in unsafe areas, the police can play a major role in creating an environment that attracts or keeps businesses in a community. To make this happen, tax incentives are often needed to develop new business in an area, which requires that the city or county government become involved.

Gaining the Commitment of Local Government Agency Executives

Developing solutions to community problems through community policing requires rethinking current modes of communication and cooperation with government agencies that provide community services. Police departments around the country have used various approaches to gain their cooperation. Some are fortunate enough to be located in jurisdictions where intergovernmental cooperation has long been a tradition and where the mayor and city council understand the financial and political benefits of coordination, cooperation, and community involvement and are ready to embrace and support community policing. Smaller cities and towns may have an advantage over larger jurisdictions when it comes to gaining the support of other parts of the local government. Their government structure often is less complex, different agencies are more likely to be located in one building or at least in close proximity to each other, and members of different government entities are more likely to know each other and be familiar with each other's work. In many small jurisdictions, positions in different parts of the local government are either part-time or volunteer, and people holding these positions can more easily identify with the community than can their full-time counterparts in large city administrations.

Having the commitment of local government agency executives is crucial to promoting cooperation for community policing because they determine the extent to which work can be combined and resources can be shifted within their agencies. Police departments often use community support to convince local governments and other agencies to cooperate; they also can build on existing cooperative relationships with at least some agencies such as prosecutor's offices, city attorney's offices, fire departments, or housing and zoning commissions. In some jurisdictions, other criminal justice and local government agencies have reoriented their own offices to become community oriented.

Identifying the Benefits of Cooperation

Police departments that have successfully created good working relationships with other agencies generally were able to do so because they demonstrated the benefits of cooperation. For example, one area where cooperation can make a significant difference in a community involves supervising offenders under conditional release from jail or prison. Traditionally, law enforcement officers do not have close partnerships with correctional systems, and when offenders are released from State correctional facilities, local police chiefs usually are provided with only their names. Local police usually have no information on the conditions of release and no mechanism to coordinate exchange of information with parole and probation officers. Because a large percentage of offenders continue to commit crimes—especially drug offenders who are prone to relapse and continue their illegal behavior—improving control mechanisms and assisting offenders in adhering to release conditions has a high potential for reducing recidivism rates. For example, in Prince George's County, Maryland, the police work with the corrections department chief to ensure that a drug testing program is conducted and that probationers stay out of trouble. This is a worthwhile approach that fits well with community policing's effort to focus on problemsolving.

Coordination allows programs and processes to be further streamlined and likely will reduce duplication of effort, thereby saving resources. Coordination may allow sharing of scarce resources. For example, the Fort Myers Police Department in Florida entered into an agreement with the juvenile corrections department. Juvenile offenders who reside within the community and their families receive regular visits from the community policing officer working in the area. This activity added little extra work to the community policing officer's schedule and provided a welcome opportunity to interact with the youth and their families and friends. The corrections department reimbursed the police department for the time officers spent on this activity, which was less costly than sending corrections' staff to the various neighborhoods. Everyone benefited from this arrangement.

Coordination of Planning, Budgeting, and Policies

Criminal justice and local government agencies often are surprised by the different workload created for them when community policing is implemented. To ensure that community policing efforts are effective, other agencies need to be informed of the level of effort required beforehand to allow them to be prepared. If these agencies are included in the planning stages, and if budgeting for these efforts addresses their needs and situations, community policing responses are more likely to gain the support they need. At the same time, police departments should work with other agencies to develop response policies that complement each other.

Coordination of planning, budgeting, and policy development before agencies are im-pacted is critical to avoiding difficulties in implementing community policing. A housing agency, for example, may not want the police to dictate its processes and priorities any more than the police want to be managed by a citizens' league. Community policing and the changed workload it may imply for other agencies also suggest the need for municipal leaders to mandate common interagency goals and chart a new path for agencies to work in teams.

Establishing Regular Communication

Since community policing is not just a one-time effort, regular communication with other agencies that resolve neighborhood problems must be established. Channels of communication must be developed among all levels of the police department and all agencies involved.

Because street-level officers are at the center of community policing, they must have access to their counterparts working in other agencies. For this reason, a police department must establish protocols for communicating and coordinating community policing efforts and assign a liaison with the authority to either request

needed services or activate response processes. Frequent meetings at all levels must be established to ensure continued interaction and cooperation. It also is important to develop a system of accountability within cooperating agencies to ensure that requests for support are acted on and not just noted.

To avoid problems and misunderstandings, protocols for communications and cooperation should be developed along with memoranda of agreements that outline the responsibilities of the cooperating parties. Mechanisms of communication need to be established and individuals have to be assigned as liaisons or for specific tasks, to create a system of accountability for both parties.

RESTRUCTURING THE POLICE DEPARTMENT AND MANAGING INTERNAL CHANGE

A CASE TO CONSIDER:

As part of its community policing efforts, the Colorado Springs, Colorado, Police Department decentralized not only its patrol unit but also its crime analysis unit and parts of its detective unit. Crime analysts are located in all five district substations and work directly with patrol officers to identify neighborhood-specific crime problems. In one of the five police districts, the combined Sand Creek Patrol/Investigations Unit handles burglary, robbery, and other property crimes occurring in its district. The unit includes five detectives that formed a Problemsolving Committee. They use the crime location database developed by the crime analysts to work in close cooperation with patrol officers to target neighborhood problems.

Community policing is rooted in the valued, century-old tradition of policing neighborhoods by close, cooperative, and personal contact with citizens. However, this form of policing diverges considerably from the "professional," highly technological form of policing many departments practice today. Technology and automation have helped law enforcement agencies advance their work and keep up with criminals; they also have led to highly efficient but less effective measures that alienated the department from the community and did little to solve problems in the long run.

Similarly, a highly structured departmental organization may improve administrative functions but do little to link all members of the organization. Many police officers have felt the alienation that professionalization and technology have brought but nevertheless appreciate their advantages and are proud of their accomplishments in applying them. This is an important factor for every police chief and local government official to consider when seeking to change a police department and other agencies into more community-oriented organizations.

Decisions about the approach to implement community policing should be based on what the police department can accomplish and what works best. While, in the end, community policing must be a departmentwide concept, evolution into a department that operates fully under this approach is long and involved. As a result, not all of the required changes can be implemented at once.

Many police departments have learned the hard way that community policing must be carefully introduced. While a comprehensive, departmentwide approach to commun-ity policing may be the goal, it does not have to be the aim from the very beginning. For example, a police department could begin with a community polic-

ing unit as a demonstration program within the agency. However, police chiefs should keep in mind that creating special assignments or units often leads to friction within a department. Therefore, it is important to foster cooperation between those assigned to commun-ity policing and those who operate under a more traditional policing mode, to balance the workloads, and especially to share the responsibility for responding to calls for service. Rotating new officers and others through a special community policing unit, at least for limited time periods, fosters understanding of the type of work required and, at the same time, serves as an effective hands-on training mechanism.

Starting small and expanding slowly may be the best strategy. That way, the department can adjust to the initiative while its benefits are being demonstrated. Especially when a number of police officers within a department have a negative attitude toward community policing, it may be wise to take small steps toward implementation. The wisdom of this approach is demonstrated by the example of Thomas Koby, Chief of Police in Boulder, Colorado. When Mr. Koby became the Chief of Police, he knew that many in the department expected to be pressured into implementing community policing. Instead, he made it clear that the police officers themselves would determine what the community needed, a move that relieved much tension. When the concept of community policing is not understood, police personnel may fear that it will fail. This fear is reduced and community policing is easier to accept when everyone understands that the basic goals are to work with the community to identify its problems and determine its needs.

The main goal of the initial steps for implementing community policing should be to involve police officers from all ranks, as well as others outside the police department that may be affected, early in the development and planning process. Only then can they have input into the implementation process, become part of the effort, gain ownership of changes, and feel comfortable with what they have created.

Establishing a Planning Team

Change in itself is never an easy task, but trying to change government systems by refocusing the basics without giving up the advantages of modern technology and professionalism is especially difficult. Changing toward community policing requires acknowledging the benefits of communication and coordination, assessing requirements for change, and gaining support from all stakeholders who are affected and whose participation is needed for change. To accomplish this, a broad range of organizational and management issues must be determined: the impact of community policing on promotions, how problemsolving will be managed or monitored, and how the work of police officers and managers will be evaluated.

Police chiefs alone cannot accomplish everything that is required for a department to change. To develop the necessary structure and support for community policing, police chiefs must have the assistance of interdepartmental teams that believe in and work toward this vision. In addition, resources from other government agencies, citizens, and the business community must be involved to create proactive partnerships. Police departments need to practice community policing internally by involving everyone in the department in the planning and decisionmaking processes.

Developing a Clear Vision and Mission Statement

To implement the complex changes community policing requires, police chiefs must have a clear and realistic vision for their police departments and jurisdictions—a vision that will help them overcome obstacles, especially when there is resistance to change within the department. This vision must be pursued consistently. The experience of several police departments in implementing community policing demonstrates that it takes 3 to 5 years at a minimum for community policing to be implemented. Police chiefs must recognize that obstacles must be faced, that the process will be long term, and that they must maintain a strong commitment to community policing.

Planning for Change

To develop a realistic community policing approach that is appropriate for a police department and its community, the following must be assessed: the community's situation, the resources available, and the needs of the police department. For example, to effectively fight drugs, officers must not only know where drug markets are located, how they behave, and what types of drug traffickers and drug users operate in various locations, but information must be gathered on (1) resources available and those needed for tactical operations; (2) police access to information from the community; (3) possibilities for and any impediments to coordinating patrol and detective work; (4) agencies that could provide assistance such as housing and zoning to close crack houses; (5) other resources, such as substance abuse treatment and self-help groups; and especially (6) cooperation from community groups and members.

To ensure that everyone who needs to be involved in community policing will be given the opportunity to cooperate, the police department must reach out to the community and other agencies and include them in the planning process. Open lines of communication within the department and to those outside the department are important to ensuring that everyone has a mechanism to voice concerns and ideas and is heard.

Providing Incentives for Change and Promoting Early Success Stories

Police officers, the community, and other agencies must have incentives to cooperate with community policing. For example, when a police department seeks to shift the responsibility for keeping neighborhoods drug-free to the community level, it means that street-level officers must have up-to-date access to information about drug trafficking in their beat, a broad range of potential response mechanisms, and a vehicle to follow up on previous efforts. The community must get involved and take responsi-bility for keeping drug dealers away and preventing other citizens from being involved with drugs.

Access to up-to-date or real-time information about trafficking activities requires that the officers working in a neighborhood must be able to either quickly develop their own daily statistical overviews of drug activities and related problems occurring within geographic areas or work closely with crime analysis units to receive this information. They may want to track known offenders and may need access to information about special release conditions. Police officers must develop close ties with communities to obtain their support and access other agencies that can assist them in closing crack houses, referring addicts for treatment, or developing prevention efforts.

Most street-level officers are willing to engage in this broad spectrum of activities because it gives them more control over their work, provides better understanding of the outcomes of their work, and allows them to develop solutions to recurring problems. As a result, community policing officers generally are more satisfied with their jobs than patrol officers working under traditional policing because they are able to see that their work makes a difference. If their police departments assist them in gaining the skills they need and provide them with support structures for community policing, including an evaluation and promotion system that rewards community oriented work, officers will be more likely to embrace community policing.

Police departments that have implemented community policing have learned that it helps to show and publicize—both internally and externally—the early successes of community policing to gain broader support. Numerous departments have developed regular newsletters to report community policing achievements, provide examples of successful work, and acknowledge those who have accomplished the results. Some departments have developed their newsletters into highly effective tools for exchanging information, providing hands-on examples, communicating with citizens and other agencies, and publicizing their accomplishments.

Decentralization

Another change essential to implementing community policing is the decentralization of police department personnel, functions, and decisionmaking. Police officers located in substations are more accessible to and knowledgeable about their communities; as a result, they usually are better able to understand the situational contexts of community problems than officers located at police headquarters. A community policing officer quickly recognizes drug dealers operating in his or her policing area, where they come from, and who their customers are. Community policing officers know the area well enough to recommend changes in the physical environment, such as street barriers to disrupt open-air drug markets.

Decentralization that supports community policing also includes the decisionmaking process. Centralized policymaking often cannot reflect the needs of individual neighborhoods. Accordingly, police officers must have flexibility in selecting appropriate responses to community problems, and the teams working in different geographic areas must be able to develop overall response policies that reflect the needs of their neighborhoods.

When a police department opts for geographic decentralization, it is vital that the personnel working in substations have access to the same organizational support structures available at the police headquarters, from access to information to maintenance and janitorial services.

Dissolving Special Units

The central focus of community policing is close cooperation with the community. This is true not only for patrol officers but also for detectives and other special units. Several police departments have experimented with decentralizing detective and crime analysis units and integrating detectives and crime analysts into patrol units working in specific geographic areas.

These experiments show that a team approach can be more effective than isolated approaches; drug enforcement cannot be effective when it involves the work of an isolated narcotics division. Furthermore, combining the creative problemsolving of the community and its street-level officers can have a significant and positive impact on the community. Police departments also have realized that patrol officers, narcotics specialists, and other community organizations have roles to play in a combined response to local drug problems.

Community policing can develop many more resources than traditional policing. The community police officer plays an important role not only in gaining information but also in accessing community resources to support drug control efforts. The community can apply pressure on drug users and be influential in gaining access to Government resources to develop alternative responses.

Shift and Beat Arrangements

Although police departments are organized similarly in jurisdictions throughout the United States, most departments also show distinct organizational variations. These variations should be taken into consideration as a department implements commun-ity policing because some organizational characteristics are more compatible with community policing than others. For example, police departments with fixed-shift arrangements generally have more success in implementing community policing. In any neighborhood, the visible population and the kind of problems that occur change throughout the day, making it difficult for officers rotating shifts to establish a working relationship with the community. Similarly, permanent beat assignments are more compatible with community policing because officers who are familiar with the neighborhood can better identify and analyze persistent problems.

This issue gains special importance for developing effective drug enforcement strategies. The volume and frequency of drug trafficking in individual areas fluctuate significantly, and traffickers quickly relocate to other

areas when police pressure increases. Police officers assigned to permanent beats and steady shifts have a better overview of who is operating when and where and are able to recognize new patterns of crime more quickly. To create effective responses, the information gained on one beat and shift must be continuously shared with officers on other beats and shifts.

Flattening the Organizational Structure

Another recommendation frequently made to police departments that want to implement community policing is to flatten the organizational structure. While this makes sense for any agency that strives for efficiency, increased officer participation, and empowerment, eliminating most mid-level management positions is not always advisable. Mid-level management plays a vital role in maintaining the administrative functions of an agency and assisting first-line officers, supervisors, and police chiefs by coordinating departmental efforts from both ends of the agency.

The decision to reduce management layers must be based on a thorough assessment of the department's needs. Many changes required to implement community policing in Austin, Texas, for example, resulted from the police department's top-heavy management structure. The existing bureaucracy had been based on a semimilitary notion of bureaus and chains of command, which contributed to the fact that members of the police department, especially managers, lost sight of what was important to the community.

To reduce layers of management, Chief Elizabeth Watson enlisted the help of 16 people from every rank, bureau, and ethnicity in the police department to develop a new organizational model. This model had to be flexible enough to adjust to situational changes and allow for immediate responses to problems, and it had to work within a limited budget. Naturally, the plan met resistance, especially because the reduction in the number of ranks in the management structure would reduce opportunities for promotion. This planning effort resulted in a sleeker and more responsive organization. The team concluded that only 31 of the 38 lieutenants were needed, only 6 of the 13 captains were required, and no ranks higher than captain were needed. Consequently, the new structure no longer included any deputy chiefs or assistant chiefs. Despite the fact that promotional opportunities were curtailed, the officers supported this new structure because it was their own model. The officers knew exactly why there was no need for additional ranks and recognized the benefits of a flatter organization.

Reviewing the Flow of Information

Increasing the ability of officers to work closely with the community often means increasing the distance between those that work in the community, their headquarters, units located in other geographic areas, and other criminal justice and local government agencies that remained centralized. Because information exchange and coordination is one of the most important features of community policing, the information flow between different geographic locations, shifts, beats, units, and agencies becomes a central issue. Officers and other agency staff must have access to information and be able to meet and communicate frequently. Many police departments know that community orientation and geographic specialization increase the need for information technology and types of databases other than those traditionally used. Any technological update, however, must be introduced with careful planning and caution, not only because of the considerable financial investment involved but also to ensure that officers are not overwhelmed with information.

Reducing the Call for Service Dependency

Reallocating workloads and resources is another key element to implementing community policing. Police work traditionally is driven by calls for service. Police officers must respond quickly, sometimes to one call after another, leaving officers very little time to interact with members of the community, thoroughly analyze nonemergency situations, and conduct prevention work. The police officer's margin of discretion on how to

respond to situations becomes very narrow when there is no time for anything but first-aid type responses to calls for service.

For many departments, increasing the number of police officers available to respond to calls may not be an option, but there are alternatives for streamlining police response mechanisms and allowing officers to become more efficient and effective, as well as spending time with community members and developing long-term solutions to problems. These alternatives include (1) educating the public about using the 911 system (or any other contact system); (2) reviewing response responsibilities of local law enforcement agencies, fire departments, ambulance, and other emergency systems; (3) reviewing response priorities; (4) introducing alternative response modes (e.g., by telephone only and by nonsworn personnel or auxiliary forces); and (5) providing officers with some discretion regarding the need for immediate responses.

REDEFINING THE ROLES OF POLICE OFFICERS AND MANAGERS

A CASE TO CONSIDER:

Community policing in St. Petersburg, Florida, has provided police officers broad latitude to deal with whatever problems they and local residents believe are priorities. Their efforts can range from making life difficult for drug dealers to establishing a program for identifying and keeping track of elderly residents with Alzheimer's disease. Here the work of police officers is limited only by their own creativity, the confines of the law, and the department's values. The department ensures that line officers feel comfortable about making their own decisions and using problemsolving techniques.

To assist police officers in their efforts to solve neighborhood problems, the Colorado Springs Police Department issued a simple "empowerment statement," which is a list of questions an officer should consider when making a decision. The list included the following questions: Is the decision ethical? Is the decision legal? Is the decision right for the community? Is the decision right for the police department? Is the decision within the police department's policies and values? Is the decision something the officer can take responsibility for and be proud of? If police officers can answer "yes" to all these questions, they do not need to ask for permission to make a decision. They can "just do it!"

With community policing, the entire police department focuses on delivering police services to the community, and the officer working in the neighborhood becomes responsible for delivering these services. Accordingly, the decisionmaking responsibility and initiative within a police department must be shifted to the street officers who assume the responsibility for working with the community. This work includes both traditional patrol work and prevention-oriented interventions. The enhanced role of these officers requires that the entire police organization be structured and managed to support their work on the street. It is the role of the police chief to create the environment and support structure that allow these officers to work in close cooperation with the community to identify and solve neighborhood problems.

When the focus of the police department shifts toward building a support structure for delivering services, the functions and roles of managers and supervisors change accordingly. Supervisors and managers now must guide and support rather than direct and control street-level officers. Mid-level supervisors are no longer overseers but managers, which means they must view their responsibilities differently. Their task is not just to be more knowledgeable and ensure that instructions are followed; rather it is to develop personnel who will be free to innovate and adapt.

Thus, the core competency of managers is presenting themselves as models, teaching, and creating an organizational climate in which personnel can experiment. They tolerate well-intended mistakes, coach, lead, protect, inspire, and understand. Police officers of all ranks gain increased control over their work because they—in concert with their counterparts in the community, other units, and agencies—define their own scope of work. This means that by giving up part of the authority ingrained in the traditional command structure, supervisors gain the power of responsibility for their own work as well as their teams' work.

Shifting the Decisionmaking Process to the Lowest LevelPossible

With community policing, line officers play a much more important role in the community than traditional police officers and, as a result, can make a difference in the neighborhoods in which they work. They must be free to work with the community to create coordinated alternative responses to community problems. Therefore, it is critical to implement a bottom-up approach to structuring police responses and to prevent departmental infrastructure and command structures from stifling the creativity of line officers. The organization must be restructured to allow officers to work toward solutions without having to proceed through the ranks to the city council to obtain the cooperation of city agencies.

Expanding the Role of Street-Level Officers

One example of the expanded role of line officers in narcotics enforcement is that community policing officers are encouraged to communicate. In meeting with the community and speaking to different citizens' groups, beat officers soon develop a sense of where drug hot spots are developing. However, if the police department is still organized in a traditional way, they will pass this information on to special investigations, and the beat officer will rarely hear about further actions. By allowing patrol officers to coordinate directly with special investigations (e.g., serving arrest warrants directly), they are involved in solutions. As a result, the whole process becomes more efficient, and police officers are able to track what happens after a problem is identified.

Redefining the Role of First-Line Supervisors

Since the main focus of community policing is shifted to the street-level officer, the work of first-line supervisors takes on a new importance. They become the main source of support for line officers. In Colorado Springs, Colorado, for example, the main task of sergeants is to serve as a resource for the community policing work of the line officers working in their section. Line officers, in cooperation with crime analysts, detectives, and the community, identify drug and other crime problems in their area and develop possible responses. The sergeants help identify resources to address these problems, provide needed support during off hours, or reallocate workloads to free the officers for community policing projects.

The Role of Mid-Level Managers

Community policing's emphasis on problemsolving requires mid-level managers to secure, maintain, and use their authority to empower their subordinates. The goal is to help police officers actively and creatively confront and solve problems. While some situations may require some form of strict top-down operational control, the responsibility of mid-level managers generally shifts from controlling others to coaching and from ruling by rules to leading by reason. Without abdicating responsibility, they must delegate authority to lower-level officers to enable them to make decisions and act on their own.

Mid-level managers are the backbone of the administrative side of a police department. As such, they must focus on creating an administration that supports line officers in their work. They are the ones that can ensure cooperation and coordination among police districts. They must be able to devise coordinated drug

control strategies for the entire police department and modify operations and procedures to support multi-shift, multibeat team approaches that include patrols, special drug units, and crime analysis to reduce drug trafficking and devise prevention measures.

Supervising and Managing by Values Instead of by Rules and Regulations

Community problems vary from one area to another and change constantly, so police must be flexible enough to adjust their responses. However, the traditional use of rules and regulations to control police officer activities is generally too inflexible and does not allow street-level officers the broad margin of discretion required to respond to various neighborhood problems. Therefore, police departments that implement community policing use a frame of rules that outlines the limits of an officer's discretion and the department's value system to guide officer activities. The department's value system should be reflected in all the published procedures, and managers and supervisors should be charged with imbuing their officers with these values.

Backing Line Officers and Supervisors Who Make Well-Intended Mistakes

Responsible creativity and innovation must be promoted to generate police responses that foster long-term solutions to problems. Community policing requires making decisions different from those made for traditional policing practices; it requires a great deal of creativity and flexibility from line officers and their supervisors. Giving patrol officers latitude and discretion is an integral part of community policing, which also requires that supervisors allow a reasonable margin of error. Police officers must be certain that their decisions will be backed by their supervisors and the department. Police chiefs must be prepared to risk letting line officers make their own decisions and reversing command from time to time, letting decisions about department work come from the officer instead of from supervisors. Mid-level managers must be prepared to learn that community policing precludes controlling as well as hands-off management styles. What is needed is a balanced approach that coaches officers to make their own decisions that reflect the department's values.

Supervisors will no longer be the sole decisionmakers; rather, they will serve as team managers, ensuring that the overall departmental mission is followed. Furthermore, mid-level managers no longer determine how the departmental mission is accomplished. They no longer just delegate activities and no longer act simply as processors of reports; they play a key role in ensuring that street-level officers can work effectively.

DEVELOPING INTERNAL SUPPORT STRUCTURES FOR COMMUNITY POLICING

A CASE TO CONSIDER:

The Hartfort, Connecticut, Police Department, in cooperation with the City of Hartfort and with funding from the State and the National Institute of Justice, established a Cartographic Oriented Management Program for the Abatement of Street Sales (COMPASS) program. The purpose of this program was to enhance the quality of life in areas that were continuously confranted by drugs and crime. This program used a computer-based mapping system to identify drug-trafficking areas by tracking and clustering information on (1) drug arrests, (2) hotline complaints, (3) drug overdose calls for service, (4) loitering calls for service, (5) gun calls for service, and (6) moral turpitude calls for service. After problem areas were identified, traditional law enforcement strategies were applied in these areas to remove drug dealers from the streets. This was followed by combined efforts of the police, the community, and other city agencies to reclaim and stabilize the neighborhoods. The information gained from the mapping system continues to enable early detection of problem recurrence and monitoring of progress.

Traditional policing shifts the emphasis of policing away from patrolling. Community policing steps back to the beat—back to an even older tradition of serving the community in which patrolling is the backbone of policing. Community policing restructures the police organization around line officers. Therefore, questions central to developing the concept of community policing include the following: How are logistics and personnel arranged to increase the effectiveness of police officers? and How is a support structure for line officers developed?

Community Policing Training

Community policing requires line officers and supervisors that are flexible and think independently and creatively. For many departments, such as the Seattle Police Department, recruitment, selection, and training had to be modified to develop officers with the initiative and instinct to work with the community and other government agencies.

Training must be reconstructed and integrated into all classes taught at police academies so that the basic, traditional training courses are taught with a community-oriented focus. Community Policing cannot be just a special subject. For example, when drug enforcement strategies are discussed, trainees should not only learn the procedures to implement such strategies but also recognize the long-term impact of such an effort on a

community. The meaning of long-term impacts is exemplified by the Fort Myers, Florida, Police Department decision to enforce bicycle safety codes as a way to apprehend drug traffickers that conducted business by bicycle in area inaccessible to cars. Police officers working in the area deemed this approach promising since they knew that the traffickers rarely kept their bicycles up to code. To avoid arresting other individuals, especially the youth who lived in the area, officers provided the residents with detailed information about the code requirements, assisted them in fixing their bicycles, and were even able to receive a donation of needed bicycle parts.

Empowering officers requires providing them with the skills and resources to make informed decisions that are in line with departmental values and community needs. Working on community problems requires communication and problemsolving skills and requires officers to be sensitive and responsive to the cultural differences of the population they are working with. Cultural sensitivity is a necessary requisite for police officers to effectively communicate with community members. The cultural composition of a neighborhood may translate into different views of individual community problems, different opinions about response priorities, and different ideas about the types of responses needed. These are all important factors that should drive the police work in a specific neighborhood.

Community policing training also must show officers how to manage the different type of workload community policing creates. Traditional patrol responses are only reactive, one-time events. Individual community problems, however, are to community policing officers what specific criminal cases are to detectives. Responses to community problems must be developed, planned, and organized. Officers need support from their supervisors to handle the community policing cases. They must be trained in long-term case management, they need time to work on problem solutions, and they need access to resources.

The training needs to convey to officers the benefit of community policing: that the more involved community policing approach is more effective and efficient than the traditional response. It is also important to note that the skills needed for community policing must be developed for all levels and type of personnel, not just for street-level officers.

Coordinating Training With the Community and Other Agencies

Community policing is based on building relationships with people who have never been involved in police work. As a result, community policing creates the need for a training program that involves the community and other criminal justice and local government agencies. For community policing to be successful, community members, police officers, and other agencies who work in the communities should meet on a regular basis and receive training about the goals and limitations of police and the role of the community.

The Pasadena, California, Police Department as part of its ongoing training effort, began holding roll calls and short training sessions for police personnel within the community. These sessions addressed special community problems, such as juveniles loitering in public places. By including the community in these sessions, the police department not only provided for additional opportunity for communication between officers and citizens but also educated the public about law enforcement and policing limitations.

Field Training

Since community policing relies on the officer's ability to communicate, build partnerships, know the neighborhood, recognize problem situations, and develop long-term solutions, hands-on training takes on a central role. For example, the Colorado Springs, Colorado, Police Department assigns smaller community problems to trainees to teach them how to handle a community policing case. In this way, new officers gain hands-on experience in case management, learn what is involved in working with the community to develop long-term solutions, get closer to community members, learn about the work of other agencies, and experience the positive side of achieving long-lasting results.

The Houston, Texas, Police Department requires probationary police officers (PPOs) to perform a practical exercise that applies their law enforcement knowledge to the needs and expectations of the community. The practicum consists of four major sections designed to help guide the PPO through the process of solving neighborhood problems: identification of physical, social, ethnic, and economic neighborhood characteristics; identification of neighborhood problems and recognition of which problems merit law enforcement attention; acquisition of information on the selected problem and of the resources relevant to the problem; and development of a problemsolving plan, which involves setting goals and objectives and estimating costs.

To be able to convey the meaning of community policing to new officers and those who have not applied this concept before, it is important that the field training officers are committed to community policing. These officers serve as role models and as a resource for the officers and trainees who embark on their own first project. As such, field training officers must be well trained, able to demonstrate the benefit of community policing, and able to show their trainees how to use discretion, having the police department value system as a guide.

Ongoing In-House Training

Community policing differs depending on the location and situation to which it is applied. As a result, officers have an increased need for in-house training that is specific to individual jurisdictions and neighborhoods. The Fort Myers, Florida, Police Department, for example, encourages officers to identify their needs for place-specific, in-house training and involves them in the development of such sessions. Other jurisdictions use community policing newsletters that report about the successful application of community policing to neighborhood problems. These reports not only give recognition to the individual officers but can also serve as a training tool.

In-house training must address department-specific issues, such as values, organization of and procedures for coordinated efforts, and availability of community resources. The training also needs to explain police department and community expectations. For example, officers must understand that while the community may expect them to eradicate drug crime and related problems, the police department may also want them to communicate the need for community involvement and serve as a catalyst for coordinated efforts that lead to long-term solutions.

Providing Workload Management Support

As opposed to the traditional police response, community policing requires officers to seek cooperation from others and focuses on long-term solutions in their daily work. As a result, street-level officers are not only engaged in one-time responses but also must plan, develop, and manage efforts to build cooperation with others and to establish more long-term initiatives. They must have some control over the time they can spend on these efforts, and they need access to additional equipment (e.g., cellular phones or beepers for community members to report drug trafficking) and, possibly, other staff or volunteers. To keep track of the status and current outcome of each project, officers must have access to some kind of tracking system. In many cases, officers must have some backup and assistance to make followup contacts during their off hours or to take over when the circumstances require it.

The decentralized and participatory nature of community policing also requires that officers have more opportunities to meet and exchange information. Frequent staff meetings provide officers with an opportunity to express their needs and concerns.

Developing a System of Accountability

Community policing aims at reducing crime and related problems in defined neighborhoods and assigns the responsibility for this outcome to both the community and the police. The community policing officer becomes

the catalyst for a change that can be achieved only through the cooperation of many players, both within the police department and externally. For example, to rid a neighborhood of drugs, patrol officers and a special drug unit must target certain areas for surveillance, drug sweeps, and increased police visibility. Community members must observe more intensely what is happening in their neighborhood and inform police. Landlords may have to screen tenants for drug dealing and evict traffickers. Code enforcement units may have to examine and close dwellings that are used as crack houses.

With several entities involved in an effort that is not achieved by simply making a number of arrests, it is important that the police department develop a system of accountability internally and externally. Everyone involved needs to know what their responsibilities are and when they are expected to complete their assignments. Holding frequent meetings of all involved is a dependable mechanism for this purpose.

In their biweekly crime control meetings, New York City Police Department precinct commanders, for example, present and discuss a broad range of information about their precincts, such as, index crime rates over time, arrest data, shooting victims and incidents, lists of precinct residents on parole or with outstanding felony or parole warrants, and data on summonses for quality-of-life violations, such as drinking or urinating in public. These data are displayed on a map to show the geographic dis-tribution and clustering of these incidents. Meeting participants are provided with a printout of data about citizen complaints, overtime worked, and the proportion of calls for service that prove unfounded. A picture of the precinct commander, along with background information, appears in the printout, making it clear who must answer for what happens in the precinct.

Updating Information Access and Exchange Mechanisms

Information has always been the main tool of police work, but the need for information increases when a police department implements community policing. Information sharing is an integral part of community policing. No one can be a real partner in this effort or make creative decisions if the information on which decisions are based is not available. Two issues are vital to community policing: information sharing and access to real-time information for street-level officers. Police officers need information to respond quickly to developing problems and to monitor advances in their efforts to reduce drug problems. Neighborhood-based information becomes an important communication and education tool in working with the community.

With community policing, police can learn more about the sources and the extent of local drug problems from the community than they could with traditional policing. Police officers learn that building a trusting relationship with community members is a more effective way to fight drugs. Community policing is effective because residents are more willing to share information with someone they trust and because community support for long-term solutions is an asset.

In addition to increased information from the community, data from other agencies, such as parole, probation, and other social services, become available when coordinated efforts are established. To handle this influx of information, new technologies are used in combination with community policing efforts to assist police in fighting drugs. The Drug Market Analysis Program funded by the National Institute of Justice, for example, has been applied in five cities to more effectively target the drug markets. The San Diego, California, Police Department used this mapping system to identify properties where drug trafficking occurs. The police strategy targeted property owners rather than drug dealers. This strategy was relatively inexpensive and showed promising results. A high percentage of property owners wanted to cooperate with the police to evict drug dealers to eliminate problems in the long run rather than settle for the traditional one-shot police responses.

Technology is also needed to assess how community policing impacts the flow, quantity, and quality of information both internally and externally; allow street-level officers access to up-to-date geo-based crime and neighborhood information; and conduct continuous crime analysis to monitor progress.

Frequent information sharing among different units, beats, shifts, and agencies and with members of the community becomes a prime necessity to ensure that everyone has the latest available information. Only when every participant receives the information they need can they be real partners in cooperative efforts.

Developing Performance Measures

With community policing, the traditional methods of measuring police responses and activities are no longer useful for evaluating officer and agency performance and progress. Instead of counting numbers of function outcomes, the officer's quality of work and behavior regarding police departmental values and community needs must be measured. While some traditional measures may continue to be used, they cannot be the only devices for capturing performance data. Other measurement tools, such as citizen surveys, calls for service trends, and data that identify reduction of neighborhood problems, become more important.

A number of police departments have responded to the inadequacy of traditional performance measures to assess the work of individual officers and the police department by abolishing the use of all performance measures and relying solely on supervisor judgment. This approach, however, is problematic because it is too subjective and ignores the most basic features of community policing, community orientation, and geographic diversity. Without detailed, community-based measures, officers and other law enforcement personnel do not receive the feedback they need to assess their effectiveness and to identify areas in which they must improve and in which they have excelled.

For example, with regard to drug enforcement, high numbers of drug arrests traditionally indicated successful police operations. While arrests are still an important tool to fight drug crime, they constitute only one measure of success under community policing. More important than arrest figures is how combined police and community efforts impact the drug problem in a given neighborhood and areas adjacent to it.

Police departments are experimenting with different models to capture these measures in a timely and useful way across a variety of communities. They use surveys; focus groups; observations by members of the community, other agencies, and police from different ranks; operational data; logs; actions taken; case records; and case management evaluation. Since community policing recognizes the importance of participation, dialogue, and trust-building, officers and the community should have adequate input in this process.

Ensuring Police Integrity

Police executives and policymakers sometimes fear that certain features of community policing (e.g., decentralization, increased close interaction between officers and residents, citizen-driven demand for services, and officer-driven provision of services) threaten police integrity. This concern arises because community policing officers are more involved with the community, have more freedom to react, and are under less stringent control. While police and city managers must continue to be vigilant regarding police corruption, the notion that the less hierarchical supervision style of community policing leads to more corruption is misleading. As history and recent experiences show, traditional policing practices, including centralization, standardization, and remoteness have not always succeeded in curbing corruption. What traditional policing does, however, is preclude more effective policing. For example, street-level cocaine and heroin enforcement by patrol officers is now known to have a considerable crime reduction value, but it has been banned under traditional policing for fear of corruption. Instead of curtailing essentially effective police work, police departments must face the risk of potential corruption and learn to manage the risk through careful officer selection. They must also develope a communication system that detects when officers become so close to the community that they lose their perspective about what is acceptable behavior.

It is important to note that traditional supervision has not eliminated corruption. Actually, the less controlling but more involved supervisor typical to community policing may be better able to detect corruption than the

traditional supervisor. Community policing clarifies the officer's expectations and defines accountability not just by rules but also by values. Furthermore, community policing officers are more involved with every part of the community. This provides a set of checks and balances throughout the community. Corruption is neither more nor less of an issue simply because there is a broader role for officers. Corruption can be avoided by ensuring that everyone within a police department shares and accepts the established values and by instituting regular community reporting mechanisms, rather than using centralized command and control systems.

FINDING THE RESOURCES FOR COMMUNITY POLICING

A CASE TO CONSIDER:

Of the 18,000 calls for burglar alarms received annually by the Colorado Springs, Colorado, Police Department, about 95 percent were false. Response time translated into 280 wasted man-days per year. Based on the geo-based information collected by the police department, it was determined that high schools had the highest incidence of calls. The police department met with school officials and formed a committee to identify the causes of false alarms and devise an alternative. As a result, the problem of false burglar alarms was reduced by 44 percent.

The cost of community policing is a hotly contended issue that may ultimately have a considerable impact on the future of community policing. Several cities have hired additional patrol officers to replace officers assigned to neighborhood detail, while other cities, including St. Petersburg, Florida, and Colorado Springs, Colorado, have managed to avoid that expense. While these police departments recognize that officers need more free time to work with the community to develop long-term solutions to neighborhood problems, they also recognize that additional local, State, or Federal funding for officers is either limited or unavailable. As a result, other community policing activities have been devised for officers to engage in. Police departments require additional officers for community policing only if the department already is understaffed. Restructuring the police department and developing internal and external support systems is the key to offsetting staffing needs for community policing.

Restructuring Calls for Services

Changing response criteria for service calls is one approach to create more time for officers to spend with community members, identify problems, and develop solutions. This can mean reassessing response priorities or developing a system in which certain low-level crimes are responded to only by phone or officers are allowed to respond at a later time. A number of police departments have implemented screening programs to redirect those calls for service that do not need a police response. Other police departments have initiated a voice mail system for all officers, which enables the public to directly access officers without calling 911. Reassessing response duties among different agencies (e.g., police and fire departments, hospitals, and ambulance services) and channeling emergency calls accordingly is another way to reduce the burden of too many calls.

Educating the Public

Community policing expands the role of police to include maintaining order and quality of life. This expansion of the police function does invite additional work, however, especially when other Government services are reduced as a result of budget cutbacks. Police departments that apply community policing often can do more to satisfy citizens' needs than other city or county agencies that apply traditional approaches. However, to avoid overwhelming officers by the demand for services and to avoid disillusioning citizens when their needs are not fulfilled, it is vital that communities learn about the capacities and limits of the police department. Several police departments have, for example, begun to reeducate the public about the use of 911 services and other alternatives. By decreasing the public's dependence on 911, officers will be able to devote more patrol time to problemsolving.

Sharing Personnel and Resources With Other Agencies

One benefit of working with other agencies in the community is that well-planned cooperation can streamline work, reduce duplication of efforts, and allow agencies to share personnel and resources, all of which are more cost-effective than traditional ways of working. Coordinated drug enforcement can make a marked difference on a community. The National Guard is, for example, a tremendous resource for special surveillance equipment and is often willing to provide its services to police. Drug task forces combining several law enforcement agencies, including prosecutors' offices, have proven beneficial to police agencies throughout the country.

Recently, police departments have learned that a task-force approach also may include social service agencies and citizens to increase the information base and develop more prevention-oriented approaches. For example, the Drug and Gang Task Force in Springfield, Missouri, is a combined effort that includes the police department, the Sheriff's office, the prosecutor's office, several city agencies, and representatives from the community and local businesses. The task force exchanges information, educates all participants about current gang activities in the city, develops alternative responses to support gang members who want to leave a gang, and creates activities to prevent other youth from joining gangs.

Reassigning Resources and Identifying Other Funding Sources

By limiting specialization, flattening agency management, and shifting responsibilities to street-level officers, resources can be reassigned to support the officer on the beat. Many police departments also have begun to seek out grants and other funding sources to augment their budgets. Local businesses may be able to donate equipment (e.g., cellular phones and beepers) or space that may be used as a neighborhood police office. Coordination with private security services is another way to increase the police department's surveillance and information base. By using more civilian personnel, partial automation, volunteers, and auxiliary forces, police departments have reduced costs and made time for officers to work in the community.

The Fort Myers, Florida, Police Department took advantage of the fact that a high number of former police officers moved to the city after retirement. The police department developed the POPS program for retirees to serve as part-time liaison officers in schools.

Shifting Responsibilities to the Community, Private Business, and Other Agencies

Because community policing requires community members, private businesses, and other agencies to actively involve themselves in fighting drug-related crime and other neighborhood problems, some responsibilities that previously resided with the police department may be shifted to other agencies and community members, which reduces the burden for the police department.

Conducting Problem Analysis

Even traditionally oriented police departments collect and compile data and statistics for a broad range of crime-related topics. However, a community oriented police department will use the data it collects in a different way. Data can be analyzed to locate neighborhood problems, to inform the community, and to track progress. Data can also be used to focus the department's work and thereby help develop less costly solutions to crime problems. For example, identifying and targeting problems that consume disproportionately high proportions of police resources, such as the false burglary calls in Colorado Springs, can result in a considerable reduction in calls for service and subsequent additional time for officers to work with the community on other problems.

INSTITUTIONALIZING COMMUNITY POLICING

A CASE TO CONSIDER:

The Portland, Oregon, Police Department has developed its approach to community policing over more than a decade, working under various police chiefs and mayors. Most police officers have found that they can make more of a difference when they work in coordination with the community and other agencies. Officers have become accustomed to developing their own creative responses to neighborhood problems and find little benefit in traditional policing structures. At the same time, community members that have found that they too have an impact and can play a role in ensuring safe and resilient neighborhoods; they have become accustomed to a responsive police force, realizing that any other approach is a disadvantage. It is difficult to overturn such success. One community member stated, "I have a voice in what is happening in my neighborhood and what is being done. Community policing brings us together. I would not want to live in a city that did not have community policing."

Developing and implementing community policing in a jurisdiction takes time. Many police departments have learned that careful planning and the initial implementation stages alone may require more than 1 or 2 years. Police must consider this when planning and managing the shift to community policing. In fact, the police chief who begins the process may no longer be with the department to see the culmination of these efforts. Therefore, it is important to develop and set this process on the right track and make it difficult for a successor to completely reverse the course.

Many innovations, projects, and experiments have been introduced to police departments during the past few decades, but few have thrived or even survived, and fewer still have received enough careful scrutiny to judge their merits or to learn from the experience. As a result, a noticeable positive impact of these experiments on police work has been rare; their lack of staying power has contributed to the perception that changing police agencies is inordinately difficult and that officers should not get involved to any great extent because any change is just another fad that will vanish with the next police chief. Communities with high expectations for innovation have been discouraged, and good ideas and scarce resources have been wasted. Previous failures to adequately plan, implement, and finally institutionalize a new approach to policing has detracted from potential benefits.

The continuation of a community policing approach may be difficult if a highly publicized community policing concept is implemented and then the chief leaves the post with many initial promises unfulfilled and without

the concept being firmly established in the department. In that case, it is quite likely that the police department will return to a more traditional approach. This can undermine the initial trust gained within the police department and the community and fuel even greater levels of mistrust and isolation than existed before community policing was implemented.

Conducting Careful Long-Term Planning

The examples of jurisdictions where community policing has evolved into more than just an add-on program provide insight into how institutionalization of community policing can be successful. Community policing has been carefully planned in partnership with the communities and other agencies in jurisdictions such as Colorado Springs, Colorado; Norfolk, Virginia; Madison, Wisconsin; Portland, Oregon; San Diego, California; St. Petersburg, Florida; and Tempe, Arizona. These efforts have attracted lasting and growing involvement both within and outside the police department. Additional resources have been provided by the community. Community policing has acquired sufficient presence and importance that police personnel and community members are no longer interested in the traditional style of police work.

Involving All Parts of the Police Department and the Community in Continuous Planning

Agencies that successfully sustain community policing despite changes in leadership learned that involving all parts of the police department in the planning and development stages is one way to secure broad-based, long-term internal support for community policing. For the needed external support, community and agency partnerships were formed and continued support throughout the entire decision-making process.

These agencies further avoided some of the pitfalls of community policing by establishing and communicating realistic goals for themselves and others included in their efforts. Building strong community support and integrating their efforts with those of other agencies was a central focus of their work.

Showcasing Successes

Successful community policing agencies showcased their successes through newsletters, meetings, and intensive media coverage. The public and all participants learned about the success of the new approach. For example, the Madison, Wisconsin, Police Department uses a city cable channel to provide weekly broadcasts concerning its work in individual neighborhoods. Footage of a formerly drug-ridden neighborhood is shown, contrasted by footage of how this neighborhood has changed since community policing officers in coordination with a special drug task force dramatically reduced drug trafficking. This televised success story demonstrates how police and social service agencies, together with community members, have taken responsibility for keeping drug dealers out of the community and for developing new opportunities for the residents of this area. The program encourages others to become involved, gives credit to all participants, and instills a sense of pride in the community.

Considering the Politics of Community Policing

Community policing aims to build a strong connection between the police department and the community. Police departments throughout the country have begun to realize that a strong police-citizen connection can translate into a strong political power base. When agencies were threatened by budget cuts, their communities rallied together. Citizens have supported police as part of a strong partnership in efforts to introduce new local ordinances against drunk driving, drug dealing, prostitution, loitering, and many other community problems.

Community policing can provide chiefs of police with a political power base that is usually reserved for elected officials—the support of their constituency. Community policing has the potential to change the political power structure in a jurisdiction, a development other power bases may not welcome. As a result, cooperation with other agencies and department heads becomes even more important so that political conflicts can be avoided and the political support needed to institutionalize community policing is ensured.

Problems and political conflicts may also arise when the combined power of the community and the police demand different responses from a local government agency. Citizens realize that many problems in their neighborhoods cannot be solved by the police; they require action from other government agencies. Soon these citizens will demand the same kind of responsiveness they receive from the police department from other agencies. For example, in Seattle, Washington, this politicking became a double-edged sword. Police officers were in the position to mobilize action by the community to produce a particular response from the agency; however, if the agency perceived that the police played such a role, interagency conflict resulted.

Another example of the political implications of community policing comes from St. Petersburg, Florida, where the former Chief of Police, for the first time in the history of the city, had given the neighborhoods a voice in what went on within their boundaries. When he was dismissed by an acting city manager, citizens rallied around him and placed an initiative on the ballot to replace the council-manager system with a mayor system. The strong-mayor initiative won, with a candidate who ran on a pro-neighborhood platform. When the new mayor took office, he required full commitment to community orientation from all city department heads. City teams were created to bring together staff responsible for a particular neighborhood from the planning, coding, housing, police, and public works departments.

The Boulder, Colorado, Police Department has found that when different agencies share the same values, the process of building a concerted effort and gaining political support for community policing is easier. Boulder's city manager and other government officials agreed with the police department's values. Local officials did not question the police chief's operations, but they may have questioned his values. A shared value system is key to maintaining political support for community policing as well as maintaining access to external resources.

Frequent interagency meetings that ensure open lines of communication are required to avoid political problems. Inclusion of all agencies that will be impacted by the development process is another necessity. Identifying the benefits of cooperation is the best way to get the support of others. When social service agencies realize that the increased police presence and close working relationship with the community may decrease the need to send their staff into the various neighborhoods and may also provide them with better access to problem families, they will be more likely to share information and coordinate efforts.

Sharing credit for success is not just a matter of courtesy; it is essential to any partnership. The community and other agencies will be less inclined to commit themselves to activities against drugs when the newspaper headlines declare that the police department was the agency that eradicated drug trafficking in the neighborhood.

WHERE TO FIND ADDITIONAL HELP

The following organizations and clearinghouses provide assistance and information to police departments and local government officials interested in developing commu-nity policing in their jurisdictions. A list of audiovisual material is provided, followed by publications arranged in the same order as the chapters in this monograph.

ORGANIZATIONS

American Probation and Parole Association, (606) 231–1917

Boys and Girls Clubs of America, (404) 815–5700

Community Matters, (707) 823–6159

Community Policing Consortium, (202) 833–3305

International Association of Chiefs of Police, (703) 836–6767

International City/County Manager Association, (202) 962–3575

National Center for Community Policing, (517) 355–2197

National Center for State Courts, (703) 841–0200

National Council on Crime and Delinquency, (415) 896–6223

National Crime Prevention Council, (202) 347–4900

National District Attorneys Association, (703) 549–9222

National League of Cities, (202) 626–3181

National Organization for Victim Assistance, (800) TRY–NOVA

National School Safety Center, (805) 373–9977

National Teens, Crime, and the Community Program Center, (202) 546–6644

National Training and Information Center, (312) 243–3035

Office of Community Policing Services (COPS), (800) 421–6770

Police Executive Research Forum, (202) 466–7820

CLEARINGHOUSES

National Criminal Justice Reference Service, (800) 851–3420

Resident Initiatives Clearinghouse, (800) 922–2232

AUDIOVISUAL MATERIAL

The following videotapes are available for $19 each from the National Criminal Justice Reference Service, (800) 851–3420

"Community Policing in Chicago: Fact or Fiction?" Research in Progress Videotape Series, National Institute of Justice, 1995. No. NCJ 153273.

"Crime and Public Housing." Crime File Videotape, National Institute of Justice, 1990. No. NCJ 123675.

"Drugs: Youth Crime." Crime File Videotape, National Institute of Justice, 1990. No. NCJ 123674.

"Drugs: Treating Offenders." Crime File Videotape, National Institute of Justice, 1990. No. NCJ 123673.

"Drugs: Addiction." Crime File Videotape, National Institute of Justice, 1990. No. NCJ 123671.

"Foot Patrol." Crime File Videotape, National Institute of Justice, 1990. No. NCJ 097223.

"Neighborhood Safety." Crime File Videotape, National Institute of Justice, 1985. No. NCJ 097227.

"Reducing Gun Violence: Community Policing Against Gun Crime." Research in Progress Videotape Series, National Institute of Justice, 1994. No. NCJ 153730.

The following videotape is available from the Crime Prevention Center in the Office of the Attorney General of California:

"Community Oriented Policing and Problem Solving," 1993. A brief videotape of field experts who describe community-oriented policing and problemsolving in conceptual and practical terms. Appropriate for both police and community audiences.

The following videotapes are available from the Law Enforcement Television Network, (800) 535–5386:

"Community-Oriented Policing 1 and 2," $250 each, Nos. 197–0132 and 197–0133.

"Starting a Citizen Police Academy," $250, No. 197–0194.

The following videotape is available from Films for the Humanities and Sciences, (800) 257–5126:

"Crackdown on Crime: Taking Back Our Neighborhoods." Films for the Humanities and Sciences, 1995. Purchase price—$149; rental price—$75. No. AAT5308.

The following videotapes are available for 2-week loans from the U.S. Department of Education, (800) USA–LEARN:

"Safe, Disciplined, and Drug-Free Schools." Satellite Town Meeting No. 5, U.S. Department of Education, 1993.

"Safe Schools: Providing Our Children with a Disciplined and Drug-Free Learning Environment." Satellite Town Meeting No. 19, U.S. Department of Education, 1995.

The following videotape is available from the National Crime Prevention Council, (800) NCPC–911:

"Partner With the Media To Build Safer Communities." An action kit containing suggestions for media work. Price—$19.85; order item K20.

PUBLICATIONS

Using Community Policing as a Crime-Fighting Tool Against Drugs

Cole, A.W., and Kelley, D. 1993. "Non-Traditional Problem Solving: Barricades Eliminate Drug Dealing, Restore Neighborhood." *Law and Order* 41(8):59–64.

Delaware Statistical Analysis Center. 1990. *East Side Wilmington Anti-Drug Abuse Program Evaluation*. Prepared for the National Institute of Justice and the Bureau of Justice Assistance's National Conference on Evaluating Drug Control Initiatives, Washington, DC.

Ent, C., and Hendricks, J.E. 1991. "Bicycle Patrol: A Community Policing Alternative." *Police Chief* 5(11):58–60.

Harris, R.J., and O'Connell, J. 1993. *Eastside Substance Abuse Awareness Program Evaluation*. Washington, DC: U.S. Department of Justice, National Institute of Justice.

Kennedy, D.M. 1993. "Closing the Market: Controlling the Drug Trade in Tampa, Florida." *Program Focus.* Washington, DC: National Institute of Justice.

New York City Police Department (NYPD). 1992. *Civil Enforcement Initiative.* New York: NYPD.

Nugent, H. 1992. *Nuisance Abatements: Final Report.* Prepared for the Institute for Law and Justice, Inc., Alexandria, VA. Washington, DC: U.S. Department of Justice, National Institute of Justice.

Police Executive Research Forum. 1993. *Problem-Oriented Drug Enforcement: A Community-Based Approach for Effective Policing.* Washington, DC: U.S. Department of Justice.

Sadd, S., Sviridoff, M., Grinc, R., and Wright, A. 1991. *Innovative Neighborhood Oriented Policing Projects in Eight Cities: An Interim Report.* New York: Vera Institute of Justice.

Thurman, Q.C., Giacomazz, A., and Bogen, P. 1993. "Research Note: Cops, Kids, and Community Policing: An Assessment of a Community Policing Demonstration Project." *Crime and Delinquency* 39(4):554–64.

Uchida, C.D., Forst, B., and Anna, S.O. 1992. "Controlling Street-Level Drug Trafficking: Evidence From Oakland and Birmingham." *Research in Brief.* Washington, DC: National Institute of Justice.

Webster, B., and Connors, E.F. 1992. "The Police, Drugs, and Public Housing." *Research in Brief.* Washington, DC: National Institute of Justice.

What It Takes To Fight Drugs With Community Policing

Brown, L.P. 1990. "Neighborhood-Oriented Policing." *American Journal of Police* 9(3):197–207.

Brown, L.P. September 1989. "Community Policing: A Practical Guide for Police Officials." *Perspectives on Policing.* Washington, DC: National Institute of Justice, 12.

Kessler, D.A. 1993. "Integrating Calls for Service With Community- and Problem-Oriented Policing: A Case Study." *Crime and Delinquency* 39(4):485–508.

Munger, J.D., and Spivey, E. 1990. "Facility Planning in Colorado: Form vs. Function." *FBI Law Enforcement Bulletin* 59(6):10–14.

Pate, A.M., and Annan, S.O. 1989. *Baltimore Community Policing Experiment, Part 1: Technical Report and Part 2: Appendixes.* Washington, DC: Police Foundation, SPON, U.S. Department of Justice, National Institute of Justice.

Schwab, S. 1992. "Restructuring Small Police Agencies: A Transition Toward Customer Service." Dissertation. Sacramento, CA: California Commission on Peace Officer Standards and Training.

Trojanowicz, R., and Bucqueroux, B. 1990. *Community Policing: A Contemporary Perspective.* Cincinnati: Anderson Publishing Company.

Working With Communities

Bozza, C.M. 1992. "Future of Diversity in America: The Law Enforcement Paradigm Shift." *Journal of Contemporary Criminal Justice* 8(3):208–16.

Brown, L.P. 1990. "Neighborhood-Oriented Policing." *American Journal of Police* 9(3):197–207.

Fleissner, D., Fedan, N., Klinger, D., and Stotland, E. 1992. "Community Policing in Seattle: A Model Partnership Between Citizens and Police." *Research in Brief.* Washington, DC: National Institute of Justice.

Fleissner, D., Fedan, N., Stotland, E., and Klinger, D. 1991. *Community Policing in Seattle: A Descriptive Study of the South Seattle Crime Reduction Project.* Seattle: Seattle Police Department.

McElroy, J.E., Cosgrove, C.A., and Sadd, S.A. 1990. CPOP, *The Research: An Evaluative Study of the New York City Community Patrol Officer Program.* New York: Vera Institute of Justice.

McLean, H.E. 1989. "Tale of Three Kobans." *Law and Order* 37(12):18–20.

National Crime Prevention Council (NCPC). 1992. *Given the Opportunity: How Three Communities Engoged Teens as Resources in Drug Abuse Prevention.* Washington, DC: NCPC.

National Crime Prevention Council (NCPC). 1992. *Creating o Climate of Hope: Ten Neighborhoods Tackle the Drug Crisis.* Washington, DC: NCPC.

National Crime Prevention Council (NCPC). 1992. *Charting Success: A Workbook for Developing Crime Prevention and Other Community Service Projects.* Washington, DC: NCPC.

Office of Juvenile Justice and Delinquency Prevention. 1990. *Rising Above Gangs and Drugs: How To Start a Community Reclamation Project.* Washington, DC: U.S. Department of Justice.

Police Executive Research Forum. 1993. *A Police Guide to Surveying Citizens and Their Environment.* Washington, DC: U.S. Department of Justice.

Wadman, R.C., and Bailey, S.E. 1993. *Community Policing and Crime Prevention in America and England.* Chicago: University of Illinois.

Weingart, S.N., Hartmann, F.X., and Osborne, D. 1994. "Case Studies of Community Anti-Drug Efforts." *Research in Brief.* Washington, DC: National Institute of Justice.

Cooperation With Other Agencies

Allevato, S. 1989. *Development of a Law Enforcement Plan for California Cities Committed to Quality Service Through Community Oriented Policing.* Sacramento, CA: California Commission on Peace Officer Standards and Training.

American Prosecutors Research Institute (APRI). 1993. *Beyond Convictions: Prosecutors as Community Leaders in the War on Drugs.* Alexandria, VA: APRI.

Jacoby, J.E., Gramckow, H.P., and Ratledge, E. 1995. *The Impact of Community Policing on the Criminal Justice System.* Washington, DC: National Institute of Justice.

Johnsen, D.P. 1992. "Educational Law Enforcement: Community-Oriented Policing in the Public Schools." Dissertation.

National Crime Prevention Council (NCPC). 1988. *Reaching Out: School-Based Programs for Community Service.* Washington, DC: NCPC.

U.S. Department of Justice. 1993. *Systems Approach to Crime and Drug Prevention: A Path to Community Policing.* Washington, DC: U.S. Department of Justice, Bureau of Justice Assistance.

Restructuring the Department and Managing Internal Change

Allevato, S. 1989. *Development of a Law Enforcement Plan for California Cities Committed to Quality Service Through Community Oriented Policing.* Sacramento, CA: California Commission on Peace Officer Standards and Training.

California Attorney General's Office. 1992. *Community Oriented Policing and Problem Solving*. Sacramento, CA: California Attorney General's Office, Crime Prevention Center.

Hayward Police Department. 1991. *Community Oriented Policing and Problem Solving (COPPS): Implementation Plan*. Hayward, CA: Hayward Police Department.

International City Management Association (ICMA). 1991. *Source Book: Community-Oriented Policing: An Alternative Strategy*. Washington, DC: ICMA.

Portland Bureau of Police. 1990. *Community Policing Transition Plan*. Portland, OR: Portland Bureau of Police.

Sparrow, M.K., Moore, M.H., and Kennedy, D.M. 1990. *Beyond 911: A New Era for Policing*. New York: Basic Books.

Trojanowicz, R., and Bucqueroux, B. 1994. *Community Policing: How To Get Started*. Cincinnati: Anderson Publishing Company.

Williams, J., and Sloan, R. 1990. "Turning Concept Into Practice: The Aurora, Colorado, Story."

Redefining the Role of Police Officers and Managers

Brown, L.P. 1989. "Community Policing: A Practical Guide for Police Officials." *Perspectives in Policing*. Washington, DC: National Institute of Justice, 12.

Bureau of Justice Assistance. 1994. "Understanding Community Policing: A Framework for Action." Washington, DC: U.S. Department of Justice.

Couper, D.C., and Lobitz, S.H. 1991. "Quality Policing: The Madison Experience." Washington, DC: Police Executive Research Forum.

Geller, W.A., and Swager, G. 1995. *Managing Innovation in Policing: The Untapped Potential of the Middle Manager*. Washington, DC: Police Executive Research Forum.

Kelling, G.L., and Bratton, W.J. 1993. "Implementing Community Policing: The Administrative Problem." *Perspectives on Policing*. Washington, DC: National Institute of Justice.

Nila, M.J. 1990. "Defining the Police Mission: A Community/Police Perspective." *Police Chief* 57(10):43, 45–47.

Sparrow, M.K., Moore, M.H., and Kennedy, D.M. 1990. *Beyond 911: A New Era for Policing*. New York: Basic Books.

Trojanowicz, R., and Bucqueroux, B. 1994. *Community Policing: How To Get Started*. Cincinnati, OH: Anderson Publishing Company.

Weisburd, D., McElroy, J., and Hardyman, P. 1989. "Maintaining Control in Community-Oriented Policing." *Police and Policing: Contemporary Issues*. New York: Praeger Publishers, 188–200.

Developing an Internal Support Structure

Bracey, D.H. 1992. "Police Corruption and Community Relations: Community Policing." *Police Studies* 15(4):179–83.

Bureau of Justice Assistance. 1993. *A Police Guide to Surveying Citizens and Their Environment*. Washington, DC: U.S. Department of Justice.

Bureau of Justice Assistance. 1989. *Building Integrity and Reducing Drug Corruption in Police Departments*. Washington, DC: U.S. Department of Justice.

Cole, A.W., and Kelley, D. 1992. "Fear and Disorder Index: Measuring What Really Matters." *Law and Order* 40(10):97–100.

Criswell, D., and King, V. 1988. "Houston's Field Training Practicum." *Field Training Quarterly* 5(2):3–14.

Daly, N.C., and Morehead, P.J. 1993. *Evaluation of Community Policing: Final Report of the Community Survey and Police Department Internal Survey.* St. Petersburg, FL: St. Petersburg Police Department.

Hebert, E.E. 1993. "NIJ's Drug Market Analysis Program." *National Institute of Justice Journal.* Washington, DC: National Institute of Justice.

Jensen, F.P. 1992. "Evaluating Police Effectiveness by the Year 2001." Dissertation. Sacramento, CA: California Commission on Peace Officer Standards and Training.

Jordan, S.M. 1992. *Developing Officer Performance Evaluation Systems in Community Policing Agencies by the Year 2002.* Sacramento, CA: California Commission on Peace Officer Standards and Training.

Kelling, G.L., Wasserman, R., and Williams, H. 1988. *Police Accountability and Community Policing.* Washington, DC: National Institute of Justice.

McElroy, J.E., Cosgrove, C.A., and Sadd, S.A. 1990. *CPOP, The Research: An Evaluative Study of the New York City Community Patrol Officer Program.* London: Vera Institute of Justice.

McEwen, T. 1994. "Information Systems To Support Community Policing." *Police Computer Review* 3(3):1–4.

Montgomery County Police Department. 1993. *Community Policing in Montgomery County.* Rockville, MD: Montgomery County Police Department.

More, H.W. 1992. "Police and the Community: A Joint Response to the Crime Problem." *Special Topics in Policing.* Cincinnati, OH: Anderson Publishing Company.

National Center for Community Policing. 1993. *Basic Issues in Training: A Foundation for Community Policing.* East Lansing, MI: National Center for Community Policing.

New York City Police Department (NYPD). 1992. *Blueprint for the Future: Information and Technology for Community Policing Into the 21st Century.* New York: NYPD.

New York City Police Department (NYPD). 1992. *Executive Sessions: Training Implications of Community Policing.* New York: NYPD.

New York City Police Department (NYPD). 1991. *Policing New York City in the 1990s: The Strategy for Community Policing.* New York: NYPD.

Rich, T.F. 1995. "The Use of Computerized Mapping in Crime Control and Prevention Programs." *Research in Brief.* Washington, DC: National Institute of Justice.

Sparrow, M.K. 1993. *Information Systems and the Development of Policing.* Washington, DC: National Institute of Justice.

Sparrow, M.K., Moore, M.H., and Kennedy, D.M. 1990. *Beyond 911: A New Era for Policing.* New York: Basic Books.

Taxman, F.S., and McEwen, J.T. 1995. "High-Tech Computer Mapping and Low-Tech Community Policing." *Urban Technology* 2(1):85–103.

Trojanowicz, R., and Belknap, J. 1986. *Community Policing—Training Issues.* East Lansing, MI: National Neighborhood Foot Patrol Center.

Trojanowicz, R., and Bucqueroux, B. 1992. *Toward Development of Meaningful and Effective Performance Evaluations.* East Lansing, MI: Michigan State University, National Center for Community Policing.

United States Conference of Mayors. 1990. *Directory of City Policing Programs.* Volume IV. Rockville, MD: National Criminal Justice Reference Service.

Wasserman, R., and Moore, M.H. 1988. *Values in Policing.* Washington, DC: National Institute of Justice.

Weisburd, D., McElroy, J., and Hardyman, P. 1989. "Maintaining Control in Community-Oriented Policing." *Police and Policing: Contemporary Issues.* New York: Praeger Publishers, 188–200.

Weisburd, D., McElroy, J., and Hardyman, P. 1988. "Challenges to Supervision in Community Policing: Observations on a Pilot Project." *American Journal of Police* 7(2):29–50.

Wycoff, M.A., and Oettmeier, T.N. 1994. *Evaluating Patrol Officer Performance Under Com-munity Policing: The Houston Experience.* Washington, DC: National Institute of Justice.

Finding the Resources for Community Policing

Benson, B.L. "Community Policing Works at Michigan State University." *Journal of Security Administration* 16(1):43–52.

Burgreen, B., and McPerson, N. 1990. "Implementing POP: The San Diego Experience." *Police Chief* 57(10):50–51, 53–54, 56.

Cordner, G.W., and Trojanowicz, R.C. 1992. "Patrol." In Cordner, G.W., and Hale, D.C., eds. *What Works in Policing: Operations and Administration Examined.* Cincinnati, OH: Anderson Publishing Company, 3–18.

Donovan, E.J., and Walsh, W.F. 1989. "Private Security and Community Policing: Evaluation and Comment." *Journal of Criminal Justice* 17(3):187–97.

Ent, C., and Hendricks, J.E. 1991. "Bicycle Patrol: A Community Policing Alternative." *Police Chief* 58(11):58–60.

Gurney, J.P. 1993. *Determining Community Expectations of Medium Size Law Enforcement Organizations by the Year 2002.* Sacramento, CA: California Commission on Peace Officer Standards and Training.

Harrison, E.R. *What Municipal Police Services and Financial Support Considerations Will Exist by the Year 2002?* Sacramento, CA: California Commission on Peace Officer Standards and Training.

Kennedy, D.M. 1993. *Strategic Management of Police Resources.* Washington, DC: National Institute of Justice.

Kennedy, D.M. 1990. *Computer-Aided Police Dispatching in Houston, Texas.*

Kessler, D.A. 1993. "Integrating Calls For Service With Community- and Problem-Oriented Policing: A Case Study." *Crime and Delinquency* 39(4):485–508.

Larson, R.C. 1990. *Rapid Response and Community Policing: Are They Really in Conflict?* East Lansing, MI: National Center for Community.

New York City Police Department (NYPD). 1991. *Policing New York City in the 1990's: The Strategy for Community Policing.* New York: NYPD.

Institutionalizing Community Policing

Kelling, G.L., and Stewart, J.K. 1989. *Neighborhoods and Police: The Maintenance of Civil Authority.* Washington, DC: National Institute of Justice.

WHITE HOUSE LEADERSHIP CONFERENCE ON YOUTH, DRUG USE, AND VIOLENCE

Prepared for:

Executive Office of the President
Office of National Drug Control Policy
750 17th Street, N.W., Fifth Floor
Washington, DC 20503

Prepared by:

CSR, Incorporated
Suite 200
1400 Eye Street, N.W.
Washington, DC 20005

■ January 1997 ■

WHITE HOUSE LEADERSHIP CONFERENCE ON YOUTH, DRUG USE, AND VIOLENCE

STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME 4
- Summary Of Key Recommendations 5
- Key Administration Initiatives 5

STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME 7
- Summary of Key Recommendations 8
- Key Administration Initiatives 9

MAKING SCHOOLS SAFE, ORDERLY, AND DRUG FREE 10
- Summary of Key Recommendations 11
- Key administration initiatives 12

STRENGTHENING FAMILIES AND CREATING SAFE PASSAGE FOR YOUTH 16
- Summary of Key Recommendations 17
- Key Administration Initiatives 17
  - *Building Strong Foundations* 18
  - *Creating Safe Passages for Youth* 18

MOBILIZING COMMUNITIES FOR YOUTH 19
- Summary of Key Recommendations 20
- Key Administration Initiatives 20
  - *Providing Positive Alternatives Where Youth Live Through Public–Private Partnerships* 21
  - *Strengthening Community-Based Organizations* 21
  - *Creating Safe Living Environments* 22

THE MEDIA'S ROLE IN PREVENTING YOUTH DRUG USE AND VIOLENCE 22
- Summary of Key Recommendations 23
- Key Administration Initiatives 23

CURBING UNDERAGE DRINKING 26
- Summary of Key Recommendations 27
- Key Administration Initiatives 27

REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT 30
- Summary of Key Recommendations 31
- Key Administration Initiatives 31

REDUCING YOUTH GANG AND GUN VIOLENCE 34
- Summary of Key Recommendations 35
- Key Administration Initiatives 35

APPENDIXES

Appendix A: Conference Agenda

Appendix B: Conference Participants

Appendix C: Satellite Conference Sites

Appendix D: Breakout Session Factsheets

Appendix E: The Clinton Administration's Anti-Drug and Anti-Crime Accomplishments

WHITE HOUSE LEADERSHIP CONFERENCE ON YOUTH, DRUG USE, AND VIOLENCE

The Nation has made dramatic progress in reducing casual drug use since the 1970s, and the level of violent crime is declining. Cocaine use alone has declined 30 percent in the last 3 years.

With overall casual use down 50 percent in the last 15 years, the recent increased use of illicit drugs by youth and steady decline in their belief that such substances are dangerous threaten these achievements and raise concerns about the future. Accompanying these changes has been a rise in violent juvenile crime. Tragically, for some youth, it is once again considered "cool" to use drugs—behavior which too often leads youth toward crime and violence.

To address these concerns, President Clinton convened the White House Leadership Conference on Youth, Drug Use, and Violence on March 7, 1996 at Eleanor Roosevelt High School in Greenbelt, Maryland. The historic meeting brought together many of the Nation's leading authorities on youth-related issues, including over 300 people of all ages and perspectives who are successfully working at solving these problems daily in their communities.

The President convened the conference so that the Nation could hear the best thinking and most promising practices that can lead to solutions to youth drug use and violence and to energize people to move forward in their communities with proven prevention strategies and activities.

President Clinton presided over a roundtable discussion that included Vice President Al Gore, White House Office of National Drug Control Policy Director Barry McCaffrey, youth, and national leaders. During the discussion, conference participants identified the problems facing youth today as well as promising initiatives to address these problems. In a series of afternoon roundtable discussions moderated by Cabinet members and other top Clinton administration officials, conference participants discussed a broad range of innovative and successful activities and programs they have implemented in their schools, businesses, places of worship, and communities and offered suggestions on how these successful strategies can be implemented in other communities.

In addition to being televised by C-SPAN, portions of the conference were downlinked via satellite to more than 130 locations across the Nation, where similar town hall meetings were taking place.

Conference participants were drawn from all walks of life and included youth, parents, researchers, clergy, community activists, business leaders, entertainers, educators, media executives, treatment and prevention specialists, juvenile justice experts, judges, prosecutors, and police. These individuals were invited by the President to attend the roundtable discussion because of their recognized commitment to and involvement in developing and implementing community-based strategies to counter adolescent drug use and violent behavior. A complete list of all conference participants is presented in Appendix B.

Of particular importance to the success of the conference was the involvement of youth. Nearly 50 of the 300 invited participants were youth from around the country who are active in anti-drug and anti-violence activities at their schools or community organizations. Additionally, students from Eleanor Roosevelt High School participated in each roundtable discussion.

In the short time since the roundtable discussion, a number of events or major actions have been taken or are being taken by the Clinton administration to address the issues raised. Some of the most significant include **[to be filled in by ONDCP]**.

During the morning plenary session, the President presided over a roundtable discussion on promising community strategies to reduce youth drug use and violence (see Appendix A for a list of the presidential roundtable participants). Izaak Prado, a youth and former drug user and gang member, spoke about the positive effect Drug Courts had on his life. Rather than being processed through the traditional criminal justice system, Mr. Prado received mandatory counseling that enabled him to stop using drugs and to leave his gang. Sheriff Nat Glover told the president about the successful community policing efforts in Jacksonville, Florida, and the crucial role that a Federal grant played in putting 32 new officers on the street. The Reverend Jesse Jackson challenged 20,000 parents in each of the 50 states to take their children to school, meet their teachers, exchange phone numbers with the teachers, turn off the television set for at least 3 hours each day, and pick up report cards from the school every 9 weeks. Dr. Lonise Bias, the mother of two sons who were lost through drugs and violence, urged parents to monitor what information their children

are receiving. She stressed that children are "reachable, teachable, and saveable." All of the participants told the President that there are strategies that are working in their communities and that the problems of youth drug use and violence can and must be solved.

In the afternoon the conference was devoted to nine concurrent roundtables that were moderated by members of the Cabinet or other top Clinton administration officials. The topics discussed and the moderators for each roundtable were as follows:

- Strengthening the Justice System Response to Juvenile Crime—Associate Attorney General John R. Schmidt;
- Strengthening the Law Enforcement Response to Juvenile Crime—The Honorable Janet Reno, Attorney General of the United States;
- Making Schools Safe, Orderly, and Drug Free—The Honorable Richard Riley, Secretary of Education;
- Strengthening Families and Creating Safe Passages for Youth—The Honorable Donna Shalala, Secretary of Health and Human Services;
- Mobilizing Communities for Youth—The Honorable Henry Cisneros, Secretary of Housing and Urban Development;
- The Media's Role in Preventing Youth Drug Use and Violence—Domestic Policy Advisor Carol Rasco;
- Curbing Underage Drinking—The Honorable Federico Peña, Secretary of Transportation;
- Reducing Drug Use Through Prevention and Treatment—General Barry McCaffrey (Ret.), Director, Office of National Drug Control Policy; and
- Reducing Youth Gang and Gun Violence—The Honorable Robert Rubin, Secretary of the Treasury.

Conference participants were preassigned to the roundtables and provided with background materials on each topic to facilitate the discussions (these materials are presented in Appendix D). Assignments to the roundtables were made so that each roundtable would contain individuals with varied areas of expertise. This ensured—for example—that the workshop focusing on law enforcement issues was not composed entirely of police officers, but included youth, prevention and treatment specialists, and others who could bring a different perspective to the discussion. The same approach applied to all of the roundtables.

Discussion in the roundtables was varied and wide ranging, yet several themes were prominent. These themes included the following needs:

- Communication and respect between youth and police, teachers, parents, and other adults, particularly in discussing problems and their solutions;
- Involvement of the whole family in any solution to drug use and violence among youth; and
- Provision to youth of goals and hope for their futures.

Summaries of each roundtable, including specific recommendations for actions to be taken at the community and national levels, are presented in the following sections of this report. Each section also includes a discussion of measures that are currently underway or planned by the Federal government that addresses many of the key points and recommendations raised by the conference participants. Appendix E contains a discussion of the achievements of the Clinton administration to date in addressing the problems of drug use and violence among youth.

STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME

The challenge of the Strengthening the Justice System Response to Juvenile Crime roundtable was to ensure public safety by improving the justice system's ability to prevent youth violence including gang violence and to immediately intervene, treat, and appropriately sanction juvenile offenders. The rountable discussion was moderated by Associate U.S. Attorney General John R. Schmidt.

Associate U.S. Attorney General Schmidt stated that the purpose of the session was not to reach a conclusion or achieve consensus. Rather, the purpose was to provide the participants with an opportunity to present their views and exchange information. He highlighted the following three effective strategies to address the challenge of strengthening the justice system response to juvenile crime: (1) create an effective juvenile justice system, (2) implement specialized strategies for juvenile offenders involved in violent crime or serious drug-related crime, and (3) break the cycle of violence and protecting victims' rights. Schmidt then asked the participants to focus their discussion initially on the elements of the first strategy.

Summary Of Key Recommendations

Many participants stressed the importance of strengthening early intervention prevention programs. They believed that strengthening involvement of the family and community as well as increasing support for community-based prevention programs will result in a reduction of juvenile crime. Key recommendations included the following:

- Highlight demonstration efforts to show that early intervention is effective in preventing juvenile crime;
- Encourage collaboration between public safety efforts and programs to prevent juvenile crime;
- Support studies that will improve assessment of violence-prone individuals;
- Support evaluation studies for juvenile crime prevention programs and use an outcome, performance-based evaluation model such as the one used to monitor Head Start;
- Support community-based juvenile crime prevention programs;
- Recognize the need for the juvenile justice system to deal with the entire family, including providing counseling for all the members, not just the troubled juvenile;
- Explore the concept of empowerment zones for juveniles; and
- Provide more support to alternative schools for troubled youth, including residential alternative schools.

Key Administration Initiatives

The participants agreed that the Nation must work together to ensure public safety by improving the ability of the justice system to prevent youth violence and drug use. As part of these efforts, the Clinton administration has released *Combating Youth Violence: The National Juvenile Justice Action Plan*, the work of the nine Federal agencies and practitioners on the Coordinating Council on Juvenile Justice and Delinquency Prevention. The *Action Plan* focuses on eight objectives which must be met to reduce youth violence. These objectives correspond with the mission of many of the roundtable discussions at the White House Leadership Conference on Youth, Drug Use, and Violence. In addition, the activities designated to meet those objectives correlate with a large number of key recommendations made by Conference participants.

The Clinton administration is taking the following steps to meet this challenge of strengthening the justice system response to juvenile crime.

Implementing a comprehensive strategy to create an effective juvenile justice system and prevent delinquency.—The primary vehicle by which the Clinton administration is supporting State and local implementation of juvenile justice reform is the U.S. Department of Justice's (DOJ's) *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. The goal of this strategy is to mobilize communities around the needs of young people and ensure a juvenile justice system that provides immediate and appropriate sanctions for juvenile offenders. To support community implementation of the *Comprehensive Strategy*, DOJ provides funds, training and technical assistance to communities interested in implementing new and innovative programs to prevent juvenile delinquency.

Ensuring tough, fair, and appropriate sanctions.—DOJ provides funds to plan, construct, or expand boot camp programs and other alternatives to traditional incarceration that combine tough and appropriate sanctions with vocational education, discipline, and life skills training for juvenile offenders. In addition, through the Serious Habitual Offender Comprehensive Action Program, DOJ is helping communities better identify, target, arrest, prosecute and treat serious habitual juvenile offenders.

Providing closely supervised community reentry.—DOJ supports a 3-year Intensive Community-Based Juvenile Aftercare Program (IAP). The overall aim of IAP is to identify and help high-risk juvenile offenders make a gradual transition from secure confinement into the community.

Addressing family violence.—DOJ funds the Family Violence Prevention and Services program to assist States and Indian Tribes in the prevention of family violence and the provision of immediate shelter and related assistance for victims of family violence and their dependents. DOJ is funding three Violence Against Women demonstration sites to identify mechanisms and procedures to help jurisdictions coordinate criminal justice agencies, victims services, social services, medical services and others, as appropriate, to ensure that issues and problems about violence are handled effectively.

Developing specialized strategies for juveniles involved in drug-related crime.—DOJ provides grants to local governments to establish and operate drug court programs, including juvenile drug courts, that provide judicial supervision over nonviolent offenders with substance abuse problems. Drug court programs typically include mandatory, periodic drug testing; substance abuse treatment; diversion, probation, and other types of supervised release; and offender management and aftercare services. DOJ also provides training and technical assistance to State and local governments, community-based organizations, national organizations, and others on responding to juvenile drug treatment needs.

Improving the justice system's response to youth who have been abused and neglected.—The National Center on Child Abuse and Neglect (NCCAN), established by the Child Abuse Prevention and Treatment Act of 1974, is assisting States and communities in child abuse prevention, identification, investigation, and treatment. NCCAN is supporting State grant programs, research and demonstration grant projects, clearinghouses and resource centers. In several jurisdictions, DOJ is replicating a model process for juvenile and family court reform. DOJ also provides funding and/or training to local children's advocacy centers, court appointed special advocates programs, and child abuse investigators. DOJ funds research to examine the use of parental drug testing to facilitate judicial and social services in the prevention of further maltreatment in child abuse and neglect cases.

STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME

The challenge of the Strengthening the Law Enforcement Response to Juvenile Crime roundtable was to ensure public safety by improving law enforcement's ability to prevent youth violence including gang violence and to immediately intervene, treat, and appropriately sanction juvenile offenders. The roundtable discussion was moderated by the Honorable Janet Reno, Attorney General of the United States.

Attorney General Janet Reno opened the discussion by asking the participants for their experiences and ideas in meeting the stated challenge of the roundtable discussion. She highlighted the following two effective strategies: (1) strengthening the Federal, State, and local law

enforcement response to violent and drug-abusing juvenile offenders and (2) implementing community policing strategies to deter and suppress violence and drug abuse.

Summary of Key Recommendations

The participants in this session presented their views on both strategies. Special emphasis was placed on the use of community-oriented strategies and coordinated prevention efforts against youth crime and drugs. Key recommendations included the following:

- Create special task forces between Federal and local authorities to target and prosecute youth who are involved in large scale and organized criminal activity;
- Develop a more coordinated approach among the law enforcement, juvenile justice, treatment, and prevention communities to address the needs and problems of drug and violence involved youth;
- Share knowledge from all Federal agencies with communities;
- Increase law enforcement involvement in community prevention efforts;
- Develop alternatives to placing juvenile offenders into the adult court and corrections systems with more effective prevention and deterrence components;
- Develop drug courts that coordinate family, schools, and peers to treat the juvenile offender;
- Make changes to Federal guidelines for handling juvenile and youth offenders to provide alternatives to incarceration;
- Limit youth access to handguns and remove guns from schools;
- Develop a two-tiered juvenile justice system, with one tier for violent offenders and the other for nonviolent offenders;
- Involve youth in developing and implementing community policing initiatives, such as educating the community about home security, monitoring drug houses, and providing prevention education to absentee landlords;
- Form partnerships between the police and schools;
- Educate police to respect young people and develop lines of communication between them in order to learn about the issues that trouble youth and involve them in drugs and violence;
- Implement drug and violence interventions during and after school for early-age youth, before their peer group attitudes harden;

- Provide funding to develop baseline data on and conduct rigorous evaluations of promising prevention programs;
- Develop prevention programs to reduce gun violence;
- Address the fear of potential crime as well as actual crime;
- Develop strategies that focus on hard-to-reach populations (e.g., drug addicts and third-generation welfare families) that are not reached by traditional prevention programs;
- Develop prevention strategies that involve all the sectors that affect youth, including families, schools, community, and police; and
- Teach effective parenting skills particularly to teen parents.

Key Administration Initiatives

The roundtable discussion participants agreed that the country must work together to improve the ability of law enforcement to prevent youth violence and drug use. As part of these efforts, the Clinton administration released *Combating Youth Violence: The National Juvenile Justice Action Plan*, detailing the work of the nine Federal agencies and practitioners on the Coordinating Council on Juvenile Justice and Delinquency Prevention. The *Action Plan* focuses on eight objectives which must be met to reduce youth violence. These objectives correspond with the mission of many of the roundtable discussions at the White House Leadership Conference on Youth, Drug Use, and Violence. In addition, activities designated to meet those objectives correlate with many of the recommendations made by participants. The Clinton administration also is taking the following steps to meet the challenge of strengthening the law enforcement response to juvenile crime.

Coordinating efforts by law enforcement to investigate, arrest, and prosecute violent and drug-abusing juvenile offenders.—Through the Anti-Violent Crime Initiative, DOJ is encouraging Federal prosecutors to continue working with their State and local counterparts to develop strategies to reduce youth violence. For example, federal, state, and local prosecutors and law enforcement officials have focused on identifying the sources of firearms possessed by juveniles and getting guns out of schools as part of a larger strategy to address violent crime. Such efforts ensure that enforcement initiatives are comprehensive, and that juvenile offenders receive tough and appropriate sanctions for their offenses.

Maintaining prosecution options for juvenile drug, gang, or violent crime.—DOJ will continue to prosecute certain serious, violent, and chronic juvenile offenders as adults in Federal court. In addition, DOJ has proposed legislation to amend the Federal juvenile delinquency statute to remove unnecessary procedural barriers for prosecuting and transferring violent juvenile felony offenders as criminals in the Federal system. Simultaneously, DOJ is assessing national transfer trends in the context of State legislative requirements and comparing between juvenile and criminal justice system management of juvenile offenders. It is also examining innovative system practices in managing serious, violent, and chronic juvenile offenders in both the juvenile and criminal justice systems.

Implementing community-oriented policing strategies to deter and suppress juvenile violence and drug abuse.—As part of President Clinton's effort to put 100,000 new police on the street, DOJ awarded funds to help communities hire or redeploy more than 43,000 police officers. In addition, DOJ developed specialized police programs to target youth gun violence and youth gang violence. Finally, DOJ also is implementing a Youth Focused Community Policing Initiative to assist up to 31 communities in implementing effective community-oriented policing strategies that focus on juvenile crime and related community problems.

MAKING SCHOOLS SAFE, ORDERLY, AND DRUG FREE

The challenge of the Making Schools Safe, Orderly, and Drug Free roundtable was to ensure all youth the opportunity to attend schools that are safe, disciplined, and drug free and to travel to and from school without being threatened, victimized, offered drugs, or exposed to drug trafficking. The roundtable discussion was moderated by the Honorable Richard Riley, Secretary of Education.

Secretary Riley stated that the purpose of the session was to provide a forum for the participants to discuss their views and ideas regarding making schools safe, orderly, and drug free. He asked the participants to discuss their views and ideas in the context of the following questions:

- How can schools encourage more active involvement of parents, students, and community groups including law enforcement in the development and implementation of drug and violence prevention strategies?

- What are the appropriate roles of law enforcement, teachers, parents, students, and administrators in maintaining order and security in schools? Are these roles changing?
- What is the best method for removing guns from schools, and what services should be provided to students who are expelled from school?

In addressing these questions, participants focused on identifying common areas of concern and on addressing the concerns with direct, realistic recommendations.

Summary of Key Recommendations

Roundtable participants made several recommendations for making schools safe, orderly, and drug free in the course of the discussion. Key recommendations included the following:

- Create partnerships between schools, parents, and the community in all aspects of the school;
- Accept the Rainbow Coalition's challenge to get 20,000 parents in 50 cities to sign a contract to become involved in their children's education;
- Reach out to community members to get involved with their schools, particularly those not normally involved;
- Target a few schools as pilot programs for testing new initiatives such as afterschool street corner patrols, anti-drug marches past known drug-selling locations, and respite nights (i.e., students spend the night at school to give their parents a "break");
- Reconfigure schools as multiservice community centers that involve the community in schools through after-hours activities, including special classes, health clinics, or self-help programs;
- Create caring relationships between adults and youth through mentoring so that youth have positive role models, safe havens, and a "service mentality" so they give back to the community;
- Develop nurturing relationships between schools and youth to foster self-esteem and healthy adult and youth relationships;
- Build student trust with the law enforcement community through programs such as D.A.R.E. (Drug Abuse Resistance Education);
- Find the balance between the school's academic role and its involvement with students, parents, and the community;

- Ensure that appropriate counseling is available when students lose a classmate through violence;
- Promote smaller schools that more effectively monitor the socioemotional development of students and that can tailor academic programs to the interests of the students;
- Involve students in reporting on and patrolling for guns brought to school;
- Provide alternative programming for students who are expelled that teaches responsibility and accountability so that they will not simply disappear from the system;
- Address the problem that busing creates in harming the sense of community; and
- Be sensitive to individual learning styles and create an environment where each child can be successful.

Key administration initiatives

The following is an overview of the extensive initiatives of the Clinton administration to ensure that America's schools are safe, orderly, and drug-free.

Safe and Drug-Free Schools Program.—As part of the Improving America's Schools Act, the Clinton administration developed the Safe and Drug-Free Schools and Communities Act (SDFSCA). The SDFSCA, which was signed into law by President Clinton in October 1994, provides funds to Governors, State Education Agencies and local education agencies for alcohol, drug, and violence prevention programs. The Safe and Drug-Free Schools and Communities program reaches approximately 97 percent of all school districts in the country, and it is the only program specifically designed to provide funds to schools to ensure they are "safe, disciplined, and drug-free."

Safe Schools Act.—The Clinton administration developed and worked with Congress to pass the Safe Schools Act. The Safe Schools Act was passed as an interim measure to assist schools in the development of violence prevention programs. The U.S. Department of Education (ED) made grant awards totalling $18 million to 19 schools. The grants will enable schools to develop a variety of comprehensive violence prevention strategies. These schools are located in 14 States and represent urban, suburban, and rural school districts.

Washington, D.C., Safe Schools Model.—As part of the Safe Schools Act, ED has entered into a cooperative agreement with the District of Columbia Public Schools for the development of a model

safe-schools program. The program, which is targeted toward reducing school violence in seven schools located in the Marshall Heights area, involves parents, school officials, community groups, law enforcement, and youth. A range of programs from conflict resolution to afterschool programs are planed as part of this comprehensive effort.

Youth Out of the Mainstream.—ED and DOJ have entered into a major cooperative effort to get youth who are not in school (e.g., youth who are truant, who are afraid to go to school, and who are recently released from correctional institutions) back into school. DOJ has a clear role in this initiative because research shows that these youth commit many crimes and violent acts in the community during day-time hours. This initiative will include identification of model programs and regional training sessions.

Gun Free Schools Act.—As part of the Improving America's Schools Act, the Gun Free Schools Act was passed to demonstrate that carrying guns to school would not be tolerated. The legislation requires States to pass laws requiring the expulsion for not less than a year, of all students caught bringing guns to school. The President, recognizing the seriousness of the issue, sent a special memoranda to the Secretary of Education urging him to take action against those States that fail to comply with the law. ED has provided guidance to States on how to implement provisions of the Act.

School-Associated Violent Death Study.—ED and the U.S. Department of Health and Human Services (HHS), Centers for Disease Control and Prevention, have been studying the issue of school-associated deaths. The study, which is an outgrowth of a recognition of the fact that the nature of school crime has changed considerably over the course of the past several years, has examined all cases of violent death either in school, at school-related functions, or on the way to and from school. The study indicates that during 2 school years (92-93 and 93-94) there have been more than 100 violent, school-associated deaths nationwide.

Survey on School Victimization.—ED and DOJ are in the process of analyzing data from the National Crime and Victimization Survey to ascertain the extent and nature of school crime.

Guide to the Selection of a Conflict Resolution Guide.—ED and DOJ are in the process of developing a guide to assist school administrators and other community groups to select and operate an effective conflict resolution program. The Guide will be ready for dissemination in spring 1996.

PAVNET (Partnership Against Violence Network).—DOJ, in conjunction with ED, HHS, and other Federal agencies, has developed an automated system to provide local communities and schools with information on effective violence prevention strategies and programs.

National School Safety Center.—ED and DOJ have provided support to the National School Safety Center (NSSC). The NSSC is the only private nonprofit organization in the Nation designed to provide schools with information, training, and technical assistance on issues related to school violence.

Alternatives to Expulsion Discretionary Grant Program.—ED provided funds to 12 school districts so they could develop innovative approaches to providing alternatives to youth who have been expelled from school. ED also is in the process of identifying model programs, activities, and strategies in the area of alternatives to expulsion. Once these projects are identified, summaries of the projects will be disseminated to schools across the county.

Drug-Exposed Youth.—ED has been actively involved in dealing with youth, now in school, who were exposed to drugs during pregnancy. Each year, approximately 1 million infants are born to mothers who used alcohol or drugs during their pregnancy. Some of these children present problems (i.e., behavior, academic, and social) to teachers when they enter school. ED also held a video teleconference for educators, developed and disseminated a training video, and supports a long-term study of the behavioral and cognitive effects of prenatal drug exposure. The program is assessing the impact of prenatal drug exposure on educational attainment, classroom behavior, and social development. The objective of the grant is to develop a research-based, classroom-tested manual of interventions to improve educational outcomes for these children and lessen the risk that they will become drug users later in life. The manual was tested in five schools around the country during the third year of the grant. The final year of the grant will be devoted to revisions based on classroom testing and observations.

Home Box Office (HBO) Video.—ED entered into an agreement with the Center for Handgun Control to distribute 5,000 copies of the video *Five American Youth, Five American Handguns* to schools. The Center for Handgun Control is in the process of writing a Leadership Guide that will accompany the videos. The video was produced and financed by HBO. This is an excellent example of a private–public partnership.

Maternal and Child Health Grants.—ED collaborated with HHS, Maternal and Child Health Program, to identify effective school-based violence prevention models that could be implemented in schools. Once identified, the models will train school officials on their respective model. Two model programs, Wright State University and Harvard University, have been funded. Training of school officials is already underway.

Oklahoma City Response to Bombing.—ED assisted Oklahoma Public Schools to recover from the bombing on April 19, 1995 by identifying school crisis counselors to work with students immediately after the bombing. Additionally, ED has developed a partnership with HHS, Office of Emergency Services, and DOJ, Office for Victims of Crime, to set up a training program for school personnel. The training program has several different aspects, including how schools can best respond to crises such as bombings, shootings, and other tragedies.

Recent and Forthcoming Publications.—ED is preparing and distributing several publications and videos related to drug and violence prevention. Safe and Drug-Free Schools (SDFS) recently produced and distributed copies of *Creating Safe Schools* and *Drug Prevention for Early Childhood.* Both of these are unique, as they were packaged as a series of publications related to the topic being discussed. Further, *Creating Safe Schools* is the first undertaking in the area of violence prevention. SDFS has one video awaiting distribution. The video, *And Down Will Come Baby*, has been prepared by the Scott Newman Center. It deals with the effects of exposure to alcohol and drugs on the fetus during pregnancy. A description of publications to be completed during 1996 follows:

- *A Guide to Alternative Activities*

  Describes afterschool, weekend, and summer activities that have been used by schools and community-based organizations to provide safe drug- and violence-free activities for young people outside of school hours (Expected delivery date: April 1996).

- *Building Conflict Resolution Programs in Schools*
  Discusses the definition, origins, and responses of conflict and the principles of conflict resolution. Describes appropriate developmental and systemic practices and outlines steps to implementation of conflict resolution programs in schools. Developed in conjunction with DOJ (Expected delivery date: March 1996).

- *Murals Reflecting Prevention: Lessons from Model Communities*
  Describes experiences and lessons learned by five sites selected as model communities for implementation of the Murals Reflecting Prevention Project. Gives techniques of community collaboration in arts-based projects to develop prevention themes (Expected delivery date: January 1996).

STRENGTHENING FAMILIES AND CREATING SAFE PASSAGE FOR YOUTH

The challenge of the Strengthening Families and Creating Safe Passage For Youth roundtable was to provide the Nation's youth the support they need to make a safe passage from childhood to adulthood and to strengthen America's families so they can help steer youth away from drugs and violence and toward healthful activities and positive futures. The roundtable discussion was moderated by the Honorable Donna Shalala, Secretary of Health and Human Services.

Secretary Shalala stated that the purpose of the roundtable discussion was to discuss not only drug use and violence, but, most importantly, how to support and strengthen families and identify effective strategies with which to create safe passages for youth. She suggested the following two effective strategies:

- Build strong foundations by addressing more involvement of fathers, an end to family violence, help for parents to talk with youths about drugs, and treatment options for substance abuse; and
- Create safe passages from childhood to adulthood by addressing the needs of youth, including safe places for youth to go and positive things for youth to do, opportunities for education and employment, access to health care, and more involvement of parents and other caring adults.

Summary of Key Recommendations

Roundtable participants made several recommendations for strengthening families and creating safe passage for youth. Key recommendations included the following:

- Encourage youth programs to adopt a code of conduct and creed which supports the moral development of participants;
- Encourage youth programs to include mentoring, peer education and peer support, parental involvement, and an emphasis on the importance of education;
- Influence children through direct services and programs at the pre-school and elementary levels;
- Support the formation of coalitions of providers as a mechanism to maximize availability and continuity of services for children and youth as well as to promote the efficient use of limited funds;
- Revitalize the volunteer spirit among adults and youth as a mechanism of reform;
- Address the denial of many middle class parents who fail to see their children as vulnerable to involvement in drug use and violence;
- Acknowledge that all youth are at high risk and instead adopt the term "high need" for those youngsters who need extra support across all socioeconomic levels;
- Require parental involvement in anti-runaway programming for youth; and
- Provide support to those youth who have lost their connection to a biological family, but who nevertheless need the support of family building programs that encourage a sense of personal worth and belonging.

Key Administration Initiatives

The Clinton administration is currently addressing the challenge of building strong families and creating safe passages for youth through a range of initiatives and programs. They include the following:

Building Strong Foundations

- The Head Start program helps to establish a strong foundation for many disadvantaged children and their families by providing comprehensive education, nutrition, health, and social services. With a $350 million increase in fiscal year 1997, an additional 40,000 children will be served, including 1200 infants and toddlers, and quality improvements will continue to be made at local Head Start programs.
- Through the Child Care and Development Block Grants (CCDBG), over 750,000 children currently receive services. The CCDBG also supports activities to increase the quality and availability of child care.
- To help women escape from violent situations in their homes, $48 million has been earmarked for shelters for battered women and a 24-hour national domestic violence hotline is in operation. The number is 1-800-799-SAFE or 1-800-787-3224 (TDD).
- The Substance Abuse and Mental Health Services Administration has identified early childhood development as a key area in its new knowledge development program, which will identify the most effective treatment and prevention programs and disseminate that information to States and communities.
- Funding from HHS allows thousands of Americans to obtain substance abuse treatment. Through substance abuse treatment, drugs are being kept out of the home so that children can grow up in a drug-free environment.
- The National Institutes of Health contribute a significant amount of funding for research related to children, violence, and substance abuse. In fact, the National Institute on Drug Abuse funds 85 percent of the world's research on drug abuse. The findings of this research serve as the underpinnings for state of the art treatment and prevention programs.

Creating Safe Passages for Youth

- The President's fiscal year 1997 budget includes $30 million for a Teen Pregnancy Prevention Initiative to implement and evaluate promising prevention strategies in communities.
- The President has requested $13.6 million in his fiscal year 1997 budget to continue support for Community Schools that keep their doors open after school and on weekends and holidays so that young people have a safe place to go and positive things to do.

- HHS has increased efforts to disseminate the message on the effects of drugs and on the importance of leading positive, healthy lifestyles. These efforts include a public education campaign to give parents and other adults the tools they need to talk with their children about the dangers of marijuana and information to youth about the harmful effects of marijuana. HHS also is developing an adolescent girls' drug prevention campaign and has announced a children's mental health campaign to help parents and teachers to recognize and address mental health problems in children.
- The President has proposed targeted measures to cut off children's access to tobacco and to reduce the appeal of tobacco products.
- The President gave parents greater control over what their children watch on television by signing legislation requiring V-chips to be installed in every new television.
- Through the AmeriCorps program, nearly 50,000 young people have had the opportunity to contribute to their communities and earn funding for their educations.
- The DOJ's Safe Futures program will demonstrate the importance of public–private partnerships in providing a continuum of services and sanctions for juveniles.

MOBILIZING COMMUNITIES FOR YOUTH

The challenge of the Mobilizing Communities For Youth roundtable was to mobilize communities to work together to provide the Nation's youth with a safe, educational, and nurturing environment at home and in their neighborhoods. The roundtable discussion was moderated by the Honorable Henry Cisneros, Secretary of Housing and Urban Development.

Secretary Cisneros opened the session by outlining the following two major themes to guide the roundtable discussion: (1) providing positive alternatives for youth and (2) using community-based strategies to enhance prevention program resources. Providing positive alternatives for youth includes ensuring that youth have access to positive, youth-development services and activities. Positive alternatives to drug use and violence include jobs, education, and recreational activities. Community-based strategies to complement federally funded programs include involving local businesses, sports franchises, arts organizations, and service groups. Secretary Cisneros asked the participants to cite specific, concrete examples of ideas or innovations that roundtable participants could draw from and use in their programs.

Summary of Key Recommendations

The roundtable discussion produced several recommendations for mobilizing communities for youth. These recommendations focused on the need for communication between youth and adults, the importance of involving youth in the development of prevention programs, the importance of funding youth programs from a variety of sources, and the crucial role that community organizations can play in preventing youth drug use and violence. The following specific recommendations were developed during the discussion:

- Ensure that prevention programs empower youth by placing a large share of the responsibility for developing and running the programs on the youth themselves;
- Involve parents and other positive role models in prevention efforts;
- Honor, support, and listen to youth;
- Provide youth with positive alternatives to involvement in drugs and violence (including employment; sports; musical events; art; movies; and, especially for Native American youth, cultural and spiritual activities);
- Strengthen the connection between the law enforcement community and teens;
- Maintain current levels of Federal funding for prevention programs;
- Engage the professional, mental health, and criminal justice communities to keep youth focused on achieving academic and social successes;
- Obtain needed educational, housing, and therapeutic resources for youth;
- Explore nontraditional funding sources, such as service organizations, community sports and arts institutions, and police departments;
- Motivate community organizations, including churches, to support day care with the assistance of Federal grants;
- Use technology to promote prevention programs to youth.

Key Administration Initiatives

The Clinton administration is responding to the concerns and ideas expressed by the roundtable participants through a range of funding and programming initiatives that include the efforts described below.

Providing Positive Alternatives Where Youth Live Through Public–Private Partnerships

- The U.S. Department of Housing and Urban Development (HUD) will invest up to $10 million in 1996 to fund the *Campus of Learners* initiative, which will rebuild obsolete public housing. *Campus of Learners* also will bring together Public Housing Authority, University, business, and school partners to incorporate the educational environment into the living environment. Youth living at *Campus of Learners* sites will have access at home and school to the technology and job information they need to succeed in the 21st century. HUD's Neighborhood Network initiative has already provided computer learning centers to privately owned multi-family housing sites around the country. These two initiatives will build upon the roundtable's recommendation to use technology to give our Nation's youth a positive future.
- The Clinton administration fought to maintain the $290 million Drug Elimination Program budget that funds both enforcement and prevention programs for 3,487 eligible public and Indian housing authorities. The prevention programs bring positive role models and lifestyle programs to public housing ranging from Boys and Girls Clubs to Midnight Basketball to 4-H Clubs.

Strengthening Community-Based Organizations

- The strength of families and the development of children grows from the foundation of healthy communities. The Clinton administration's 72 designated empowerment zones (EZ) and enterprise communities (EC) have received some $3 billion in Federal grant and tax benefits to revitalize their communities "from the ground up." Community residents and organizations are key players in developing the consolidated plans for using these Federal funds to meet local objectives. In fiscal year 1997, HUD plans to extend the lessons learned in the EZ and EC process and to use funds from Community Development Block Grants, McKinney homeless funds, and other Federal funding to expand "community partnerships" to other cities that wish to use the consolidated plan process to meet local needs. Involvement of community organizations would be essential to the approval of "community partnerships."
- Last year, HUD contributed $20 million to the National Community Development Initiative which, in turn, leveraged an additional $67 million from major national foundations to

strengthen the capacity of nonprofit community development corporations and organizations involved to improve conditions in distressed inner-city neighborhoods.

Creating Safe Living Environments

- On March 28, 1996, President Clinton announced the "One Strike and You're Out" policy to evict from public housing those engaged in drug and related criminal activity. This measure will make public housing a safer place to raise a family.
- The inter-agency law enforcement initiative known as *Operation Safe Home* has begun to eradicate youth gangs in our inner cities and public housing developments. *Operation Safe Home* is a comprehensive approach to law enforcement that brings together Federal agencies, local law enforcement, community members, and local government to attack crime where people live. Presently, there are more than 120 *Operation Safe Home* joint law enforcement task forces. Other collaborative administrative efforts include PACT (*Pulling America's Communities Together*), *Partnerships Against Violence*, and *SafeFutures*.

THE MEDIA'S ROLE IN PREVENTING YOUTH DRUG USE AND VIOLENCE

The challenge of the Media's Role in Preventing Youth Drug Use and Violence roundtable was to encourage positive media influences that help steer youth away from drugs and violence and encourage healthy activities and to provide parents and communities with the tools necessary to educate themselves and their children about the impact, both positive and negative, of the media. The roundtable discussion was moderated by Carol Rasco, Domestic Policy Advisor to the President.

Individuals from various backgrounds participated in the roundtable discussion including people working with the entertainment industry, advocates for improved media programming, academics and practitioners who study the relationship between media and violence, health practitioners who see the effects of violence on individuals and communities, and youth who are consumers of media and proponents of change. The discussion was organized around the following two central themes: limiting negative media influences on youth and promoting positive messages through the media.

Summary of Key Recommendations

Participants agreed on the critical role of the media in delivering messages to young people and on the need for greater attention to limiting harmful messages and developing positive ones. The roundtable discussion produced the following key recommendations:

- Encourage the television community, policymakers, public interest leaders, and parents to act on the National Television Violence Study's recommendations, which include producing more programs that avoid violence or place violence in an appropriate context, considering technology that allows parents to limit television access for their children, and watching television with one's children;
- Encourage the press and other media to portray youth involved in positive, constructive activities, not just negative images;
- Solicit input from youth and incorporate it into prevention programs;
- Encourage the radio industry, disc jockeys in particular, to become involved in anti-violence and drug use efforts;
- Address the impression that many entertainment celebrities use drugs with little harmful consequences, which weakens prevention messages;
- Use music videos to communicate anti-violence and drug use messages;
- Give youth the ability to make the right decisions through education that challenges them and provides opportunities for choices;
- Reduce the number of hours that children watch television;
- Provide family and community media literacy workshops that teach people to critically evaluate media messages;
- Use advertising to promote sports programs and other positive alternatives for youth; and
- Use public service announcements to revitalize interest in volunteer efforts and to promote positive images of parents.

Key Administration Initiatives

The Clinton administration has worked hard to support children and families and recognizes the negative impact that violence and drug use in the media can have on young people. In

partnership with the media industry, community groups, and parents, the Clinton administration continues to work to educate and sensitize people about these negative effects and to provide parents the tools necessary to control their children's access to inappropriate programming.

Vice President and Mrs. Gore have been key players in promoting awareness of the negative impact that media violence can have on young people. Mrs. Gore has made the issue the focus of a decade-long advocacy. The impact of the media on youth was the focus of their "1995 Family Conference." Described below are the specific efforts by the Clinton administration to address media violence and promote positive, healthy futures for our nation's children.

Information / Communication.—The President, Vice President, and Cabinet officials use the bully pulpit to inform and educate people about the potential negative effects of media violence on young people and to challenge the media to be more sensitive to these effects. For example, Attorney General Reno testified before Congress on the link between exposure to violent programming at a young age and aggressive behavior. In addition, Secretary Shalala addressed television talk show hosts and producers about their role in shaping the values and behaviors of young people and will discuss the positive role for film and video in supporting "Safe Passages for Youth" with entertainment industry executives and Secretary Riley continually encourages parents to turn off the television and read to children.

V-Chip.—The President signed into law the Telecommunications Act of 1996 (P.L. 104-104), which gives parents the technology to block out television programs that carry a rating for violence or explicit sexual material. The President and Vice President convened a meeting with media industry representatives where they committed to create a voluntary rating system for television programming within a year. The Department of Commerce is working with the industry on implementation of the V-chip.

DOJ Youth Violence Initiative.—The Attorney General convened a department-wide initiative on Youth Violence which included a subcommittee on Media Violence. The Attorney General testified before Congress, and continues to use her office as a bully pulpit to raise awareness about the issue, support media literacy campaigns, and explore opportunities to use the media to send anti-violence messages to youth.

National Drug Control Strategy. The President's National Drug Control Strategy promotes media literacy and drug and violence deglamorization. These efforts are focused not only on the traditional media, but also the broader cultural environment of youth (e.g., music, marketing, interactive games, and merchandising). An interagency workgroup on drug and violence deglamorization and media literacy promotes agency collaboration and information sharing on these issues.

As part of this National Drug Control Strategy, HHS, Centers for Substance Abuse Prevention (CSAP), is part of several projects focusing on the portrayal of substance abuse in the media, including:

- Through the Institute for Mental Health Initiatives newsletter, *Dialogue*, CSAP has provided sound research to the creative community on the prevention of substance abuse and drug use as well as its consequences and its link with certain patterns of family interaction and tips on how to incorporate this information into creative products. A September 1996 "Continuing the *Dialogue* Forum" will expand on this information and continue discussion of ways to portray the prevention of substance abuse in various media venues.
- In June 1996, CSAP will bring together representatives from the urban contemporary music industry, experts from the health and prevention field, and others for a unique series of roundtable discussions on topics that impact young people's popular norms and subsequent behavior, such as mixed messages, media literacy, and environmental influences that contribute to youth violence and sexuality.
- In collaboration with the National School Boards Association and the Entertainment Industries Council, Inc., HHS is involved in a drug and violence prevention effort focused on middle school children. The initial project will be the development of an educational video and curriculum materials on drug and violence prevention and healthy lifestyle choices.

Violence Against Women Act Implementation.—In implementing the Violence Against Women Act, DOJ and HHS have jointly convened an Advisory Council on Violence Against Women. A subcommittee of the Advisory Council is working on several media-related projects including the following:

- Conducting a survey of the media and entertainment industry to assess best practices for effective, positive industry responses involving violence against women;
- Working with major advertising agencies to develop a message campaign to be saturated throughout the media and entertainment industries; and
- Meeting with the major national sports organizations to enlist their help in the anti-violence against women campaign.

CURBING UNDERAGE DRINKING

The challenge of the Curbing Underage Drinking roundtable was to curb underage drinking by enhancing criminal justice and legislative deterrence, improving preventive educational tools, and decreasing external pressures to drink at an early age. The roundtable discussion was moderated by the Honorable Federico F. Peña, Secretary of Transportation.

Secretary Peña introduced Dr. Ricardo Martinez, Administrator, National Highway Traffic Safety Administration (NHTSA), and James Hedlund, Associate Administrator for Traffic Safety Programs, NHTSA, and stated that the purpose of the session was to discuss strategies for curbing the use of alcohol and drugs by young people. He thanked the participants for attending the roundtable discussion and noted that participants came from different regions of the United States, from different backgrounds, and represented the very best thinking on this subject. He noted that the group included judges, law enforcement professionals, alcohol-industry professionals, and community activists.

Secretary Peña highlighted the following three effective strategies for curbing underage drinking: (1) developing prevention programs, (2) implementing zero tolerance policies, and (3) limiting access to alcoholic beverages. He reviewed the data regarding alcohol-related transportation fatalities and alcohol use by high school students, including the following three points: (1) there has been a sharp decline, over 50 percent, in alcohol-related fatalities among youth between 1982 and 1994; (2) this decline also can be observed in population-based fatality rates; and (3) though levels of alcohol use among high school students traditionally have been high but stable, there have been recent increases, particularly for the statistical categories drinking in the past month and heavy use. Secretary Peña asked the participants to think of a strategy

(e.g., legislation); a particular action they want taken at the national, State, or local level; a creative idea; or a program they know is working that could be implemented elsewhere. Near the end of the roundtable, the participants reviewed and prioritized their recommendations.

Summary of Key Recommendations

During the course of the roundtable discussion, the participants offered many recommendations for strategies to curb underage drinking. These recommendations were grouped into the following five key recommendations:

- Recognize that underage drinking programs must begin prior to the teenage years;
- Explore the concept of teen courts and their possibilities;
- Encourage communities to identify the problems they face due to underage drinking and develop broad-based coalitions to address the problem;
- Support enactment and enforcement of laws governing the use and possession of alcohol by minors and adults who supply alcohol to minors, specifically zero tolerance policies, graduated licensing, and use-and-lose laws; and
- Support efforts for involvement of young people in community efforts to identify and curb underage drinking problems.

Key Administration Initiatives

The roundtable participants made several key recommendations to curb underage drinking. The U.S. Department of Transportation (DOT) is working with several other Federal agencies as well as national and State organizations to implement initiatives that address many of the participants' recommendations. The initiatives and recommendations that they addressed include the following.

Recognize that underage drinking programs must begin prior to the teenage years.—DOT is working with numerous organizations to increase alcohol abuse awareness among young people. DOT's support includes (1) conducting peer-to-peer training where high school students mentor and make presentations to middle school students and (2) conducting a national campaign, *Strides for*

Safety, which is organizing State teams of young people to rally and show support for safety issues during April 1996. Finally, DOT has organized National Organizations for Youth Safety (NOYS), a network of 30 national organizations that have a priority interest in youth safety issues and collaborate on most of DOT's prevention efforts.

Explore the concept of teen courts and their possibilities.—DOT, in partnership with the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), has awarded a grant to identify effective Teen Court programs, develop a comprehensive "Handbook" to assist communities in implementing Teen Courts, and conduct training and technical assistance to support the program.

Encourage communities to identify the problems they face due to underage drinking and develop broad-based coalitions to address the problems.—The Clinton administration strongly supports and encourages the formation of broad-based community coalitions to address community problems. *Safe Communities*, a new DOT initiative, supports shifting the focus of transportation safety efforts, including the issues of drunk driving and underage drinking, from the national to the community level. The program encourages communities to identify and analyze their transportation safety problems and encourage groups traditionally involved in traffic safety, such as police officers, to collaborate with less traditional groups, such as health care organizations and businesses, to implement and evaluate solutions to their transportation injuries.

DOT is supporting demonstration projects to enhance a community's ability to address the underage drinking problem. The first project, in partnership with OJJDP, is exploring model approaches in justice system coordination and cooperation with police, prosecutors, judges, and probation officials. Another demonstration project will replicate, in five sites, the model program developed in Washington, D.C, that initiated a regionwide underage drinking program incorporating assessment, enforcement, prevention, legislation, public awareness, and broad citizen involvement.

Support enactment and enforcement of laws governing the use and possession of alcohol by minors and adults who supply alcohol to minors, specifically zero tolerance, graduated licensing, and use-and-lose laws.—DOT is undertaking a number of enforcement-related activities to reduce underage drinking. For example, DOT developed a training program for police management to help identify and overcome obstacles to youth enforcement as well as Roll Call videos to motivate and

provide enforcement techniques to line officers and managers. A police resource guide identifying key strategies law enforcement agencies can use to enforce underage drinking laws and how to implement those strategies was recently developed and widely distributed. DOT will soon award a grant to identify effective approaches in "holding" or detaining juveniles with alcohol offenses. A program to educate servers on how to recognize fake identification was developed and is widely used. Finally, a current grant will result in the identification of effective strategies for State ABC (alcohol beverage control) agencies in controlling the sale of alcoholic beverages to minors.

DOT is supporting five States that are instituting and evaluating components of graduated licensing. Graduated licensing laws require young, novice drivers to go through licensing stages to develop increasingly more demanding driving skills; teenagers must remain violation-free to advance to full licensure. Nighttime restrictions and zero tolerance of alcohol are important components of graduated licensing. DOT is working with national organizations to assist States in implementing graduated licensing. With regard to licensing, DOT also is conducting research into new technologies, including the use of a magnetic stripe, to prevent fraudulent use of the driver license for the purpose of purchasing alcohol.

The Clinton administration strongly supports the enactment of State zero tolerance laws which make it illegal for drivers under the age of 21 to operate a motor vehicle with any blood alcohol content (BAC). "Any" BAC is variously defined as 0.02, 0.01, or 0.00 BAC, depending upon State law. Twenty-seven states and the District of Columbia have enacted zero tolerance laws. Most states attach a license suspension penalty for violations of the law. Evaluations of these laws have found them to be effective in reducing alcohol-related crashes by teens. For example, a DOT evaluation of the Maryland zero tolerance law has shown an 11 percent decrease in the number of drivers under age 21 involved in crashes who, police report, "had been drinking." States that enact zero tolerance laws, along with other highway safety measures, have been eligible for increased amounts of their Federal highway safety grant funds. The National Highway System Designation Act of 1995 requires all States to enact zero tolerance laws by 1999 or lose a portion of their highway grant funds. DOT has developed support materials, including video tapes, model laws, evaluation studies, and fact sheets, to support enactment of these laws. Materials also have been developed for police training to assist them in more effectively enforcing the laws.

DOT encourages States to consider use-and-lose laws as part of a comprehensive program to address the underage drinking problem. Use-and-lose laws impose license suspension penalties for violations of the age 21 drinking laws, most typically for possession or consumption of alcoholic beverages.

Support efforts for involvement of young people in community efforts to identify and curb underage drinking problems.—DOT is working with numerous organizations to enlist the aid of young people to prevent underage drinking and impaired driving. Efforts include the following: (1) conducting a pilot test of a student activist program that will train youth to be advocates for no use of alcohol and traffic safety with local and State legislative bodies; (2) conducting peer-to-peer training where high school students make presentations to and mentor middle school students; and (3) conducting the *Strides for Safety* campaign and organizing the NOYS network, both of which are described above.

REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT

The challenge of the Reducing Drug Use Through Prevention and Treatment roundtable was to reduce adolescent drug use by promoting individual responsibility and strong families and ensuring safe and drug-free schools and communities. The roundtable discussion was moderated by General (Ret.) Barry R. McCaffrey, Director, Office of National Drug Control Policy (ONDCP).

General McCaffrey stated the purpose of the session was not to reach a conclusion or achieve consensus, but rather to provide participants with an opportunity to present their views and to exchange information. He then presented the framework for the session in terms of two issues: (1) how to overcome the Nation's skepticism regarding drug treatment, especially since the data suggest drug treatment programs can and do work to reduce crime, drug use, and the related negative health consequences; and (2) how to reverse the large cuts in funding for drug prevention programs. General McCaffrey noted that ED's drug prevention programs have been cut by more than 50 percent.

Summary of Key Recommendations

Participants stressed the importance of addressing the denial about the magnitude of the Nation's drug abuse problem. They believed that strengthening community involvement, improving parenting skills, and empowering youth are all critical steps in reducing drug use. Participants offered the following recommendations to effectively address drug abuse:

- Support the creation of community anti-drug partnerships;
- Expand education efforts that emphasize the relationship between violence and the use of alcohol and other drugs;
- Include parents in drug treatment involving their children;
- Empower youth and listen to and understand their ideas;
- Expand the use of coerced drug treatment such as drug courts;
- Provide treatment for drug offenders at every point in the criminal justice system, from arrest through release from parole to aftercare services in the community; and
- Facilitate the integration of drug prevention and drug treatment efforts through collaboration and communication.

In addition, roundtable participants made the following two specific requests of ONDCP:

- In coordination with the CSAP and the Center for Substance Abuse Treatment, help to better inform constituencies about the latest developments in drug prevention and drug treatment research; and
- Consider convening a State-level legislative conference with key State, county, and municipal legislators to convince them that drug prevention and drug treatment programs can and do work.

Key Administration Initiatives

The roundtable generated seven recommendations and two requests of the ONDCP. The following are the Clinton administration's responses to the recommendations.

Support the creation of community anti-drug partnerships.—A cornerstone of the Clinton administration's drug policy is to work with community partnerships and antidrug coalitions. Experience has shown that for drug prevention to be effective, drug distribution and use must be addressed by comprehensive, inclusive, balanced responses at the community level. These responses should involve the coordinated activities of as many sectors of the community as possible, including schools, parent associations, faith organizations, local police, health care providers, service and civic organizations, and private businesses of all sizes.

The Clinton administration supports increasing the number of community partnerships around the Nation, even during this period of budget uncertainty. As more and more communities become aware of the fact that large amounts of initial funding are not required to establish strong partnerships, the number of community partnerships should increase.

Expand education efforts that emphasize the relationship between violence and the use of alcohol and other drugs.—One of the Federal government's most important prevention initiatives is the Safe and Drug-Free Schools and Communities program, administered by the ED since 1987.

Experts agree that school-based drug prevention programs, such as those supported through the SDFSCA, help stop young people from using drugs. Recently, the scope of the SDFSCA has been expanded to address violence prevention; to greater accountability, enhanced coordination and community linkages, and better target funding to areas of greatest need.

ED, HHS, and DOJ also support programs in high-poverty and high-crime areas to enhance the academic and social development of at-risk students through such activities as afterschool programs, mentoring, family counseling, and parent training.

Include parents in drug treatment involving their children.—Family support is essential for those involved in drug treatment, and especially important for young people whose parents may have unwittingly contributed to their drug abuse and dependence. The Clinton administration will highlight the need for treatment programs to involve the parents and other family members of children in drug treatment. Programs will be encouraged to take this family approach through treatment protocol and guidance documents.

Empower youth and listen to and understand their ideas.—The Clinton administration will encourage community- and school-based programs to actively involve young people in all their anti-drug efforts. Young people must be engaged in the important work of the community. The engagement of youth starts with the family, and ONDCP will encourage family and volunteer drug prevention activities in the coming months. This effort will be enhanced if Congress supports the supplemental appropriation for demand and supply reduction initiatives.

Expand the use of coerced drug treatment such as drug courts and *provide treatment for drug offenders at every point in the criminal justice system, from arrest through release from parole to aftercare services in the community.*—From the outset, the Clinton administration has emphasized the criminal justice system's ability to break the cycle of drug dependency and criminal activity through the provision of appropriate treatment, aftercare, and habilitation and rehabilitation services as well as a commitment to assist users in rebuilding their lives.

The Clinton administration's Drug Court Initiative provides competitive grant assistance to jurisdictions to plan, establish, or improve judicially supervised, integrated sanctions and services. In addition, DOJ's Drug Court Resource Center assists State and local criminal justice systems in planning, implementing, managing, and evaluating the effectiveness of drug court programs.

To demonstrate the effective linkage of criminal justice and drug treatment, ONDCP has created the "Break the Cycle" initiative. The initiative will fund selected communities to demonstrate the impact of a systematic, coordinated community-level response to the problem of chronic, hardcore drug use. Break the Cycle will integrate a host of treatment planning and delivery services with informed criminal justice oversight. Drug-using offenders will be assisted through graduated sanctions for noncompliance, relapse prevention training and skill building, and structured transition back into the community. Linkages will be made for the timely application of needed adjunct services in the areas of health, education, housing, and labor.

The Break the Cycle initiative will demonstrate that drug courts and other offender management programs can provide integrated services and sanctions that include a continuum of close supervision; mandatory periodic drug testing, treatment, and aftercare services; and a system of escalating sanctions for those who fail to meet program requirements or do not make satisfactory progress. In addition, offender management programs, such as Treatment Alternatives to Street

Crime, further enable courts to divert users into treatment, to condition pretrial release or probation on participation in drug treatment, and to monitor treatment progress.

Facilitate the integration of drug prevention and drug treatment efforts through collaboration and communication.—The Clinton administration has taken steps in this direction by initiating the development of the National Drug Prevention System (NDPS). The NDPS will unite various drug prevention sectors and programs and serve as a comprehensive system to address the drug abuse prevention needs of the Nation's diverse population. It also will facilitate identification of major gaps and overlaps in prevention, and it will promote optimum planning for the most effective use of drug prevention resources. ONDCP is leading this effort and has convened a roundtable of demand reduction agencies as part of the NDPS. The NDPS will provide an inventory of existing drug abuse prevention initiatives and programs, identify major gaps and areas of overlap, and plan the most effective use of resources. Major prevention agencies include the ED, HHS, DOJ, HUD, and the U.S. Department of Labor as well as planning and coordination agencies such as ONDCP, the Office of National AIDS Policy Coordination, and National Performance Review are involved.

REDUCING YOUTH GANG AND GUN VIOLENCE

The challenge of the Reducing Youth Gang and Gun Violence roundtable was to reduce youth involvement with gangs and guns and to reverse the unacceptable increase in youth gang and gun violence. The roundtable discussion was moderated by the Honorable Robert Rubin, Secretary of the Treasury.

Secretary Rubin welcomed the participants and introduced Deputy Secretary Larry Summers and Director John Magaw of the Bureau of Alcohol, Tobacco and Firearms (ATF). He noted that the U.S. Department of the Treasury is active in the law enforcement area. Approximately 40 percent of the Federal law enforcement officers are part of the Treasury Department, including those in the U.S. Secret Service, U.S. Customs Service, ATF, Internal Revenue Service Criminal Investigation, and specialized enforcement units.

Secretary Rubin outlined the following three strategies for reducing youth gang and drug violence: (1) Implementing community-wide responses to youth involvement with gangs and guns;

(2) Reducing youth involvement in violent gangs; and (3) Reducing illegal gun involvement by youth. Roundtable participants focused their discussion primarily on gang behavior, prevention issues, identification of what is needed to reduce the number of youth engaged in gang activity, and the issue of reducing illegal gun availability.

Summary of Key Recommendations

Roundtable participants made several recommendations for strategies to eliminate gangs and gun violence in the course of the discussion. Key recommendations included the following:

- Support comprehensive gang prevention efforts that begin early and use an integrated approach to child development, education, family involvement, and nonviolent conflict resolution;
- Encourage and reward collaborative efforts among all sectors of the community—including both public- and private-sector entities—to prevent and reduce youth gang and gun violence;
- Increase law enforcement efforts at illegal gun interdiction and provide support, including provision of safety, for those persons who seek to cooperate with law enforcement and who attempt to leave a gang; and
- Encourage schools and other community institutions to adopt zero tolerance policies against violence and bullying behavior and to adopt counselling and provide for adult supervised youth activities.

Key Administration Initiatives

While the rate of homicides among adults in our nation has not changed for some years, the rate of youth homicide has nearly tripled since 1985. The increase in youth homicide is linked with firearms; the rate of youth being killed by means other than firearms has not changed since 1985. Homicide is the worst, but not the only problem associated with young people's illegal access to guns. For every homicide, there are six woundings. We can expect that for every wounding, there would be even more shots fired and guns brandished, all contributing to community fear of violence, and to more fear among youth, prompting more youth to turn to gun use.

Gun use is associated with drug activity, especially drug dealing, but gun violence has spread from the drug trade to neighborhoods to schools. Much of the gun violence among youth happens in and around gangs, whether or not the gang is involved in drug activity. The Clinton administration is committed to heightened efforts against youth gun and gang violence, including implementing the following initiatives.

Provide Federal funds for State and local law enforcement in the development of strategies specifically aimed at reducing the illegal supply of guns to young people.—ATF and U.S. Attorneys working with anti-violence task forces are increasing their efforts to identify out-of-state sources for illegally sold guns and to work with State and local police to develop strategies to identify illegal gun dealers and straw purchasers for youth, distributors, and street sellers.

Continue to develop, support, and evaluate gang violence prevention programs.—Such an effort is the GREAT (Gang Resistance Education and Training) program, an anti-gang curriculum taught by law enforcement officers in schools. In addition, there is a need to support these programs both out of and in school, advance youth focused community policing, and involve young people in this activity. There is also a need to support and develop a variety of prevention and intervention programs in the areas of firearms safety, domestic violence, parenting skills, and early education (e.g., Head Start).

Continue to develop, support, and evaluate youth gun and gang violence intervention efforts.—These efforts include juvenile drug courts that provide supervision and/or training, mentoring programs, and meaningful afterschool activities (including apprenticeships, jobs, sports, and community programs) for youth involved with drugs, guns, or violent gangs. These efforts provide safety and support for those youth who can be saved, assist law enforcement, or leave violent gangs.

Continue to develop, support, and evaluate youth gun and gang violence suppression strategies.—These efforts to reduce the use of guns by youth gang members include anti-carrying and gun seizure programs, increasing federal law enforcement resources used to prosecute violent gang leaders and dismantle gangs, and dissemination of information on model youth handgun legislation.

Support the development of comprehensive, community-wide programs that coordinate the energies and expertise of the many participants needed to reduce youth violence.—The participants include law enforcement, parents, prevention and treatment specialists, clergy, community groups, the juvenile justice community, educators, and business professionals. The development of these programs will increase economic development and opportunities in the inner cities, and private-public anti-violence partnerships.

APPENDIX A

CONFERENCE AGENDA

APPENDIX A: CONFERENCE AGENDA

White House Leadership Conference on
Youth, Drug Use, and Violence

Eleanor Roosevelt High School,
Greenbelt, Maryland

March 7, 1996

8:30 a.m.	Registration
9:30 a.m.	Welcoming Remarks
	Dr. Gerald Boarman, Principal, Eleanor Roosevelt High School
	National Anthem Performed by Marliss Ladson, Duke Ellington School of the Arts, Washington, D.C.
	General Barry McCaffrey (Ret.), Director, Office of National Drug Control Policy
	Wayne Curry, Prince George's County Executive
	U.S. Representative Steny Hoyer, Maryland, 5th District
	U.S. Senator Paul Sarbanes, Maryland
	Governor Parris Glendening, Maryland
10:00 a.m.	Roundtable: Youth and Parent Perspectives on Reducing Adolescent Drug Use and Violence
	Co-chaired by Director Barry McCaffrey and Henry Cisneros, Secretary of Housing and Urban Development
	Jarrett Alexander, senior, Eleanor Roosevelt High School, Greenbelt, Maryland
	La-Verna Fountain, The Teach Teens to Teach Teens Nonviolence Institute, Inc., Harrisburg, Pennsylvania
	Chocka Guiden, student, Portland State University, Portland, Oregon
	Kari Peters, Washington Regional Alcohol Program, Sterling, Virginia
	Carol Reeves, President, National Family Partnership, Greenville, South Carolina

Jessica Shillander, student, New Market Vocational Skills Center, Tumwater, Washinton

Brett Sturgill, student, Benjamin Middle School, Bowie, Maryland

11:00 a.m. Remarks to the Students of Eleanor Roosevelt High School

Dr. Gerald Boarman, Principal, Eleanor Roosevelt High School

General Barry McCaffrey (Ret.), Director, Office of National Drug Control Policy

Vice President Albert Gore

Mark Anderes, Student Government President, Eleanor Roosevelt High School

President William J. Clinton

12:00 p.m. Presidential Roundtable: Reports to the President on Promising Community Strategies to Reduce Youth Drug Use and Violence

Margaret Altstaetter, Student of the Year, Students Against Driving Drunk, Wilmington College, Ohio

Dr. Lonise Bias, Maryland

James Burke, Chairman, Partnership for a Drug-Free America, New York, New York

Joseph Califano, President, Center on Addiction and Substance Abuse, Columbia University, New York, New York

Carl Cohn, Superintendent, Long Beach Unified School District, Long Beach, California

Governor Parris Glendening, Maryland

Nat Glover, Sheriff, Jacksonville, Florida

Yvonne Green, Director, Safe Schools Initiative, Washington, D.C.

U.S. Representative Steny Hoyer, Maryland, 5th District

The Reverend Jesse Jackson, National Rainbow Coalition, Washington, D.C.

Kurt M. Landgraf, President and CEO, DuPont Merck, Chadds Ford, Pennsylvania

Karen Lee, Senior, Eleanor Roosevelt High School, and Member, Students Against Violence, Bowie, Maryland

Izaak Prado, student, Dinuba Community School, Visalia, California

U.S. Senator Paul Sarbanes, Maryland

Jeff Tauber, President, National Association of Drug Court Professionals, Alexandria, Virginia

1:00 Lunch—Hosted by D.A.R.E. America and A.T.&T.

2:00 Roundtables

Strengthening the Justice System Response to Juvenile Crime
Moderated by Associate Attorney General John Schmidt

Strengthening the Law Enforcement Response to Juvenile Crime
Moderated by Attorney General Janet Reno

Making Schools Safe, Orderly, and Drug Free
Moderated by Secretary of Education, Richard Riley

Strengthening Families and Creating Safe Passages for Youth
Moderated by Secretary of Health and Human Services, Donna Shalala

Mobilizing Communities
Moderated by Secretary of Housing and Urban Development, Henry Cisneros

The Media's Role in Preventing Youth Drug Use and Violence
Moderated by Domestic Policy Advisor, Carol Rasco

Curbing Underage Drinking
Moderated by Secretary of Transportation, Federico Peña

Reducing Drug Use Through Prevention and Treatment
Moderated by Director, Office of National Drug Control Policy, Barry McCaffrey

Reducing Youth Gang and Gun Violence
Moderated by Secretary of the Treasury, Robert Rubin

4:00 p.m. Closing Plenary

Director Barry McCaffrey

Attorney General Janet Reno

APPENDIX B

CONFERENCE PARTICIPANTS

APPENDIX B: CONFERENCE PARTICIPANTS

MOBILIZING COMMUNITIES FOR YOUTH

Enola Aird
Director, Safe Start Campaign
Children's Defense Fund
Washington, D.C.

Chanda Y. Bates
Student
Harrisburg, Pennsylvania

Ada Bends
Coordinator
Crow Tribal Housing Authority
Drug Elimination Program
Crow Agency, Montana

Levi Black Eagle
Crow Tribal Housing Authority
Crow Agency, Montana

Darrell Wayne Brown
Town and Country Bank
Stephenville, Texas

Michael A. Buscemi
Quest International
Newark, Ohio

Catherine Camacho
Executive Director
Safe Streets
Sacramento, California

Maya Castellon
New Haven Board of Young Adult
Police Commissioners
New Haven, Connecticut

Ann Creevy
Foster Grandparent
Penns Creek, Pennsylvania

Peter Edelman
Assistant Secretary for Planning and Evaluation
Department of Health and Human Services
Washington, D.C.

Joy Wardlaw Fitzgerald
Executive Director
Housing Authority of the City of Houston
Houston, Texas

Melvin Forbes
Corporation Against Drug Abuse
Washington, D.C.

Edward P. Gardella
Chief of Police
City of Worcester, Massachusetts

Sister Jeanne Marie Gribaudo
St. Thomas' Church
Jamaica Plain, Massachusetts

J. David Hawkins, Ph.D.
President
Developmental Research and Programs, Inc.
Seattle, Washington

Danny Hernandez
Co-Chairman
Inner City Games Foundation
Santa Monica, California

Salimah Majeed
African American Family Services
Minneapolis, Minnesota

Lou Negrete, Ph.D.
Professor of Chicano Studies
California State University, Los Angeles
Los Angeles, California

Robert Pitre
Pitre Vision
Dallas, Texas

Father Francis Pizzarelli
Hope House Ministries
Port Jefferson, New York

Bonnie Reiss
President and Executive Director
Inner City Games Foundation
Santa Monica, California

Michael Troop
U.S. Attorney
Louisville, Kentucky

The Honorable Kenneth A. Turner
Judge of the Juvenile Court of Memphis
and Shelby County
Memphis, Tennessee

Tom Turney
Roselle Park School District
Mountainside, New Jersey

Dorothy Stoneman
Youthbuild USA
Somerville, Massachusetts

Lawrence Weekly, Jr.
Western Regional Vice Chairman
Kappa Leadership League
Las Vegas, Nevada

CURBING UNDERAGE DRINKING

Margaret Alstaetter
Student
Bellefontaine, Ohio

Joe Coyne
President
New Jersey Association of Alcoholism
and Drug Counselors
Westwood, New Jersey

William Cullinane
Executive Director
Students Against Drunk Driving
Marlboro, Massachusetts

Jennifer De Leon
Framingham Coalition for the Prevention
of Alcohol, Tobacco, and Other Drug
Abuse
Framingham, Massachusetts

Terry Dosch
Teacher
Roncalli Junior/Senior High
Aberdeen, South Dakota

Joan Dykstra
President
National Parent Teachers Association
Chicago, Illinois

Tracy Godwin
American Probation and Parole Association
Lexington, Kentucky

The Honorable Adam C. Grant, Jr.
Chief Judge of the 19th Circuit
of North Carolina
Concord, North Carolina

Jim Hedlund
Associate Administrator
National Highway Traffic Safety Administration
Washington, D.C.

Gregory Henry, M.D.
President
American College of Emergency Physicians
Dallas, Texas

Drew Hunter
Executive Director
Boosting Alcohol Consciousness Concerning the
Health of University Students (BACCHUS)
Denver, Colorado

Linda King
New Hampshire Bureau of Substance Abuse
Services
Manchester, New Hampshire

Gary M. Lark
Delta County Teen Alcohol Enforcement Project
Escanaba, Michigan

Jack Lawn
Chairman and Chief Executive Officer
Century Council
Los Angeles, California

Ricardo Martinez
Administrator
National Highway Traffic Safety Administration
Washington, D.C.

Fred Meister
President and CEO
Distilled Spirits Council of the U.S.
Washington, D.C.

Marilyn Morey
Executive Director
Syracuse/Onondaga County Drug and Alcohol Abuse Commission
Syracuse, New York

Donald Murray
Associate Legislative Director
National Association of Counties
Washington, D.C.

Toby O'Brien
Boosting Alcohol Consciousness Concerning the Health of University Students
Toledo, Ohio

Amy Reed
Student
College Station, Texas

Hope Rothert Taft
Trustee Emeritus
Ohio Parents for Drug Free Youth
Columbus, Ohio

STRENGTHENING FAMILIES AND CREATING SAFE PASSAGE FOR YOUTH

Lafayette A. Barnes
Concerned Black Men, Inc.
Washington, D.C.

Lonise Bias, Ph.D.
Community Activist
Landover, Maryland

Keith Bryant
President
University of North Carolina Association of Student Governments
Greensboro, North Carolina

Lauren Carter
Talbot County Addictions Program
Easton, Maryland

Oscar Cerna
AmeriCorps Volunteer
Daly City, California

Nelba Chavez
Administrator
Substance Abuse and Mental Health Services Administration
Rockville, Maryland

Susan J. Combs
Executive Director
"Drugs Don't Work"
Lansing, Michigan

Captain Kevin Danaher
Tucson Police Department
Tucson, Arizona

Jen Flynn
Student
Portland, Maine

La-Verna Fountain
President
Teach Teens to Teach Teens Nonviolence Institute, Inc.
Harrisburg, Pennsylvania

Thomas Gleaton
President
National Parents' Resource Institute for Drug Education
Atlanta, Georgia

Darrell Green

Youth Life Foundation
Washington, D.C.

Ruby Hearn
Robert Wood Johnson Foundation
Princeton, New Jersey

Jessica Hulsey
Student
Princeton, New Jersey

Helen Leonart Jones
President
National Court-Appointed Special Advocates Association
Dayton, Ohio

Linda R. Wolf Jones, D.S.W.
Executive Director
Therapeutic Communities of America
Washington, D.C.

David H. Livingstone
Former Employee Assistance Program Administrator
Bechtel Power Corporations
Gaithersburg, Maryland

William Michael McCarthy
Assistant Chief
Des Moines Police Department
Des Moines, Iowa

William Megathlin, Ph.D.
Dean of Academic and Enrollment Services
Armstrong State College
Savannah, Georgia

The Honorable Patrick J. Morris
Judge of the Superior Court Bench
San Bernadino, California

James H. Paige, III
Cabinet Secretary, Tax Commission
West Virginia Department of Tax and Revenue
Charleston, West Virginia

Howard Phengsomphone
Project Manager
Southeast Asian Youth and Family Development Project
Providence, Rhode Island

Lloyd Potter
Centers for Disease Control and Prevention
Atlanta, Georgia

Carol Reeves
Board of Directors
National Family Partnership
St. Louis, Missouri

Janet Skiba
Director of Human Services for Bucks County
Doylestown, Pennsylvania

Joanne Smyth
Executive Director
Comprehensive Youth Services
Mount Clemens, Michigan

Bruce Stout, Ph.D.
Office of the Governor of New Jersey
Trenton, New Jersey

Nora Whalen
Student
Bethesda, Maryland

REDUCING YOUTH GANG AND GUN VIOLENCE

Sergeant Juan Arvizu
Salt River Tribal Police Department
Scottsdale, Arizona

Martha Ascencio
Student
Schaumburg, Illinois

The Reverend Patrick D. Brown
Faith United Methodist Church
Chicago, Illinois

William H. Brown, III
National Black Child Development Institute, Inc.

Haverford, Pennsylvania

Luis Cardona
Barrios Unidos
Washington, D.C.

Mike Cashman
Safety and Firearms Education
Edwardsville, Illinois

Philip Cook, Ph.D.
Terry Sanford Institute of Public Policy
Duke University
Durham, North Carolina

Mike Cross
YouthBuild Director
Fort Berthold Housing Authority
New Town, North Dakota

Julie A. Elseroad
President
Build the Missing Peace, Inc.
Cloverly, Maryland

Commissioner Paul F. Evans
Boston Police Department
Boston, Massachusetts

Gil Gallegos
President
Fraternal Order of Police
Albuquerque, New Mexico

Eric Holder
U.S. Attorney
Washington, D.C.

Chief Johnnie Johnson, Jr.
Birmingham Police Department
Birmingham, Alabama

The Honorable Sterling Johnson
Judge of the U.S. District Court, Eastern District of New York
Brooklyn, New York

Arthur Kellerman, M.D., M.P.H.
Emory Center for Injury Prevention
Atlanta, Georgia

David M. Kennedy, Ph.D.
Program in Criminal Justice Policy and Management
John F. Kennedy School of Government
Cambridge, Massachusetts

Natalie D. Salazar Macias
Coordinator, Community/Law Enforcement Partnership Program
Los Angeles County Sheriff's Department
Monterey Park, California

John Magaw
Director
Bureau of Alcohol, Tobacco, and Firearms
Washington, D.C.

Edward James Olmos
Olmos Productions, Incorporated
Century City, California

Debra Owens
Deputy
Wayne County Sheriff's Office
Inkster, Michigan

Ernestine Price
Enough Is Enough
Pompano Beach, Florida

Nancy Letney Pugliese
Education Consultant
Connecticut State Department of Education
Hartford, Connecticut

Amanda Pyles
Student
Temple Hills, Maryland

Charles Rachel
Executive Director
South Central Youth Services
Los Angeles, California

Jessica Shillander
New Market Vocational Skills Center
Tumwater, Washington

Thomas J. Sweeney
Chief of Police
Bridgeport, Connecticut

Roberta Tate
Student
Ypsilanti, Michigan

Larry Vigil
Legislative Assistant
Senator Ben Nighthorse Campbell
Washington, D.C.

Mikel Washington
Community Activist
New York, New York

STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME

Lynne Battaglia
United States Attorney for the District of Maryland
Baltimore, Maryland

Earnest Baulkmon
Columbus Regional Youth Development Center
Columbus, Georgia

Alfred Blumstein, Ph.D.
Heinz School of Public Policy and Management
Carnegie Mellon University
Pittsburgh, Pennsylvania

Gilbert Branche
National Organization of Black Law Enforcement Executives
Harrisburg, Pennsylvania

Valhalla R. Clack
Student
Galveston, Texas

Wilson Collins
Prince George's County Police
Riverdale, Maryland

James Cook
Executive Director
United National Indian Tribal Youth, Inc.
Oklahoma City, Oklahoma

Ruth DuBois
Corporate Alliance for Drug Education
Philadelphia, Pennsylvania

Pamela Eakes
President
Mothers Against Violence in America
Seattle, Washington

Richard W. Friedman
Director
Juvenile Justice Advisory Council, State of Maryland
Towson, Maryland

Isaac Fulwood
DC Coalition Against Drugs and Violence
Washington, D.C.

Heidi Heitkamp
Attorney General
State of North Dakota
Bismarck, North Dakota

Susan Herman
Director of Community Services
The Enterprise Foundation
Columbia, Maryland

Chief Phil E. Keith
Knoxville Police Department
Knoxville, Tennessee

Courtney Lightfoot
Student
Nashua, New Hampshire

Mark A. Lockridge
Trooper
Texas Highway Patrol
Waxohachie, Texas

Marc Mauer
The Sentencing Project
Washington, D.C.

Sheriff John J. McDougall
Sheriff of Lee County
Fort Myers, Florida

Robert Nelkin
Director of Human Services, Allegheny County
Pittsburgh, Pennsylvania

Victor Oboyski
President
Federal Law Enforcement Officers Association
New York, New York

The Honorable John Parnham
Circuit Court Judge of the First Judicial Circuit
Pensacola, Florida

Joanne Perkins
Juvenile Division
Illinois Department of Corrections
Springfield, Illinois

Sheriff Rita Rowe
Ada County Sheriff
Boise, Idaho

David Schmidt
New Mexico Council on Crime and Delinquency
Albuquerque, New Mexico

Amanda Brooke Scobee
Student
Springfield, Missouri

Harry L. Shorstein
State Attorney
Fourth Judicial Circuit, Florida
Jacksonville, Florida

Mary Ann Solberg
Executive Director
Coalition of Healthy Communities
Troy, Michigan

Charlotte Stephens
Director
Safe City Office
Denver, Colorado

Julius Stone
Student
New Haven, Connecticut

The Honorable Jeffrey J. Teitz
Majority Policy Leader
Rhode Island General Assembly
Newport, Rhode Island

Gail Vessels
District Executive
Community Development YMCA of Kansas City
Kansas City, Missouri

Leon West
Director, National Anti-Drug and Violence Campaign
Congress of National Black Churches
Washington, D.C.

STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME

Craig J. Anderson
Chief Probation Officer
Seventh Judicial District of Montana
Glendive, Montana

Darrell Carter
Dade County Juvenile Detention Center
Miami, Florida

Daniel J. Conway, III
Chief Juvenile Court Officer
3rd Judicial District, Iowa
Sioux City, Iowa

Julius Debro, Ph.D.
Associate Dean of the Graduate School
University of Washington
Seattle, Washington

Marc Diaz
Student
Cambridge, Massachusetts

Bruce Elfant
Travis County Constable
Austin, Texas

Thelma H. French
Executive Assistant to the Mayor of New Orleans
New Orleans, Louisiana

Alan R. Friedman
Public Defender for Anne Arundel County
Annapolis, Maryland

Chief Thomas Patrick Gordon
New Castle County Police
New Castle, Delaware

The Honorable David E. Grossmann
Administrative Judge of the Hamilton County Juvenile Court
Cincinnati, Ohio

George L. Hinchliffe
Assistant Secretary
Florida Department of Justice
Tallahassee, Florida

Clay Hollopeter
Director
San Gabriel Valley Boys and Girls Club
El Monte, California

John A. Johnson
New York State Division for Youth
Rensselaer, New York

Loretta Johnson
Co-President
Baltimore Teachers Union
Baltimore, Maryland

The Honorable Jerrauld C. Jones
Virginia House of Delegates
Norfolk, Virginia

Mark Little Owl
Mandan, Hidatsa, and Arikara Nation
Fort Berthold Indian Reservation
New Town, North Dakota

Andrea Livermore
Executive Director
Youth Services, Incorporated
Brattleboro, Vermont

Thomas C. Maloney
President and Executive Director
SODAT-Delaware, Inc.
Wilmington, Delaware

Vanessa Martin
Caritas House
Pawtucket, Rhode Island

Riker J. McKenzie
President
Riker "Rocky" McKenzie Human Development Center
Baltimore, Maryland

James M. O'Rourke
Executive Director
Judicial Advisory Council of Cook County
Chicago, Illinois

Lewis E. Paige
Director
City of Buffalo Division of Substance Abuse Services
Buffalo, New York

Rick Phelps
Dane County Executive
Madison, Wisconsin

Izaak Prado
Student
Dinuba, California

The Honorable David Ramirez
District Court Judge of the 2nd Judicial Court
Juvenile Court
Denver, Colorado

Karen E. Schreier
U.S. Attorney
District of South Dakota
Sioux Falls, South Dakota

Vergil Smith
Youth Guidance
Chicago, Illinois

Howard Snyder, Ph.D.
National Center for Juvenile Justice
Pittsburgh, Pennsylvania

Blessing Tate
Student
New York, New York

LaVonda Taylor
Chair
Coalition for Juvenile Justice
West Memphis, Arkansas

Terence Thornberry, Ph.D.
Project Director, Rochester Youth Development Study
State University New York-Albany
Albany, New York

Captain Charles Tubbs
Beloit Police Department
Beloit, Wisconsin

David G. Walchak
President
International Association of Chiefs of Police
Alexandria, Virginia

Robert Weaver
President and Chief Executive Officer
Associated Marine Institutes
Tampa, Florida

THE MEDIA'S ROLE IN PREVENTING YOUTH DRUG USE AND VIOLENCE

William Blinn
Chairman
Caucus for Producers, Writers and Directors
Encino, California

Helen Boehm, Ph.D.
Senior Vice President
Public Responsibility and Network Standards
MTV Networks
New York, New York

Inniss Campbell
AmeriCorps Volunteer
Kansas City, Missouri

Torie Clark
Vice President, Public Affairs
National Cable Television Association
Washington, D.C.

Crystal Drozd
Student
Reading, Pennsylvania

Mary Duffy
Executive Producer
The Montel Williams Show
New York, New York

Brian L. Dyak
President and Chief Executive Officer
Entertainment Industry Council
Reston, Virginia

Richard J. Dykstra
Junction City Police Department
Junction City, Kansas

Mathea Falco
President
Drug Strategies
Washington, D.C.

Brad Figel
Director, Government Affairs and International Trade Counsel
Nike, Inc.
Washington, D.C.

Timothy Flanagan, Ph.D.
Dean, College of Criminal Justice
Sam Houston State University
Huntsville, Texas

Lucille Hester
National Youth Sports Program
National Collegiate Athletic Association
Washington, D.C.

Renee Hobbs, Ph.D.
Babson College
Babson Park, Massachusetts

Karen Jaffe
Executive Director
KIDSNET, Inc.
Washington, D.C.

Marcy Kelly
President
Media Scope
Studio City, California

Jessica Kern
Student
Milwaukee, Wisconsin

Alex Kroll
President
The Advertising Council
New York, New York

Marliss Ladson
Student
Washington, D.C.

Stacey Mahoney
Editor
Children's Express
Washington, D.C.

Susan Moses
Deputy Director, Center for Health Communications
Harvard School for Public Health
Boston, Massachusetts

John C. Nelson, M.D.
Member, Board of Trustees
American Medical Association
Washington, D.C.

Robert Phillips, M.D.
Deputy Medical Director
American Psychiatric Association
Washington, D.C.

Russell Roberson
Student
North Little Rock, Arkansas

Fredric D. Rosen
Chairman and Chief Executive Officer
Ticketmaster Corporation
Los Angeles, California

Jan Schmidt
Advocates for Children and Youth
Baltimore, Maryland

C. Delores Tucker
Chair
National Political Congress of Black Women
Washington, D.C.

REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT

Bill Alden
D.A.R.E. America
Oakton, Virginia

Karen Kellar Ballard
Mid-South Center for Social Work Education, Research, and Training
University of Little Rock
Little Rock, Arkansas

Marilyn Bassett
Governor's Commission for a Drug-Free Indiana
Indianapolis, Indiana

Sheryl Chariton
Student
Huntington Beach, California

Joseph Diament
Chief Executive Officer
Odyssey House, Inc.
Hampton, New Hampshire

Nancy Ferreyra
Executive Director
Pacific Research and Training Alliance
Oakland, California

John Fluker
Waycross-Ware County Drug Action Council
Waycross, Georgia

Christi Hanson
Student
Helena, Montana

Melody Heaps
Treatment Alternative for Special Clients
Chicago, Illinois

The Honorable Frank A. Hoover
Judge of the Bakersfield Municipal Court
Bakersfield, California

Mark Kleiman, Ph.D.
Professor
John F. Kennedy School of Government
Cambridge, Massachusetts

Ford Kuramoto
National Association of Pacific American Families Against Substance Abuse
Monterey Park, California

Alan Leshner
Director
National Institute on Drug Abuse
Rockville, Maryland

Sylvia Martinez
Project Coordinator
Puentes En Amistad
Somerton, Arizona

The Reverend Felton E. May
United Methodist Church
Harrisburg, Pennsylvania

David Mineta
Program Manager
Lutheran Social Services
Sacramento, California

Monica Morales
Student
Watsonville, California

Fernando Muniz
Youth Coordinator
Regional Youth/Substance Abuse Project
Bridgeport, Connecticut

Janet Napolitano
U.S. Attorney
Phoenix, Arizona

Astrid Oyola-Colon
Administrator
Mental Health and Addiction Services Administration
San Juan, Puerto Rico

Lieutenant Marty Plotner
Oregon National Guard
Salem, Oregon

Samuel Quintana
President
National School Boards Association
Alexandria, Virginia

Jack Riege
Community Activist
Bloomfield, Connecticut

Reggie Robinson
Assistant Deputy Attorney General
Department of Justice
Washington, D.C.

David L. Rosenbloom, Ph.D.
Join Together
Boston, Massachusetts

Vincent Senatore
Associate Director
Child and Family Agency of Southeast Connecticut
New London, Connecticut

The Honorable Jeffrey Tauber

President
National Association of Drug Court
Professionals
Alexandria, Virginia

Susan D. Wallace
Caritas/Corkery House
Pawtucket, Rhode Island

Robert A. Williams
Sports Foundation
Bronx, New York

Denise Wilson
Congressional Staff
Representative Candiss Collins
Washington, D.C.

Dennis D. Windscheffel
International Association of Lions Clubs
Alhambra, California

MAKING SCHOOLS SAFE, ORDERLY, AND DRUG FREE

Paul J. Adams III
Principal
Providence St. Mel High School
Chicago, Illinois

Annie Cabrera
Director
Mujeres y Hombres Nobles Project
Monterey Park, California

Michael Casserly
Executive Director
Council of Great City Schools
Washington, D.C.

Carl Cohn, Ed.D.
Superintendent
Long Beach Unified School District
Long Beach, California

Beverly Watts Davis
Executive Director
San Antonio Fighting Back
San Antonio, Texas

Yvonne Green
Director
Safe Schools Initiative
Washington, D.C.

Chocka Guiden
Student
Portland, Oregon

Rosemary W. Hills
Crime Prevention Specialist
Dallas Police Department
Dallas, Texas

Caren Kaplan
National Association of Social Workers
Washington, D.C.

Janet Tucker Kraushaar
Program Director
Safety and Firearms Education
Edwardsville, Illinois

Sarah Kreibich
Student
Alma, Wisconsin

Mrs. Susan Latvala
Pinellas County School Board
Palm Harbor, Florida

Jeff Miller
Principal
Braddock High School
Miami, Florida

William E. Milliken
President
Cities in Schools, Inc.
Alexandria, Virginia

Gilbert Moreno
Association for the Advancement of Mexican
Americans
Houston, Texas

Sharon Pelletier

Miss Maine 1995
Madawaska, Maine

Laura Phelps
D.A.R.E. Officer
Baltimore County Police Department
Baltimore, Maryland

Samuel Riley, Jr.
San Antonio Fighting Back
San Antonio, Texas

Paris Saunders
Mayor's Youth Advisory Board
St. Louis, Missouri

Louis Spina
Kings Bay Boys Club
Brooklyn, New York

Marc Stortini
Dearborn Police Department
Dearborn, Michigan

Khatib Waheed
Walbridge Caring Communities
St. Louis, Missouri

Cyril Wantland
Jefferson County Schools
Louisville, Kentucky

Glenn Wilkerson
Children's Center for Self-Esteem
Spring, Texas

Vicki Wright
Executive Director
Texas Juvenile Probation Commission
Austin, Texas

OTHER CONFERENCE PARTICIPANTS

James P. Baker, Jr.
Chair
Mayor's Drug and Alcohol Commission
Philadelphia, Pennsylvania

Sam Barker, Ph.D.
President, U.S. Pharmaceutical Group
Bristol-Myers Squibb Company
Princeton, New Jersey

Jack Bernstein
Cri-Help, Incorporated
North Hollywood, California

Richard D. Bonnette
President and Chief Executive Officer
Partnership for a Drug-Free America
New York, New York

Jim Burke
President
Partnership for a Drug-Free America
New York, New York

John A. Calhoun
President
National Crime Prevention Council
Washington, D.C.

Joseph Califano, Jr.
President, Center on Addiction and Substance Abuse
Columbia University
New York, New York

L. Craig Campbell
Chief of Staff to the Speaker of the House
State of Oregon

Rea Carey
National Advocacy Coalition on Youth and Sexual Orientation
Washington, D.C.

Moray Clark
Student
Washington, D.C.

The Reverend J. David Else
Director
Center for Spirituality
Pittsburgh, Pennsylvania

Roselyn Payne Epps, M.D.

Former President
American Medical Women's Association
Washington, D.C.

Robert Essner
President
Wyeth-Ayerst Laboratories
Philadelphia, Pennsylvania

Katherine Fauster
D.A.R.E. America
Oakton, Virginia

Kathleen Feely
Director, Child and Family Systems Reform
The Annie E. Casey Foundation
Baltimore, Maryland

Sandra Figueroa
Executive Director
El Centro del Pueblo
Los Angeles, California

James Fox, Ph.D.
Professor, School of Criminal Justice
Northeastern University
Boston, Massachusetts

Robert M. Francis
Executive Director
Regional Youth Adult Substance Abuse Project
Bridgeport, Connecticut

Commissioner Thomas C. Frazier
Baltimore Police Department
Baltimore, Maryland

Susan Gaerther
Attorney
Ramsey County
St. Paul, Minnesota

Nancy Gannon
Center To Prevent Handgun Violence
Washington, D.C.

Nathaniel Glover
Sheriff
Jacksonville, Florida

John S. Gustafson
Executive Director
National Association of State Alcohol and Substance Abuse Directors, Inc.
Washington, D.C.

Gwen A. Holden
Executive Vice President
The National Criminal Justice Association
Washington, D.C.

Jennifer Holtz
Student
Ormond Beach, Florida

Sol Hurwitz
Committee for Economic Development
New York, New York

The Reverend Jesse Jackson
National Rainbow Coalition
Washington, D.C.

Lloyd Johnston, Ph.D.
Director, Institute for Social Research
University of Michigan
Ann Arbor, Michigan

Nolan Jones
Director, Human Resources Group
National Governor's Association
Washington, D.C.

Robert F. Kanaby
Executive Director
National Federation of State High School Associations
Kansas City, Missouri

Barry Krisberg, Ph.D.
President
National Council on Crime and Delinquency
San Francisco, California

Kam Kuwata
D.A.R.E. America
Oakton, Virginia

Kurt M. Landgraf

President and Chief Executive Officer
The DuPont Merck Pharmaceutical Company
Wilmington, Delaware

The Honorable J. Dean Lewis
Judge of the 15th District Juvenile and
Domestic Relations Court
Fredericksburg, Virginia

William H. Mackey
Executive Director
City Wide Improvement and Planning Agency
Philadelphia, Pennsylvania

Mike Malone
Chicago Police Department
Chicago, Illinois

Laura A. Mastrangelo
Manager, Public Affairs
The DuPont Merck Pharmaceutical Company
Wilmington, Delaware

Thomas M. McKenna
Executive Director
Big Brothers and Big Sisters of America
Philadelphia, Pennsylvania

Al Padilla
Executive Director
Santa Fe Boys and Girls Club
Santa Fe, New Mexico

Kari Peters
Washington Regional Alcohol Program
Sterling, Virginia

Pedro Pierluisi
Attorney General of Puerto Rico
San Juan, Puerto Rico

David Rawlinson
Student
Rock Hill, South Carolina

James M. Reilly
Assistant to the Mayor of Chicago
Chicago, Illinois

James Rhinebarger
Chairman
National Troopers Coalition
Indianapolis, Indiana

Katy Sanders
Student
Ypsilanti, Michigan

Mary A. Sosa
Director, Violence Free Schools and
Communities Program
National Education Association
Washington, D.C.

Brian Steptoe
Student
Washington, D.C.

Brett Sturgill
Student
Bowie, Maryland

Patsy Thomas
Executive Director
Citizens Crime Commission of Tarrant County
Fort Worth, Texas

The Honorable Alberta Tinsley-Williams
Member
Detroit City Council
Detroit, Michigan

Marni Vliet
Senior Vice President
Kansas Health Foundation
Wichita, Kansas

The Reverend Cecil Williams
Glide Memorial Church
San Francisco, California

Chief Willie Williams
Los Angeles Police Department
Los Angeles, California

Malik Yoba
Actor
Brooklyn, New York

APPENDIX C

SATELLITE CONFERENCE SITES

APPENDIX C: SATELLITE CONFERENCE SITES

The President's address to the student body of Eleanor Roosevelt High School and the subsequent Presidential roundtable were broadcast via satellite to several locations around the country. Participants at each of the remote locations were provided with the background materials found in Appendix D. These materials enabled the participants at each site to address the same issues that were discussed at the afternoon roundtables. The Office of National Drug Control Policy and the Community Anti-Drug Coalitions of America cosponsored 10 remote conference sites. The location and local organizing coalition for each of these sites are the following:

Atlanta, Georgia—Mission New Hope

Des Moines, Iowa—The United States Attorney's Office and the Governor's Alliance on Substance Abuse

Detroit, Michigan—The Alliance for a Safe, Greater Detroit

Houston, Texas—Houston Crackdown

Los Angeles, California—Community Coalition for Substance Abuse Prevention and Treatment

Milwaukee, Wisconsin—Milwaukee County Fighting Back Initiative

Nashville, Tennessee—Nashville Prevention Partnership

Newark, New Jersey—Partnership for a Drug-Free New Jersey and the Drug Enforcement Administration

San Francisco, California—San Francisco Community Partnership

Tacoma, Washington—Safe Streets Campaign

The U.S. Department of Education sponsored 14 satellite conferences sites that were attended by more than 1,500 people. The location of each conference and the name of its host school are the following:

Albuquerque, New Mexico—Albuquerque Public Schools, Library Instructional Technology Service

Dallas, Texas—Dallas Public Schools Administration Building

Denver, Colorado—Fred N. Thomas Career Education Center

Escondido, California—Escondido Union High School

Garden City, New York—Mineola High School

Manchester, New Hampshire—Manchester School of Technology

Minneapolis, Minnesota—Roosevelt High School

New Haven, Connecticut—East Rock Community School

New Orleans, Louisiana—Sarah T. Reed High School

Philadelphia, Pennsylvania—Simon Gratz High School

Riverside, Illinois—Riverside/Brookfield High School

San Diego, California—Chula Vista High School

Scottsdale, Arizona—Coronado High School

Tulsa, Oklahoma—Union Public Schools, Sixth and Seventh Grade Media Center

The topics discussed at the satellite conferences listed below are followed by a brief list of strategies working in some of the communities as well as a list of recommendations.

Strengthening the Justice System Response to Juvenile Crime

Strategies That Are Working:

Drug courts;

Youth courts;

Boot camps; and

Family involvement in the justice system's response.

Recommendations:

Challenge juvenile courts to require parenting classes and support groups for families of juvenile offenders;

Implement truth in sentencing;

Develop diversion programs for first time offenders with a strong counseling component;

Implement or strengthen zero tolerance policies for drug and weapons violations at school;

Focus on early intervention and prevention; and

Incorporate job skills training into juvenile correctional programs.

Strengthening the Law Enforcement Response to Juvenile Crime

Strategies That Are Working:

- Community policing;
- D.A.R.E. America prevention education;
- Community-wide partnerships;
- Police-sponsored programs that provide an alternative to drug-trafficking and gang activity; and
- Weed and Seed initiatives.

Recommendations:

- Initiate citizen–police academies for youth;
- Provide continuous drug education for law enforcement officials;
- Include a public awareness component to all community crime prevention efforts; and
- Provide a percentage of asset forfeiture funds for prevention, intervention, and treatment activities.

Making Schools Safe, Orderly, and Drug Free

Strategies That Are Working:

- Neighborhood watch programs;
- School law enforcement officers;
- Parent involvement programs;
- Peer mediation and counseling; and
- Magnet schools that provide professional instruction in the areas of dance, vocal music, theater arts, instrumental music, and stage technology.

Recommendations:

- Create community learning centers to serve adults and youth;
- Provide afterschool programs;
- Require school uniforms;

Implement alternative school programs for dropouts and expelled students;

Require community service;

Increase adult presence in schools, including parents and members of the business community;

Maintain drug- and gun-free school zones;

Provide conflict resolution training for students;

Target gang violence outside of school and curtail it before it comes into the school; and

Reduce class size so that each student can receive more attention from teachers.

Strengthening Families and Creating Safe Passages for Youth

Strategies That Are Working:

Healthy Start, Even Start, and Head Start programs;

Family preservation programs;

Parents as Teachers programs; and

Family support services.

Recommendations:

Develop safe, inexpensive before-school and afterschool programs;

Open schools after hours for adult learning;

Develop family resource centers in schools and community centers;

Promote individual and collective commitments to positive family rituals;

Increase the minimum wage;

Establish help hotlines for children, youth, and families;

Focus on adolescent parents who are children themselves and who have received no parenting training; and

Expose youth to as many positive alternatives as possible and offer training in parenting skills and values.

Mobilizing Communities

Strategies That Are Working:

Community-based coalitions involving parents, business, clergy, schools, government, and others; and

Neighborhood services with nontraditional hours of operation.

Recommendations:

Provide citizens with access to community data and sources of information on community problems, challenges, programs, and resources;

Issue a frequent "community report card;"

Publicize successful local programs;

Create youth centers and safe "hangouts;"

Develop job mentorship programs; and

Implement "safe walk home" programs.

The Media's Role in Preventing Youth Drug Use and Violence

Strategies That Are Working:

Topic-specific public service campaigns; and

Partnership for a Drug Free America campaigns.

Recommendations:

Provide community-level education and media advocacy training;

Engage the media in coalition work;

Challenge the media to reflect the harms and the emotional aftermath of drug use and violence in its programming;

Remove alcohol advertising from television;

Increase public service announcements; and

Encourage local news media to cover the good things that youth are doing.

Curbing Underage Drinking

Strategies That Are Working:

Grassroots organizations, such as Mothers Against Drunk Driving and Students Against Driving Drunk;

Designated driver campaigns; and

Juvenile court programs that provide options for juvenile alcohol and drug users.

Recommendations:

Increase parental and community involvement in providing alcohol- and drug-free activities for youth;

Implement zero tolerance policies for underage drinking;

Ensure strong penalties for DUI/DWI (driving under the influence/driving while intoxicated) offenses; and

Limit the number and location of liquor stores in neighborhoods in which there are many underage children.

Reducing Drug Use Through Treatment and Prevention

Strategies That Are Working:

Cost effective treatment services;

Therapeutic communities; and

Prevention aspects of the Crime Bill.

Recommendations:

Develop more options for afterschool outpatient treatment programs for youth;

Increase family involvement in treatment;

Develop treatment programs that account for cultural diversity; and

Provide addiction education and training to physicians.

Strategies to Eliminate Gangs and Gun Violence

Strategies That Are Working:

Mentoring programs;

Community policing; and

Safe havens.

Recommendations:

Support strict gun laws;

Develop youth centers, recreational programs, and teen clubs;

Extend school hours and the school year;

Establish alternative schools;

Encourage schools and churches to serve as safe havens for neighborhood youth by providing after school activities; and

Educate the entire community about gun laws and gangs.

In addition to the 24 sponsored downlinked conferences that discussed the issues addressed in this appendix, there were more than 130 sites around the country that obtained the conference's satellite transmission. This report will be made available to all of these sites and any others interested in reviewing and implementing any of the recommendations made by the conference participants or those participating in the satellite events.

APPENDIX D

BREAKOUT SESSION FACTSHEETS

APPENDIX D-1: STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME

THE CHALLENGE

To ensure public safety by improving the justice system's ability to prevent youth violence, including gang violence, and to immediately intervene, treat, and appropriately sanction juvenile offenders.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses three effective strategies for strengthening the justice system response to juvenile crime.

1. Creating an Effective Juvenile Justice System

Provide Early Intervention, Needs Assessment, and Appropriate Followup for Juvenile Offenders.—For juvenile justice interventions to be productive, they should be swift, certain, consistent, and appropriate. An effective juvenile justice system should use risk classifications and needs assessments to determine appropriate intervention and followup measures. To inhibit subsequent delinquent behavior, the justice system should match the rehabilitation needs of both male and female juvenile offenders with services provided by agencies inside and outside the justice system. These services should include drug treatment and counseling, mentoring, and job training and placement.

Ensure Tough, Fair, and Appropriate Sanctions.—Juvenile offenders must understand that there will be tough, fair, and appropriate sanctions for every violation of the law. The justice system can ensure this understanding by developing a program of graduated sanctions that incorporate increasingly severe penalties and treatment for juveniles who fail to respond to initial interventions. At each level, juvenile offenders must understand that continued violations will subject them to increased sanctions, including secure confinement.

Provide Closely Supervised Community Reentry.—The juvenile justice system should develop and support programs to reintegrate juvenile offenders who have been in residential facilities into the community. Such programs should maximize public safety through postrelease monitoring and supervision, prepare juvenile offenders to seek education and employment opportunities, and otherwise equip juvenile offenders to fulfill societal responsibilities so that they do not engage in subsequent delinquent or criminal behavior.

2. Implementing Specialized Strategies for Juvenile Offenders Involved in Violent Crime or Serious Drug-Related Crime

Prosecute Juvenile Offenders Involved in Violent Crime or Serious Drug-Related Crime in Adult Criminal Court.—The criminal behavior of a small percentage of juvenile offenders has a substantial impact on public safety and the public's sense of security. The justice system should give prosecutors and judges the discretion, in appropriate cases, to prosecute in adult criminal court juvenile offenders who are involved in violent crime or serious drug-related crime. Transferring juvenile offenders who commit the most serious and violent crimes to adult criminal court meets public safety concerns and enables the juvenile justice system to focus its resources on less serious and violent offenders.

Provide Detention and Treatment Facilities for Violent and Drug-Abusing Juvenile Offenders.—The lack of a full range of detention and treatment facilities substantially limits the punishment and rehabilitation options available for juvenile offenders. When these facilities are unavailable, serious offenders often are placed inappropriately, which fails to protect the public and rehabilitate the juvenile offender.

3. Breaking the Cycle of Violence and Protecting Victims' Rights

Address Family Violence.—Research shows that youth who are the victims or witnesses of violence at home are at high risk for engaging in violent behavior themselves. To break this cycle of violence, the justice system, law enforcement, and other appropriate parties must identify and appropriately punish the perpetrators of family violence and provide assistance to the victims of family violence. Community policing initiatives, conflict resolution, and family strengthening and family support programs are critical to these efforts.

Improve the Justice System's Response to Youth Who Have Been Abused and Neglected.—Both the dependency court and child protective systems must be strengthened so that they can more effectively meet the needs of youth who have been abused and neglected. One promising, emerging approach is the unified and dedicated family courts that handle a range of family-related cases involving family violence, delinquency, dependency, status offenses, paternity, custody, child support, and other related matters. Similarly, use of comprehensive resource guidelines for handling child abuse and neglect cases has shown positive results.

Ensure Community Justice and Protecting Victims' Rights.—Community justice uses restitution and sanctions such as community service, victim impact statements, mediation, and other related approaches to hold juvenile offenders accountable to both the victim and the community that has been disrupted. This approach helps the justice system and other agencies improve their capacity to protect the community and the rights of crime victims.

APPENDIX D-2: STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME

THE CHALLENGE

To ensure public safety by improving law enforcement's ability to prevent youth violence, including gang violence, and to immediately intervene, treat, and appropriately sanction juvenile offenders.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses two effective strategies for strengthening the law enforcement response to juvenile crime..

1. Strengthening the Federal, State, and Local Law Enforcement Response to Violent and Drug-Abusing Juvenile Offenders

   Coordinate Efforts by Law Enforcement To Investigate, Arrest, and Prosecute Violent and Drug-Abusing Juvenile Offenders.—Law enforcement at the Federal, State, and local levels must coordinate and share resources and information so that they each may establish investigation and enforcement priorities and develop effective prosecution strategies for violent and drug-abusing juvenile offenders. Through such coordination, law enforcement can ensure that resources are maximized and that the factors contributing to delinquent or criminal behavior by juveniles, such as an abusive home environment or involvement with illegal drugs, are identified and specifically addressed.

   Maintain Prosecution Options for Juvenile Drug, Gang, or Violent Crime.—Prosecutors should coordinate decisions on which charges to file with their Federal, State, and local counterparts, taking into account both the appropriateness of Federal and State statutes addressing violent juvenile crime and the prosecutive resources dedicated to violent juvenile crime. Activities may include cross-designating Federal and State prosecutors to assist each other in juvenile

prosecutions as well as establishing a network among gang investigators to facilitate juvenile case referrals. In every instance, the objective is to do what is most appropriate in each individual case.

2. Implementing Community Oriented Policing Strategies To Deter and Suppress Juvenile Violence and Drug Abuse

Use Community Policing Strategies.—Police departments and sheriffs' offices increasingly recognize that tough enforcement and aggressive prevention and intervention programs are key elements of a successful community policing strategy. Law enforcement officials should form partnerships with others in the justice system (e.g., prosecutors, judges, and corrections officials) and with social service providers, school administrators, and community residents to identify juvenile delinquency and crime problems and to develop appropriate communitywide responses.

Incorporate Youth-Focused Community Policing.—Youth-focused community policing uses law enforcement resources to target the special problems posed by juvenile offenders and juvenile victims of crime. Elements of this strategy include increasing police competence in working with youth who have been victims of or witnesses to violence; recognizing family dynamics and youth's emotional needs in cases of domestic violence, child abuse, or neglect; helping juveniles transition into the community following secure confinement; providing youth with alternatives to violence and drug use; serving as mentors and role models; and teaching and applying conflict resolution skills.

APPENDIX D-3: MAKING SCHOOLS SAFE, DISCIPLINED, AND DRUG FREE

To ensure all youth the opportunity to attend schools that are safe, disciplined, and drug free and to travel to and from school without being threatened, victimized, offered drugs, or exposed to drug trafficking.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses two effective strategies for making schools safe, disciplined, and drug free.

1. Developing Principles on Which To Build Strategies

Address Youth Problems With Multiple Strategies and Comprehensive Programming.—Behaviors leading to drug abuse, violence, and other harmful behaviors, such as delinquency and teen pregnancy, cannot be effectively addressed with short-term, simplistic programs. Addressing these problems requires multiple strategies and comprehensive programming from preschool to graduation. These strategies should (1) balance law enforcement efforts with prevention and education; (2) interconnect with a variety of issues (e.g., violence, drug abuse, alcohol use, teen pregnancy, child abuse, delinquency); (3) involve the entire community; and (4) build on the resources, strengths, and uniqueness of the community and the school.

Develop and Implement Strategies Locally.—Strategies should be developed and implemented locally because no single program or strategy will work in all schools. Each school district is unique, and the schools within each district face different problems, have different resources to address those problems, and are at different stages in acknowledging and planning to address their problems.

Choose School Programs Based on Evidence of Effectiveness.—Programs selected for use in schools should be based primarily on research and evaluation findings or strong anecdotal evidence of effectiveness and should address identified risk factors in the population served. Because violence prevention programs have not been fully researched or evaluated, schools should have some flexibility to try new and innovative approaches to preventing violence and disruptive behavior.

Combine School and Community Resources.—Schools cannot address the problems of drugs and violence by themselves. Effective drug and violence prevention solutions comes about only when schools and communities join together to solve problems facing children and youth. Students' problems do not belong solely to the schools; they spend much of their time there, but they spend more time with their families and communities. Students and parents should be viewed as "customers" and allies rather than adversaries. Partnerships or alliances among parents, students, and communities also should be forged.

Ensure Strong Leadership for School Programs.—Leadership is just as important as resources. Even with adequate funding, which is vital to the creation of effective programs, drug and violence prevention programs must have strong leadership to be successful. Schools need leaders that promote and engage in prevention programs that are effective and responsive to students's needs.

2. Identifying Elements of Effective Strategies

Assess the extent and nature of crime, violence, and drug use in schools and among the student population in general and develop strategies for creating safe and orderly schools based on these assessments.

Keep accurate records on criminal and disruptive behavior in school, disciplinary actions taken against students, and the backgrounds of students coming into a school system.

Establish codes of conduct that clearly articulate what is acceptable and unacceptable behavior, outlining the consequences for engaging in unacceptable behavior, and holding students who violate the code of conduct accountable. The codes also should clearly state that all violations of criminal law, such as gun possession, assault resulting in injury, and

some forms of threats and intimidation, will result in referral to the criminal or juvenile justice system. These three elements together are essential to an effective strategy.

Create an environment that fosters mutual respect among administrators, teachers, and students.

Provide students with a range of opportunities, including learning to handle conflict in a nonviolent manner, engaging in positive experiences after normal school hours, taking part in activities that promote community responsibility, learning more about standards of acceptable behavior or values, and engaging in programs such as youth courts that promote safety and discipline.

Provide teachers and faculty with a better understanding of their students. Often conflict emanates from a lack of understanding of the conditions in which students, their families, and the community live. In many schools, teachers and students come from divergent backgrounds. Failure to understand the conditions under which many students live—in poverty, one-parent families, and drug- and crime-infested neighborhoods—can lead to misunderstandings.

Collaborate with law enforcement agencies—either school-based law enforcement or community agencies—to ensure that the school has adequate and proper police protection. Putting more police officers in schools can be part of a comprehensive strategy but it should not be the only thing the strategy does. In addition, schools should address the role of the police officers, considering matters such as police officers' relationship to school authorities, their philosophies about dealing with unruly children, and their training on interacting with youth.

Get parents more involved in what is going on in schools. Schools need to create an environment that promotes the active participation of parents and community groups in school. Parental participation has helped in some schools to reduce disruptions and more serious criminal behavior. Schools can create an environment that draws parents to schools by giving them roles and responsibilities that are meaningful, by making daycare provisions for younger siblings who are not yet in school, by involving parents in policy and program

development, and by demonstrating that parents are needed to support and reinforce the school's expectations of behavior.

Creating roles for community groups. Schools need to recognize that community organizations can provide valuable assistance in their schools' efforts to create a safer and more orderly environment. With the support and encouragement of schools, community groups can provide schools with mentors, adopt schools and provide limited resources, offer technical expertise, and assist in creating safe corridors to and from school. Local newspapers, cable companies, and television stations also are part of the community, and they should be engaged by schools to assist in drug and violence prevention efforts. Schools should call on local media to curtail needless glamorization of guns and violence, ensure that portrayals of violent behavior also show consequences, report accurately and reliably on the problems facing schools and communities, and ensure that alcohol advertisements do not target underage youth.

Eliminate programs that no longer work or are not relevant to the needs of students today and replace them with programs that work or are relevant.

APPENDIX D-4: STRENGTHENING FAMILIES AND CREATING SAFE PASSAGES FOR YOUTH

THE CHALLENGE

To provide the Nation's youth with the support they need to make a safe passage from childhood to adulthood and to strengthen America's families so they can help steer youth away from drugs and violence and toward healthful activities and positive futures.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses two effective strategies for strengthening families and creating safe passages for youth.

1. Creating Safe Passages for Youth

To make a safe passage from childhood to adulthood, youth need (1) positive things to do; (2) safe places to go; (3) a good education; (4) access to health care; (5) opportunities for further education or a job; (6) and the chance to develop skills that help them say "no" to drugs, violence, and teen pregnancy and "yes" to being responsible citizens, and most important, being parents and other caring adults. All sectors of the community must be involved in creating these safe passages for our youth. The following needs must be addressed effectively to implement this strategy:

Provide Safe Places To Go and Positive Things To Do.—After the school day ends, many youth have no place to go and nothing constructive to do. One solution to this problem is to turn schools into community schools, which keep their doors open after school, at night, and on the weekends so that youth will have a safe place to do their homework, get involved in activities, or talk to peers or caring adults. Many community schools also offer activities specifically for parents and families. Another vitally important effort is providing community service activities for youth so they help others, give back to their community, and develop a sense of self-worth based on service to others.

Create Opportunities for Education or Jobs.—Youth need something to say "yes" to. They should have the opportunity to receive an education that prepares them for participation in the changing economic marketplace they will face in the 21st century. Access to a good education stimulates and builds capacity for creative thinking, learning, and communicating—highly valuable skills to adults in all aspects of life. Youth also need to have the opportunity to obtain further education or a job that supports the families they will form. Communities need to be encouraged to develop partnerships with employees to ensure that all youth have access to economic opportunity and jobs.

Provide Access to Health Care.—Youth must learn to lead healthy lives by eating well, exercising, and avoiding unhealthy behaviors. They need access to health care that is focused on prevention and early intervention.

Build Skills.—Prevention programs for substance abuse, violence, and teen pregnancy can teach youth the skills they need to become citizens who participate in their communities and take responsibility for themselves and others. These programs also teach youth that involvement in substance abuse, violence, or premature sexual activity can be harmful and can prevent them from reaching their goals.

Ensure Involvement of Parents and Other Caring Adults.—The most important forces in a young person's life are parents or other caring adults. We need to ensure that parents can support their children both financially and emotionally. Other adults in the community also need to be supportive and understanding for youth. Mentoring or other activities that bring caring adults into youth's lives are very important.

2. Building Strong Families

Youth need the support of strong families. All of us in the community can help ensure that support through comprehensive approaches like Head Start, Healthy Start, and Family Preservation and Support programs that include parent education, social services, health care, and other resources. We can encourage fathers to be more involved with their families and to provide child support. We can work to end family violence, including child abuse and domestic violence, and we can send strong messages to youth that drug use is illegal, dangerous, unhealthy, and wrong and

provide the information parents need to talk with youth about drugs. When substance abuse treatment is needed, we can help ensure that services are available to youth and their families. The following needs must be addressed effectively to implement this strategy:

Strengthen Families.—Many young families need support: a mother may need prenatal care, a parent may need assistance with developing parenting or job hunting skills, or a child may need health care or the opportunity to learn and play with other children. Comprehensive approaches like Head Start, Healthy Start, and family resource centers can provide families with the help they need to become stronger.

Involve Fathers.—Children need fathers to be involved in their lives, both financially and emotionally. Efforts exist around the country to encourage fathers to spend more time with their children and to be more involved in their lives. Some efforts also try to improve paternity establishment and payment of child support.

Stop Family Violence.—We have the greatest likelihood to stop family violence if the entire community works together. Police, prosecutors, the courts, the health care community, the child welfare system, shelters, businesses, the media, the faith community, and others in the community are all part of the solution.

Help Parents Talk With Youth About Drugs.—A great deal of research has been conducted to examine the harmful effects of drugs and violence. We need to transmit this information to parents so they can talk with their children and help protect them. For example, as part of the National Institute on Drug Abuse's marijuana initiative, a conference was held to dispel the myths about marijuana, and booklets containing this information were published specifically for youth and their parents.

Treat Substance Abuse.—Growing evidence exists that substance abuse treatment can work and be cost-effective. People need to be aware of the kinds of treatment that work in various kinds of situations. We know that the earlier we intervene, the more likely treatment will work, so we need to make sure that the resources are available for those who want treatment.

APPENDIX D-5: MOBILIZING COMMUNITIES FOR YOUTH

THE CHALLENGE

To mobilize communities to work together to provide to the Nation's youth with a safe, educational, and nurturing environment at home and in their neighborhoods.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses four effective strategies for mobilizing communities for youth.

1. Providing Positive Alternatives Where Youth Live

Provide Youth Support and Development.—Far too many youth still cannot access positive youth development services and activities. These services and positive alternatives are critical to providing opportunities for youth and their families to successfully cope with and overcome problems such as drug abuse, family violence, and gang involvement.

Provide Education, Jobs, and Safe Haven.—Several positive alternatives currently are available. The U.S. Department of Housing and Urban Development's (HUD's) Campus of Learners/Community Connections, which incorporates the educational environment into the living environment, giving youth living in assisted and public housing access at home and school to the technology and information they need to succeed in the 21st century.
Boys & Girls Clubs, Midnight Basketball, and other afterschool programs offer youth safe haven, opportunities to develop life skills and leadership skills, and hope. Programs such as the U.S. Department of Justice's JTPA (Job Training Partnership Act) program and HUD's Youthbuild and Youth Step-Up Apprenticeship program help teens develop work-related, leadership, and healthy lifestyle skills and combine youth education with meaningful work experience. As the Administration moves to strengthen the juvenile justice and law

enforcement systems, communities must focus on concomitant opportunities and alternatives for the Nation's youth.

2. Encouraging Public/Private Partnerships

Maximize Available Resources.—Public/private partnerships maximize available resources for addressing the needs of today's youth, and ensuring common interests within the public and private sectors is essential to successful public/private partnerships. The Nation's future, in all aspects, including economically, rests with our youth, and it is imperative that we invest in them. Private participation in addressing the challenge before us can be found in partnerships ranging from foundation support for nonprofit service organizations to the National Baseball League's support for the Olympics-style "Inner City Games."

Employ Creative Leveraging.—In the current budget environment, reduced funding in agency budgets and services make it necessary to employ creative leveraging through effective partnerships with the private sector and local governments to address the growing crisis among our Nation's youth.

3. Strengthening Community Based Organizations

Implement Community-Based Solutions.—Community Based Organizations (CBOs) are critical to developing and implementing solutions to the challenges of youth drug abuse, unemployment, and other issues. CBOs, with their local presence and inherent concern for local citizens, can encourage government agencies, businesses, and organizations to redirect funds and attention to youth and the need for services and programs offering support and alternative activities. Unlike government, CBOs provide the sense of community, self-awareness, and spirituality that adolescents need as they transition from childhood to adulthood. A recent survey of programs serving at-risk African-American adolescents showed that the best programs were relatively small, highly intensive, and, above all, community based.[1] Those programs that lasted only a few hours per week or focused on a single

[1] Urban Institute, *Nurturing Young Black Males: Challenges to Agencies, Programs and Social Policy*, ed. Ronald B. Mincy.

problem were not as successful as other, more comprehensive programs. Traditional service organizations like the Boys & Girls Clubs or Big Brothers/Big Sisters have large waiting lists. Some church-based organizations are attempting to address this excess demand by pulling together a broad coalition of churches. One question before the roundtable participants is "How can we strengthen CBOs to generate the type of comprehensive programs that have been proven to work?" The roundtable will be asked to identify best practices that could be used to guide future initiatives.

4. Creating Safe Living Environments

Develop Comprehensive, Coordinated Strategies.—Building safer, less violent communities continues to be a major challenge for the United States because violence stems from many causes. No single sector of our society, including law enforcement, can tackle the problem alone. If we are to make real progress in containing the epidemic of violence, we must put together broad, coordinated strategies involving communities, private-sector organizations, State and local governments, and the Federal Government.

Create Federal–Community Partnerships.—Federal agencies have joined with local organizations in partnerships such as PACT (Pulling America's Communities Together), Partnerships Against Violence, Operation Safe Home, and SafeFutures. These partnerships are committed to meeting the challenge of shaping a safer future by facilitating development of comprehensive approaches to solving one of our Nation's toughest problems and aggressively combatting crime and violence in assisted and public housing and poorer neighborhoods.

Design "Defensible Space."—New approaches to designing a physical environment, known collectively as defensible space approaches, also play a role in crime reduction. They rely on several relatively inexpensive techniques (e.g., appropriately placed fencing) that define spaces in a manner that discourages criminal activity, for individual buildings as well as whole neighborhoods. Defensible space techniques have had impressive success in dramatically reducing criminal activity in some say assisted and public housing and neighborhoods.

APPENDIX D-6: THE MEDIA'S ROLE IN PREVENTING YOUTH DRUG USE AND VIOLENCE

The Challenge

To encourage positive media influences that help steer youth away from drugs and violence and encourage healthy activities and to provide parents and communities with the tools necessary to educate themselves and their children about the impact, both positive and negative, of the media.

Strategies To Address the Challenge

The following discussion addresses three effective strategies by which the media can help prevent youth drug use and violence.

1. Limiting Negative Media Influences on Youth

Providing Parents Information on and Control Over Programming.—The Telecommunications bill signed into law by President Clinton gives parents the technology to block out television programs that carry a rating for violence or explicit sexual material. Within 2 years, all television receivers sold in this country will be required to contain the "V chip." On February 29, 1996, at a meeting between the President, Vice President, and media industry representatives, the media industry committed to create a voluntary rating system for television programming, including broadcast and cable programming, and to have it in place within 1 year.

This rating system, in conjunction with the V chip, will enable parents to protect their children from programs they consider inappropriate without infringing on the rights of others to view those programs. Each family makes its own choice about what programs are appropriate.

2. Promoting Positive and Educational Media for Youth

Providing Positive Programming.—In addition to turning off programs they feel are inappropriate for their children, parents need to be able to turn on positive programming. A need exists for more educational and positive choices of programs for families, and it will take the active participation of the public to help bring about such a change.

The February 29 meeting also included a discussion of the quality and quantity of children's programming. Some programming companies have committed to airing 3 hours of educational programming per week and have challenged others to make similar commitments to serve children, through programming or in other ways, such as supporting community projects.

Public Broadcasting.—Much of the research on television violence indicates that younger youth are particularly vulnerable to the influences of media violence. Older youth seem better able to put media violence into context and balance it against their own life experiences. Offering positive programming alternatives for younger youth, therefore, is critical. Public broadcasting, with an average of 6 hours of educational programming for children per day, is a key source of nonviolent programming for young children.

Media Literacy.—An important step toward reducing violence in popular programming is to help families understand the power of media images and messages and thus to become more critical and selective viewers of television. As families understand the impact of violence in television and choose to select less violent programming, this can have a powerful economic impact on programmers.

Following the February 29 meeting with the media industry, the President and Vice President indicated an interest in supporting media literacy campaigns. Industry and parent initiatives are ongoing in this area, and they can be expanded to reach more families.

3. Using the Media To Disseminate Anti-Drug and Anti-Violence Messages

The media, because of its potential for influence and its abundance of creative talent, is a critical player in efforts to reduce drug use and violence among youth. Strategies directed toward media dissemination of anti-drug and anti-violence messages include the following:

Use Advertising Campaigns.—Advertising campaigns have been effective at promoting positive social responses. For example, public health researchers, along with parents and community groups, helped to create the "Designated Driver" campaign, which is credited with introducing the concept of a designated driver into popular culture and helping to decrease drunk driving among teens and adults. The current anti-violence campaign "Squash It!" is helping to teach youth the concept of "squashing" violent behavior.

Conduct Industry Education / Positive Programming.—Organizations such as MediaScope have conducted workshops to educate writers, producers, and directors about the impact of portrayals of violence and drug use in the media. This education has lead to a greater understanding of the consequences of negative images, as well as an understanding of how the media can build positive messages into popular programs watched by children and teens. For example, several popular programs have incorporated the role of a designated driver, shown characters using seatbelts, and highlighted characters solving problems nonviolently.

Note: The term "media" is used here as a generic term for the businesses, organizations, and professional societies that organize and produce media; the media themselves (i.e., radio, movies, television, music, advertisements, and interactive media); and their creative, technical, administrative, and management personnel.

APPENDIX D-7: CURBING UNDERAGE DRINKING

The Challenge

To curb underage drinking by enhancing criminal justice and legislative deterrence, improving preventive educational tools, and decreasing external pressures to drink at an early age.

Strategies To Address the Challenge

The following discussion addresses three effective strategies to curbing underage drinking.

1. Developing Prevention Programs

Prevention encompasses a wide range of programs and activities, including information programs in the workplace; articles, editorials, and public service announcements in the media; and other public awareness programs sponsored by private organizations or Federal, State, and local government agencies. The most successful prevention efforts are focused on educating youth and involving them in the design and implementation of programs. Prevention cannot work alone, however, but must exist in combination with effective laws and enforcement.

Throughout the 1980s, the country experienced a significant reduction in alcohol and other drug use by high school students, accompanied by a significant decline in alcohol-related fatalities for teenagers. During this same period, curriculum-based drug prevention programs flourished in the schools, along with an understanding by youth that drug use was harmful. Today expanded core curriculum requirements and budget cutting have impacted school alcohol and other drug education (perceived harmfulness of drug use has declined). We also have seen an increase in marijuana and other drug use among 8th, 10th, and 12th graders. New cohorts of students pass through the schools each year, and the battle won last year to educate youth about the dangers of drug and alcohol use must be fought again every year.

Youth involvement in addressing the problems of underage drinking has long been advised by those knowledgeable about alcohol use and impaired driving but has infrequently received priority attention. Although many examples exist of youth engaging in school and community prevention activities and, less frequently, in State planning teams, more often than not youth are left out of executive-level planning decisions. Youth are available in schools and communities who, if given direction and basic resources, are willing to volunteer their time to social causes such as curbing drinking and driving.

The greatest declines in youth alcohol-related fatalities over the past decade have coincided with high levels of youth involvement in prevention activities such as Students Against Driving Drunk (SADD). Since its inception in the early 1980s, SADD has created more than 16,000 high school chapters engaged in a variety of prevention activities aimed at peers and parents. A 1995 evaluation of prevention programs by the National Highway Traffic Safety Administration found that students attending a school program in which they were exposed to activities directed against underage drinking and drinking and driving were more likely to hold attitudes reflecting positive reasons for not using alcohol.

2. Eliminating Underage Drinking and Driving: Implementing Zero Tolerance

Eliminating underage drinking and driving requires enacting effective laws, such as Zero Tolerance laws, and active enforcement. Ideally the entire criminal justice system must be synchronized to effectively respond to this problem.

Impaired driving affects young drivers even more than adults. Among younger drivers, low blood alcohol concentrations (BACs) result in more crashes than among older drivers. In 1994 more youth ages 18, 19, and 20 died in crashes involving low BACs (i.e., between .01 and .09) than did drivers of other ages. Yet, while juvenile drivers (generally under age 18) have a relatively high alcohol-related crash rate, they have a very low arrest rate compared to other drivers. Given that younger drivers often do not have as great a fear of injury and death, the fear of engaging in this dangerous and illegal activity is lessened further by a low arrest rate.

Zero Tolerance laws, which make it illegal for anyone under age 21 to drive with any measurable alcohol in their system, are helping to address underage drinking and driving. These laws have

been proven to reduce teenage impaired driving crashes and now are the law in more than half of the States. A new Federal law signed by President Clinton will require all States to enact Zero Tolerance laws by 1999.

Traditional DWI (Driving While Intoxicated) enforcement targets bars and late-evening drinking drivers. Teenagers, however, drive impaired in the neighborhoods, near parks, and beaches where their drinking occurs. They also drive earlier in the evening and predominately on weekend nights. These are times when demand on police services are greatest and when police have the least amount of time to process these time-consuming offenses. Clearly, effective enforcement requires greater—and redirected—resources.

Multijurisdictional task forces can increase effective enforcement against impaired driving by providing for shared resources by many departments. These efforts employ saturation patrols and checkpoints at targeted times and locations at which large numbers of underage youth may drive impaired. Patrols targeting football games and other events that attract youth in large numbers are productive ways to detect teenage alcohol-impaired driving. Use of technology, such as breath testers, help police detect impaired drivers, especially those with lower BACs. Enforcement operations such as these generally are more effective when an enforcement blitz is combined with public information.

Finally, an efficient and well-coordinated criminal justice system must be in place to effectively respond to impaired driving among youth. Obstacles within the system sometimes work against effective response. For example, police often are required to proceed differently when making a juvenile arrest and, quite frequently, to complete more paperwork. After an arrest, a juvenile must be held temporarily and out of sight and sound of adult offenders. The police officer is likely to stay with the juvenile until other custody can be arranged. Furthermore, relatively few alcohol and other drug assessment instruments, education options, and aftercare or probation services exist for youth. Law enforcement has chosen not to involve alcohol-impaired driving youth in the system because of the many obstacles youth face.

3. Limiting Access

Underage access to alcoholic beverages depends on the system of alcohol control in the States and the priority, resources, and effectiveness of enforcement applied to reducing access. Innovative enforcement techniques and strategies have been employed by many communities to address these issues.

Limiting access starts with the laws regarding the sale of alcoholic beverages to minors. All States generally use one of two systems for controlling the sale of alcohol: control and license. In States using alcohol control, State-run stores sell hard liquor, and beer and wine are sold in convenience or food stores. In States using alcohol licenses, private stores are licensed to sell alcoholic beverages, including beer and wine. States differ in the criminal, civil, and administrative penalties imposed for violations of the liquor laws and in the level of ABC (Alcohol Beverage Control) enforcement. Most enforcement is conducted by State or local police departments. Other enforcement issues involve false identification, provision of alcohol by parents and other adults, keg parties, and courts' handling of the influx of these cases.

Although minimum drinking age laws have been shown to be very effective in reducing fatal crashes caused by teen drinking drivers, the laws have not been enforced to any great degree. Few teenage offenders are charged with violations of these laws, and even fewer alcohol retail outlets are charged with sale violations. Low enforcement can result from a lack of widespread enforcement techniques for identifying offenders; a general lack of resources to devote to enforcement, especially with regard to State ABC agencies; and inadequate methods to process, sanction, and treat youthful offenders. Underage drinking violations are widespread, are a relatively low priority with police and the courts, and are generally tolerated by the community at large. Although underage drinking greatly impacts all areas of youth crime—not only impaired driving—most criminal justice attention is devoted to offenses in which drinking was a contributing factor, and the drinking offense itself does not receive sufficient attention.

Although enforcement levels have been low for underage drinkers and impaired drivers, innovative or effective strategies have been employed throughout the country. Decoy or sting operations have been effective in raising compliance by alcohol retail outlets, and police employ underage buyers to attempt alcohol purchases without the use of identification. Repeated waves of sting operations

greatly increase retail outlet compliance and are relatively cost-effective. Another strategy focuses on teenage purchases. Programs such as Cops in Shops or Badges in Business use undercover police as sales clerks to apprehend underage buyers. Although cost-effectiveness is not clearly established, this program does place the onus of compliance on the underage purchaser rather than the retail clerk. Many jurisdictions also have initiated multijurisdictional task forces to conduct periodic enforcement against underage drinking events such as neighborhood parties (e.g., B.R.A.T.T. [Ban Reoccurring Alcohol Teen Tragedies] Patrol in Clackamus County, Oregon).

APPENDIX D-8: REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT

The Challenge

To reduce adolescent drug use by promoting individual responsibility and strong families and ensuring safe and drug-free schools and communities.

Strategies To Address the Challenge

The following discussion addresses three strategies for reducing drug use through prevention and treatment.

1. Identifying the Causes of Drug Use and Abuse

Positive attitudes toward illicit drug use have increased over the last 5 years. Substance abuse is a problem affecting all sectors of American society. It crosses all societal boundaries and exists in both urban and rural areas. It affects both males and females, every ethnic group, and people in every tax bracket. No one factor alone causes drug use or addiction. Many environmental, societal, and personal factors contribute to first-time drug use, continued use, and possible addiction. Drug use by youth does not result solely from a lack of education or information. Researchers have identified several risk factors that may contribute to the increased probability of drug use by an adolescent, including the following:

Family history of drug and/or alcohol use;

Peers who use drugs and/or alcohol;

Lack of strong positive role models;

Antisocial behavioral problems;

Attention deficit, hyperactivity, and other neurologic disorders left untreated and that result in poor school performance; and

Use of alcohol and tobacco at an early age (i.e., age 10 or younger).

Today many programs offer a wide variety of services for youth, in recognition of the complex issues that must be addressed. These programs stress cessation of drug use, reduced psychological distress, increased attendance at school and/or work, improved academic performance, reduced delinquent activities and other risky behaviors, and improved relationships with family and friends.

2. Implementing Drug Abuse Prevention

A substantial body of knowledge about effective drug abuse prevention has accumulated that details the effectiveness of various approaches, including heightening public awareness; strengthening parenting; providing mentoring; building social, academic, and vocational skills; mobilizing communities; developing media literacy; changing cohort and community norms; and implementing strong school-based drug education curricula. Prevention efforts need to consider research into adolescent development and early childhood. Adolescence is a crucial time in a person's life. Youth may experience alienation from their families, schools, and communities; feel the stress of trying to master social skills; and struggle with establishing an identity. We know prevention works, and we know no single prevention strategy or program keeps youth drug free. Research suggests that prevention effectiveness can be facilitated by understanding what approaches work best for specific age groups.

3. Providing Drug Abuse Treatment

Addiction, the end stage of chronic drug and alcohol use, produces most of the physical and mental consequences associated with drug use, especially among youth. Accepted diagnostic criteria for addiction include such physical effects as marked tolerance and symptoms of withdrawal and psychological consequences such as craving and preoccupation with obtaining and using drugs. Addiction fuels destructive behavior patterns that become progressively difficult to break. The progression, from casual drug and alcohol use through habitual use to addiction, involves a multidimensional process that affects youth, their families, and society. Although more research is

necessary for a full understanding of and adequate responses to adolescent drug use, it is safe to say that any youth who uses drugs regularly, experiences use-related consequences, and finds it difficult to stop needs drug treatment. Fortunately, treatment can be effective, as has been demonstrated by more than 30 years of research, evaluation, and professional experience.

Effective drug treatment is a highly structured process that begins with an assessment of the severity of drug involvement and the identification of other significant personal, medical, and social problems. Programs demonstrating a significant degree of efficacy can vary in duration, setting, and therapeutic approach. Some embrace a single strategy such as family-based therapy, and others are comprehensive by design, coordinating drug abuse treatment with mental health care, a variety of social services, life skills training, educational and vocational opportunities, and recreational activities. Regardless of treatment program approach, however, nothing can substitute for strong family involvement, community support, and positive peer relationships, which must be encouraged and fostered by adolescent services providers.

APPENDIX D-9: REDUCING YOUTH GANG AND GUN VIOLENCE

The Challenge

To reduce youth involvement with gangs and guns and to reverse the unacceptable increase in youth gang and gun violence.

Strategies To Address the Challenge

The following discussion addresses three effective strategies for reducing youth gang and drug violence.

1. Implementing Communitywide Responses to Youth Involvement With Gangs and Guns

   Develop an Understanding of What Draws Youth to Gangs and Guns.—Youth are involved with gangs and guns for many reasons, not all of which are clearly understood. Although some youth who are involved with gangs and guns become violent criminals who must be prosecuted to the fullest extent of the law, others can be drawn away from this cycle of violence before it is too late. We must understand what draws some youth to gangs in the first place and provide effective alternatives, while acknowledging that not all youth will choose to take advantage of them.

   Implement Promising Strategies To Reduce Gang and Gun Involvement.—Promising strategies are being developed around the country, but it is clear that no single answer exists to the problems of gang and gun involvement, which vary in intensity from community to community. Strategies currently being developed include early intervention, leadership by media figures familiar to youth, afterschool activities, development of group activities, targeted law enforcement, mentoring, diversion programs for juvenile offenders, and more participation by the faith community. Youth also must have legitimate opportunities to earn money. Economic development requires crime control, and crime control is essential to successful economic development.

Achieve Greater Community Coordination.—Effective community responses must involve many sectors of the community and be more effectively coordinated than they are in most communities today. Otherwise, well-intentioned efforts cannot be sustained over time, and various groups will lose the opportunity to enhance their impact by working together. Government—Federal, State, and local—is just one community participant and cannot solve this problem without the assistance of a broader based coalition.

2. Reducing Youth Involvement in Violent Gangs

Focus on Why Youth Join Gangs.—Youth join gangs for many reasons, including simple fear, involvement with drug dealing, and attraction to guns or violence. To develop useful prevention, intervention, and law enforcement strategies, we need a clear understanding of the different forces at work.

Increase Federal Prosecution of Gang Members and Federal Support for Local Law Enforcement Strategies Aimed at Suppressing Violent Youth Gangs.—Once youth join gangs, they may become more prone to violence. Just a few violent youth can have a major impact on public safety and the community's sense of security. Law enforcement must have special strategies for targeting and controlling the most violent aspects of gangs. As President Clinton emphasized in this year's State of the Union address, the Federal Government has an important role to play in coordinating efforts by law enforcement to bring more prosecutions against violent gangs. Federal efforts are most useful when they support local law enforcement efforts. Federal law enforcement agencies should share expertise and other resources with local law enforcement and support local law enforcement strategies aimed at gang suppression. One promising approach to suppressing violent youth gangs is to reduce gang members' demand for guns and the frequency with which they carry guns.

Draw Gang Members Away From Gangs.—Once youth join a gang, their involvement with violence is likely to increase. Many strategies are being explored to find ways of persuading gang members to leave the gang, including public education campaigns, diversion and treatment programs, gun courts, and alternative schools. Reducing young people's fear and providing them with alternative opportunities in the community are key objectives.

3. Reducing Illegal Gun Involvement by Youth

Intervene in Illegal Gun Markets.—Except under narrowly defined circumstances, any transfer of a handgun to a juvenile is a violation of Federal law. Federal gun laws such as the Brady Act are stopping felons and juveniles from buying guns from licensed gun dealers, but youth still are getting access to guns. We must use what we already know about illegal gun markets and gain a better understanding of them to reduce the supply of illegal guns to young people and reduce their demand for guns. Adults who engage in trafficking guns to juveniles must be held accountable and prosecuted. Strategies such as intensive gun searches, gun buy-back programs, and curfews are promising ones that await further evaluation. Gun-tracing information systems and ballistics identification technology both are promising developments. State laws must be examined to ensure there are no loopholes for gun traffickers.

Build Violence Prevention and Intervention Programs.—Approaches in various sectors are being developed and need further evaluation. Police and sheriffs' departments have been instrumental in supporting the development of youth gun violence reduction programs in schools, community-based organizations, and physicians' offices. The departments emphasize prevention of weapon misuse, the risks involved in possessing a firearm, and the need for conflict resolution skills. Peer education programs have been developed by health care organizations to treat youth injured by gun violence and general public education campaigns can play an important role in preventing gun violence. Law enforcement and juvenile justice system personnel are developing new approaches to intervene with youth caught with guns, but use of these approaches still are rare. Use of scanners in schools has become widespread.

Develop Diversion and Treatment Programs.—Courts are experimenting with diversion and treatment programs for youth who have been involved in gun violence. Special gun courts have been set up to focus on gun crimes; these programs both expedite case handling and have the potential to address special treatment issues related to gun violence. Alternative schools are being tried in some communities. Judges and others involved in these programs must work with others in the community to develop comprehensive community programs based on the knowledge each has gained.

APPENDIX E

THE CLINTON ADMINISTRATION'S ANTI-DRUG AND ANTI-CRIME ACCOMPLISHMENTS

APPENDIX E: THE CLINTON ADMINISTRATION'S ANTI-DRUG AND ANTI-CRIME ACCOMPLISHMENTS

The Clinton Administration's Anti-Drug and Anti-Crime Accomplishments: Meeting the Challenge To Make Communities and Schools Safe and Drug Free

At last we have begun to find a way to reduce crime, forming community partnerships with local police forces to catch criminals and prevent crime. This strategy, called community policing, is clearly working. Violent crime is coming down all across America....We have got to keep more of our young people out of trouble, with prevention strategies not dictated by Washington, but developed in communities....To reduce crime and violence we have to reduce the drug problem. The challenge begins in our homes, with parents talking to their children openly and firmly. It embraces our churches and synagogues, our youth groups and our schools.

President Clinton, January 23, 1996 State of the Union Address

Over the past 3 years, the Clinton Administration has made tremendous progress in bringing crime and drug abuse under control. The violent crime and murder rates across the country are falling, thousands of criminals have been prevented from buying guns, and more police are on the streets. Cocaine use—the source of most of the country's drug-related crime—has dropped dramatically in recent years, and Americans' expenditures for illicit drugs have declined 23 percent in the last 5 years.

At the same time, however, we are witnessing both a troubling change in young people's attitudes toward drugs and an increase in violent juvenile offenses. President Clinton is committed to reversing these trends and continuing the United States' progress. This commitment makes the President stand up for America's children, families, and communities and lead the effort to accomplish the following:

Break the vicious cycle of drugs and violence by getting hardcore drug users off the streets and giving local communities the resources they need to fight drugs;

Stop drugs at their source, before they get to the Nation's borders;

Put more police on the streets and keep guns out of young people's hands;

Ban deadly assault weapons and take career criminals off the streets; and

Prevent drug use by teaching children about the dangers drugs pose and deglamorizing drug use in the minds of every child.

Record of Accomplishment

Providing a Comprehensive Drug Strategy for the Nation

To provide a comprehensive drug strategy for the Nation, the Clinton Administration has accomplished the following:

Made the **National Drug Policy Director** a full Cabinet level position;

Refused full certification to Andean source countries, which resulted in the arrest of six Cali Cartel top leaders;

Dedicated a **United Nations address** to solving the international drug crisis, announced a freeze on assets of companies cooperating with the Cali drug cartel, and called for worldwide cooperation in stopping money laundering and narcotics flow;

Provided to States and localities resources to make prevention and treatment available with expanded **drug courts, boot camps, and treatment in the criminal justice system**;

Expanded **drug treatment** for hardcore drug users to help end the cycle of violence and drug abuse;

Issued a Presidential Directive to develop a **Comprehensive Drug Testing Program** for the Federal criminal justice system and urged States and localities to adopt a similar program;

Initiated a **National Drug Media Literacy Campaign** for parents, youth, and communities;

Developed a **Comprehensive Marijuana Strategy** targeting youth;

Issued the **first Heroin Strategy** to develop international cooperation against heroin; and

Strengthened the Nation's borders by increasing the number of **Border Patrol Agents** and initiating **Operation Hard Line** through the U.S. Customs Service.

Making Our Nation's Streets and Communities Safer Through Effective Anti-Crime Measures
To make our Nation's streets and communities safer through effective anti-crime measures, the Clinton Administration has accomplished the following:

Broke 6 years of Congressional gridlock by signing the **toughest and smartest Crime Bill** ever, with bipartisan support and endorsements from every major law enforcement organization in the United States. This historic legislation accomplished the following:

Created the Office of Community Oriented Police Services (COPS), which is putting **100,000 new community police officers** in cities, towns, and rural areas. In just over 1 year, funding for more than 31,000 new police officers was provided;

Banned **19 of the deadliest assault weapons** and their copies, but specifically protected more than 650 legitimate sporting weapons;

Provided the **death penalty for drug kingpins and murderers of law enforcement officers**;

Increased penalties for **sex offenders** and imposed a registration requirement for violent sexual offenders;

Included the **Violence Against Women Act**, the first national effort to reduce violence against women, which triples funding for **battered women's shelters** and already has provided **$26 million in State grants** to bolster law enforcement, prosecution, and victims services;

Created a nationwide, **24-hour Domestic Violence Hotline** that provides immediate crisis intervention, counseling, and referrals;

Targeted career violent offenders with a **"Three Strikes and You're Out"** policy that keeps them behind bars for life after the third offense;

Provides $7.9 billion in funding for **more prison cells** to help States ensure that violent offenders serve their full sentences; and

Created the **Community Schools Program**, which promotes constructive alternatives for young people after school, in the evening, on weekends, and during the summer to prevent involvement in and the victimization by crime;

Fought for and signed the **Brady Bill**, which has prevented more than 60,000 convicted felons, fugitives, stalkers, and other prohibited purchasers from buying handguns;

Granted awards totaling **$88 million to assist States in automating and updating their criminal history record systems** to prevent the sale of firearms to convicted felons and other prohibited purchasers;

Launched the **Anti-Violent Crime Initiative**, which has led to the arrest and conviction of many of the United States' most violent criminals;

Provided grants to fight gang activity and youth violence through the U.S. Department of Health and Human Services' **Youth Gang Initiative Program**;

Provided up to $1 million to each of 10 urban police departments, through the **COPS Youth Handgun Initiative**, to expand or enhance community policing and enforcement efforts to comprehensively address the rise of youth firearms violence;

Initiated a **"One Strike and You're Out" program to directly support public housing** so drug dealers and violent offenders are no longer able to terrorize residents in their homes;

Initiated **Operation Safe Home**, in which Federal law enforcement agencies are working with public housing residents and managers to increase the arrest and conviction of violent and drug-related suspects so public housing developments can be safer places;

Initiated the **SafeFutures Program**, which demonstrates the importance of public/private partnerships in providing a continuum of services and sanctions for juveniles;

Implemented **Tribal Strategies Against Violence**, a Federal–tribal partnership initiative designed to empower Native American communities to develop strategies to reduce the incidence of family violence, child abuse, and juvenile delinquency; and

Implemented a **multisite demonstration** of communitywide approaches to youth gang prevention, intervention, and suppression; funded gang prevention programs in **Boys & Girls Clubs** across America; and established a **National Gang Center**, a resource center for youth gang research and statistics.

Making Our Schools Safe, Disciplined, and Drug Free

To make our schools safe, disciplined, and drug free, the Clinton Administration has accomplished the following:

Strengthened and expanded the **Safe and Drug-Free Schools and Communities Act**, which enables schools and school districts to develop and implement violence and drug programs; more than 97 percent of our school districts use these funds to keep violence and drugs and alcohol away from students and out of schools.

Issued a Presidential Directive to enforce the **"Zero Tolerance"** measures outlined in the Gun-Free Schools Act.

Supported **School Athlete Drug Testing** before the Supreme Court, sending the message to parents and students that drug use will not be tolerated in our schools.

Pushed for passage of the **Safe Schools Act**, the first Federal legislation to assist schools in their efforts to create safe schools.

Encouraged schools to adopt **School Uniform Policies**, which promote discipline and respect, and developed a manual to be distributed to 16,000 school districts to assist them in establishing these policies.

Won passage of the **Improving America's Schools Act**, which gives schools more flexibility and opportunity to provide activities geared toward violence and drug prevention.

Providing Opportunity and Hope to Our Communities

To provide opportunity and hope to our communities, the Clinton Administration has accomplished the following:

Enlisted all Federal agencies in supporting American values and fighting drugs by creating 9 **Empowerment Zones and** 95 **Enterprise Communities** that will revitalize and strengthen distressed neighborhoods and fight drugs;

Signed the **National Service Act**, creating the AmeriCorps program, which has already permitted nearly 50,000 young people to serve their community and finance their education;

Launched the **Safe Neighborhood Action Plan** in 14 cities to work with local law enforcement property owners, residents, and local governments to develop a unified strategy to reduce crime and enhance safety and social services in urban neighborhoods;

Awarded $75 million in 1994 to create 75 **Family Investment Centers** that provide supportive services such as child care, employment training, and counseling at public housing developments;

Launched a **Youth Step-Up** apprenticeship initiative to provide youth living in public housing developments with a ladder from hopelessness to self-sufficiency through work and training on construction jobs;

Created the **Pulling America's Communities Together (PACT)** program, which supports coordination between the Federal and local levels to pull together violence prevention resources;

Developed an automated system called **PAVNET (Partnership Against Violence Network)** to provide local communities and schools with information on effective violence prevention strategies and programs;

Launched the **Campus of Learners** to transform public housing developments into living and learning centers through education, technology, and job training; and

Fought to maintain $280 million funding for the **U.S. Department of Housing and Urban Development Drug Elimination Program**, which funds all the crime prevention and law enforcement activities at public housing developments across the Nation.

Strengthening Families and Helping Children To Develop Into Productive Citizens

To strengthen families and help children to develop into productive citizens, the Clinton Administration has accomplished the following:

Proposed and signed into law the **Family Preservation Act,** which enables families to work with communities to strengthen parenting skills and prevent removal of children to foster care;

Improved and expanded Head Start to enhance quality; allow more full-day, full-year programming; improve training; begin activities for children ages 0 to 3; and provide Head Start services to residents in public housing developments;

Helped provide all children with the care and security they deserve by increasing **child care funding** in every budget proposal and increasing **adoption and foster care funds** by nearly $600 million from 1994 to 1995;

Signed the National Highway Safety System Designation Act of 1995, which requires States to adopt a **Zero Tolerance** standard for drivers under age 21;

Gave parents greater control over what their children watch on television by requiring "V-chips" to be installed in all new television sets;

Proposed targeted measures to **cut off children's access to tobacco** and to reduce the appeal of tobacco products;

Enacted **School to Work legislation**, which creates apprenticelike experiences to connect schools and employers and help young people more consistently transition from school to work;

Signed historic **Immunization legislation** to ensure that all American infants and toddlers receive necessary immunization;

Increased **paternity establishment** and **collection of child support payments**;

Granted **AFDC (Aid to Families with Dependent Children) waivers in 35 States** to help families become economically self-sufficient and free from welfare dependency; and

Signed the **Family and Medical Leave Act**, allowing parents to spend critical time with their children without the risk of losing employment.