

Crime - ~~100,000~~
100,000
Cops

COPS Office Report

100,000 Officers and Community Policing across the Nation



In Honor of the ²⁵th Anniversary of
the Crime Act, September 13, 1997

DRAFT

U.S. Department of Justice
Office of Community Oriented Policing Services

Director Joseph E. Brann

COPS Office Report

This report highlights the accomplishments and activities of the COPS Office since the passage of the 1994 Crime Act.

For more information about COPS, call the U.S. Department of Justice Response Center at 1-800-421-6770.



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COPS – An Introduction

In the 1994 State of the Union address, President Clinton pledged an additional 100,000 community policing officers to reduce violence and prevent crime in America's neighborhoods. Attorney General Janet Reno created the Office of Community Oriented Policing Services (COPS) following passage of the Crime Act later that year. Since then, we have tried our best to meet the President's challenge. As we mark the third anniversary of the signing of the Crime Act, we celebrate our accomplishments and the success of community policing.

This report provides a glimpse into the progress being achieved through community policing around the country. The cities profiled in this report are by no means the only examples of the success fueled by the COPS Office. Rather, they were selected to provide a snapshot of the impressive progress made by our grantees. COPS funding has helped improve the quality of life and reduced the levels of crime in many more places-- from the remarkable achievements of big cities like Phoenix to small towns like Navassa, North Carolina.

We hope this information stimulates ideas and sharing among local officials, law enforcement leaders and practitioners, and community activists throughout America. Many of the strategies highlighted in this report can be replicated. We are confident that every community can gain from these experiences.

Community Policing - Defined

Community policing is a policing philosophy that promotes and supports organizational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving tactics and community-police partnerships. A fundamental shift from traditional, reactive policing, community policing stresses the prevention of crime before it occurs. Community policing is an integral part of combating crime and improving the quality of life in the nation's cities, towns and rural areas. Core components of community policing include partnering with the community; problem solving; and transforming policing agencies to support and empower front-line officers, decentralize command and encourage innovative problem solving.

Community Partnerships and Problem Solving

During the 1960s, law enforcement became aware that inci-

PROGRESS

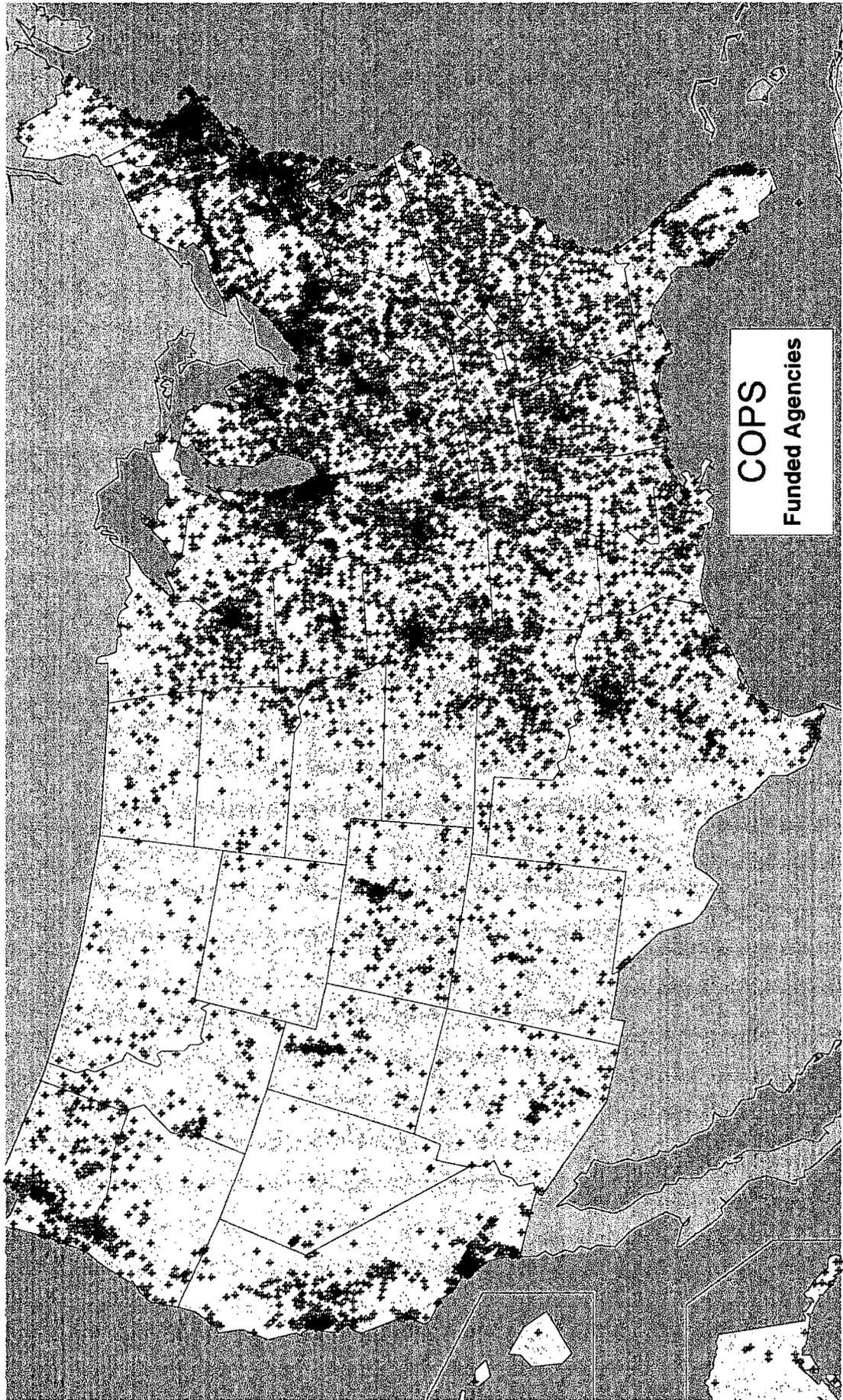
Myth: *The 100,000 cops program will never reach 20,000.*

Reality: In just three years, the COPS Office has already funded more than 65,000 additional community policing officers for the nation's streets: more than 65 percent of the final goal in only half the time.

dent-driven traditional policing isolated the police from the citizens they served. By being responsive to the community, officers gained citizen trust and cooperation in addressing crime problems. (Eck and Spelman, 1987) As departments began to look for ways to better communicate with residents, they turned to community policing, which stresses the importance of police-citizen cooperation to fight crime and maintain order. Departments that practice community policing work with community members to identify persistent local problems, learn more about why those problems occur and address the underlying conditions that lead to the problems, and prevent predictable crimes. This problem-solving strategy of analyzing related incidents and tailoring comprehensive strategies to prevent those problems is essential to effective community policing.

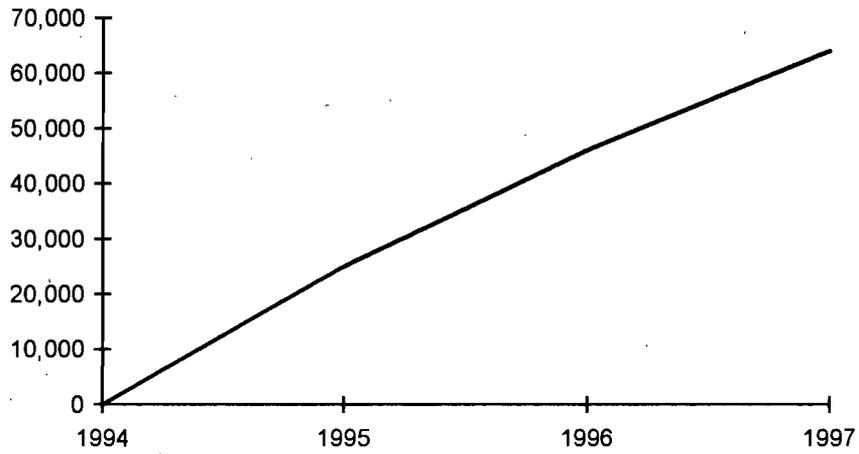
Problem solving is a way to develop long-term solutions for reducing future crime and protecting likely victims. In recent years, more and more communities have been using problem-solving approaches to address local crime problems.

- In Newport News, Virginia, a rash of burglaries was plaguing the residents of a low income housing complex. Officers conducted a survey of the residents to better understand the problem and found that they suspected several school-aged youth living in the complex. A review of the burglary patterns showed that the majority of apartments were broken into when no one was home. Armed with this information, officers mobilized residents to form a crime watch group to help monitor the property, worked with other city agencies on code enforcement and safety, and conducted foot patrols in the complex. An analysis based on previous burglary rates showed that at least 40 burglaries were prevented in the 17 months following these efforts.
- An insurance company in St. Petersburg, Florida, was robbed five times over a short time period. Officers surveyed other local businesses and found that no other armed robberies had occurred. An additional survey showed that the security measures of the insurance company were not on a par with the other businesses in the area. Officers suggested changes to the management to help with security, including a plexiglass service window, a buzz-entry system into the building and a large sign stating that no large sums of money were kept on the premises. Instead of collecting payments in cash on the same day each month, the company started staggering collection

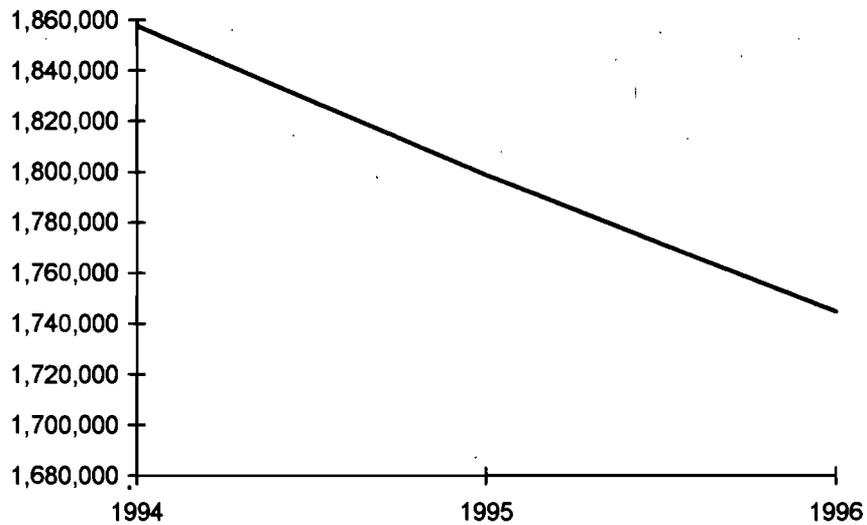


COPS
Funded Agencies

Number of Officers Funded by the COPS Office



Violent Crime Index Total



dates and depositing money several times a day. Thanks to these efforts, there have been no more problems at the insurance company.

- The Madison, Wisconsin, Police Department grew tired of dealing with a large group of teenage "cruisers" on the weekends, who caused significant trouble by blocking a six-lane highway, vandalizing local businesses and fighting. Initially, the department increased police presence, but this commitment of resources could not be sustained over the long term. Working with the traffic department, officers posted signs indicating that no stopping, standing or parking would be allowed on the highway during the peak cruising hours. Local businesses and teenagers were made aware of the new regulations through an education campaign. Cruising in the target area was completely eliminated. In other parts on the city, numbers have been reduced from over 1,000 people gathering in one area to just 15 to 20 people at any given time.

Agency Transformation to Support Community Policing

Community policing calls for greater citizen responsibility, and it creates opportunity for citizens to contribute to public safety. At the same time, community policing enhances police professionalism by giving officers the skills, technology and motivation to innovatively solve community problems. To truly support community policing, police agencies often need to restructure and refine their management techniques to make full use of department and community resources. To be successful at community policing, the law enforcement agency should use feedback from the community and their own officers.

Community policing can improve an agency's ability to control crime. The ultimate goal is to improve public safety through better police work, while increasing the public's interaction and satisfaction with police services.

Accomplishments

The COPS Office has four primary goals:

- ★ To increase the number of community policing officers on the beat by 100,000;
- ★ To promote community policing across the country;
- ★ To help develop an infrastructure to support and sustain community policing after federal funding has ended; and
- ★ To demonstrate and evaluate the ability of agencies prac-

Myth: 100,000 officers will be spread too thin across the country and won't have much of an impact.

Reality: Chiefs and sheriffs constantly state the powerful effect one additional officer can have on a community and credit community policing for the downward trend in crime rates. Whether in a small town that received one officer or a large city that received hundreds, these officers and deputies are making a real difference in their neighborhoods. Citizens everywhere are praising the work these officers are doing.

ting community policing to significantly reduce the levels of violence, crime and disorder in their communities.

100,000 Officers

The COPS Office is well on the way toward reaching its first goal of adding 100,000 law enforcement officers to America's streets. In just three years, we have provided an unparalleled level of federal assistance to local law enforcement. We have awarded communities \$3.6 billion in grants toward the hiring of over 65,000 officers to the nation's streets and neighborhoods – more than 60 percent of the way toward the President's goal just halfway through the program.

COPS grants have been awarded to more than half the policing agencies in the country. As a result, these officers will join agencies that serve more than 87 percent of the American public. In addition, the number of police departments and sheriffs' offices practicing community policing has grown dramatically – from hundreds to more than 9,000 today. Over 30,000 officers are on the streets today, working with their communities to fight back against violence, drugs, gangs and other crime.

Technology

The COPS Office is committed to advancing the use of technology to support community policing. Through the COPS MORE grant, agencies can purchase technology and equipment or hire civilian support staff, allowing officers to spend more time on the beat. Equipment such as laptop computers, records management systems, and crime analysis and mapping software support community-based efforts and improve problem solving. Other grants fund research that is developing innovative technologies to address crime. The success of these MORE grants is highlighted later in report in the profiles. Agencies like the San Diego and Knoxville police departments have used the grants to install time saving equipment that supports their community policing activities.

Advancing Community Policing

The COPS Office has brought the most effective and innovative community policing strategies to communities across the country through programs like the Youth Firearms Violence Initiative, Community Policing to Combat Domestic Violence, the Anti-Gang Initiative, Advancing Community Policing and Problem-Solving Partnerships. By providing necessary funds,

Myth: *Even if 100,000 cops are funded, very few would ever get to the street.*

Reality: Over 30,000 of the 65,000 officers funded are already on the streets, serving their communities. To ensure that officers are of the highest quality, it generally takes a year for an agency to recruit, hire and train an officer.

Community Policing Works

"IN 1995, WE REDUCED OUR CRIME OVER 22%. It is my true feeling that we could not have accomplished that without our community policing effort and COPS FAST Program. Your COPS programs have been right on target."

*Director of Police Thomas R. Maltese
North Brunswick, NJ
Letter to COPS Director Joe Brann*

"Before, we were shorthanded. We weren't able to cover the streets very effectively. Now, we can boast of cutting our crime rate in half."

*Police Chief Dan Pesold, Bel-Nor, MO
St. Louis Post-Dispatch, September 15, 1996*

"This program has been a breath of fresh air from Washington. I do not have words to describe the good it has done for this community. The combination of uniform and civilian personnel has lowered crime 48%."

*Police Chief Rick L. Brown, Meredosia, IL
Letter to the COPS Office*

"What the lower crime rates do mean, [Mayor Martin Chavez] said, is that community policing is working. 'We've watched around the country...as other cities have had success combating crime' with community policing, he said. 'I think we're on the right track. We're getting the results we anticipated when we started.'"

*Albuquerque, NM
Albuquerque Tribune, April 16, 1997*

"There's absolutely no doubt about it. (The additional officers) have made a big difference [in 1995 crime drop of 7.8 percent]. There's no substitute for police presence."

*Police Capt. Charles M. Tasca, Fitchburg, MA
Telegram & Gazette
March 25, 1997*

WE ARE REALLY EMBRACING COMMUNITY-ORIENTED POLICING. It works, no question about it. It lowers the crime rate.
*Police Lt. Martin Horie
Barnstable, MA
Quoted in Cape Cod Times
April 22, 1996*

"We need the extra manpower, that's for sure. It's [the COPS grant] made a dramatic difference in the crime rate."

*Police Chief David Walker, Dolton, IL
Lansing Times,
September 12, 1996*

"The community policing initiative continues to be a success with a continuing overall decrease in crime in every category since its inception only three years ago in the lower Main Street area."

*Police Chief Edward Gallant, Jr., Fitchburg, MA
Department's annual report, quoted in Sentinel & Enterprise, March 25, 1997*

"In 1994 there were 143 stabbing or shooting incidents, in 1995 that dropped to 121, and in 1996, the figure was 99. And if you look at the homicide numbers, they are down at about the same rate. [The] biggest reason is community policing...We emphasize the education of the younger population in the hopes we can show them how to resolve conflicts without resorting to violent crime."

*Police Chief Paul Studenski,
Brockton, MA
Enterprise
April 30, 1997*

"THE DECREASE is due to the tremendous cooperation between the community and the police department."
*Mayor Wellington Webb
Denver, CO
Rocky Mountain News
May 15, 1997*

"It [COPS money] has been a godsend for us. We didn't have enough local money to go around...We've seen a decrease in random crimes, things like auto prowls and vandalism."

*Police Chief Steve Garrott, Richfield, WA
Columbian, November 7, 1996*

"Preliminary statistics show...that crime dropped 9 percent across the state last year...Credit is due to the Clinton administration's infusion of funds into this state's policing efforts, a growth of community policing, cooperation from the public, and— not least — the...truth-in sentencing measure."

*Pittsfield, MA
Berkshire Eagle, May 11, 1997*

we help law enforcement agencies advance their community policing efforts to target specific crimes, work in partnership with their communities and develop the infrastructure to support community policing.

Training

COPS is dedicated to providing training and technical assistance to practitioners to help ease the transition from traditional to community policing. Newly-hired officers must be well trained in community policing and problem solving, tools they need to combat the challenges facing communities today. Through the 35 Regional Community Policing Institutes in 29 states, training in community policing will be available to every state in the nation. These Institutes will help sustain community policing after federal funding has ended.

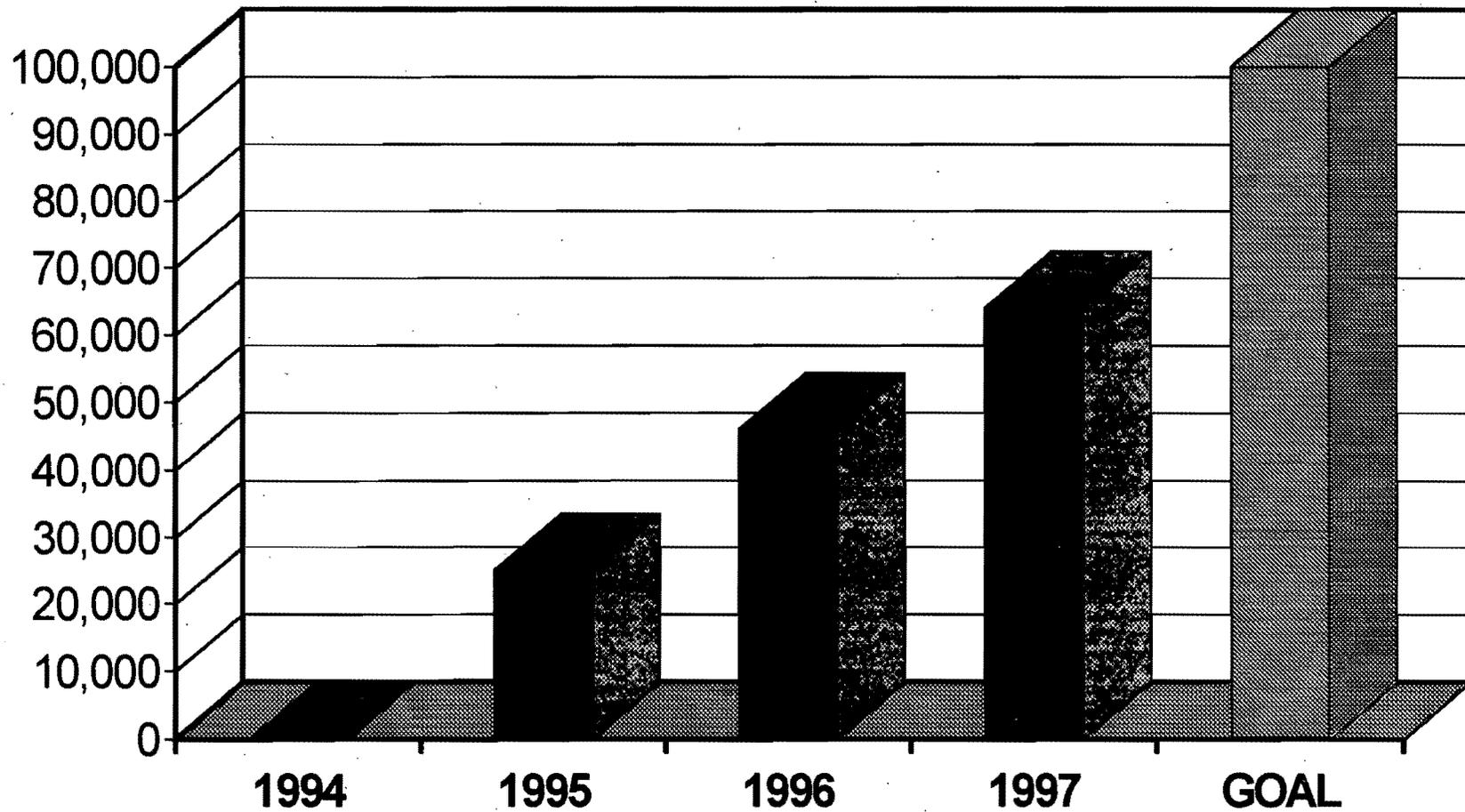
Funding from the COPS Office allows the Community Policing Consortium to provide training to thousands of COPS grantees as they develop their community policing efforts. COPS also has provided training grants to public safety, educational and research organizations, as well as projects administered by U.S. Attorneys' offices.

The overall credit for our success lies with each and every policing agency dedicated to implementing and enhancing their community policing activities in order to improve the quality of life in their jurisdiction. Tremendous credit also should go to the entire law enforcement community for its dedication to addressing crime in comprehensive ways by establishing effective, locally-based partnerships.

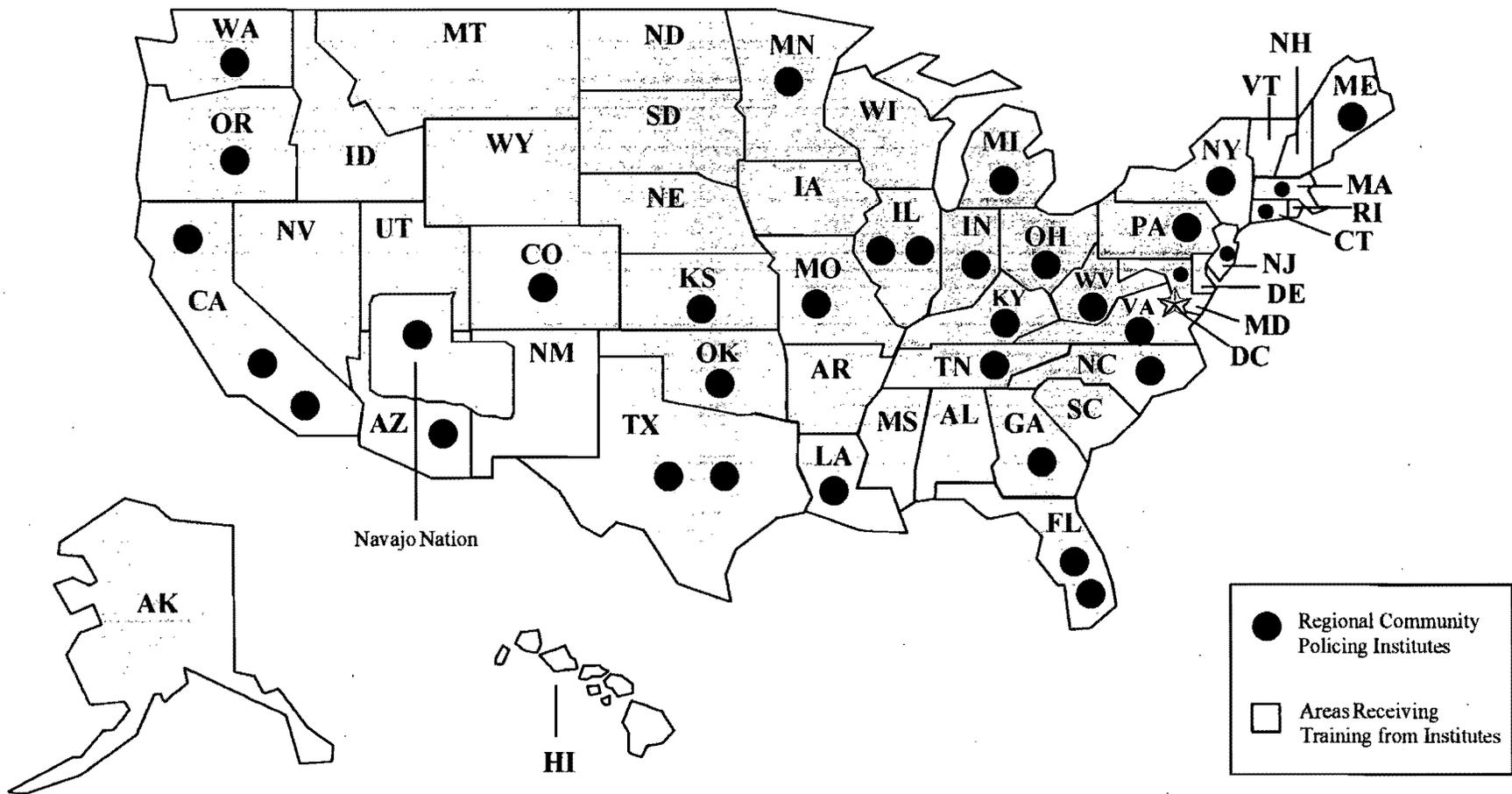
Community Policing Research

Community policing is making a tremendous difference in fighting crime in cities, counties, towns and villages across the United States. The most recent annual Uniform Crime Reports show an unprecedented fifth straight decline in serious reported crime. Among all the factors discussed by criminologists, community policing ranks first among equals. Police chiefs and sheriffs across the country are crediting community policing with the dramatic drops in crime they are experiencing. Crime data confirm that those agencies most committed to community policing and those practicing it for a number of years are the ones that continue to experience the largest decreases in crime.

Number of Officers Funded & the Goal



COPS Regional Community Policing Institutes



Community Policing Studies

In a 1996 study, researchers Marvell and Moody indicated that an increase in the number of police officers can have a significant impact on violent crimes. They found that for each officer added to large American cities between 1971 and 1992, there were 27.5 fewer reported violent crimes the following year. This resulted in a savings to the community that would ultimately offset the cost of additional officers.

Two recent studies have evaluated community policing's impact in Chicago. Skogan and Hartnett attributed a decrease in crime in three districts to community policing. They also found that community policing had a positive impact on the day-to-day lives of the city's residents. Another study published in Science Magazine "provides statistical underpinning to a theory that is the basis for community policing programs in Chicago and nationwide: that citizen input is crucial to reducing crime." (Chicago Tribune, August 15, 1997) The report analyzed census data, homicide statistics and surveys of residents in Chicago. The authors found that cohesive neighborhoods with a shared sense of responsibility had a homicide rate 40 percent lower than other neighborhoods. Chicago Police Deputy Superintendent Charles Ramsey stated, "If you've got organized people willing to work cooperatively together, you're going to have a safer neighborhood." (Chicago Tribune, August 15, 1997)

COPS Internal Assessment

To support these scholastic evaluations, the COPS Office has conducted an internal assessment of the COPS MORE program which concluded that funding technology is a cost effective way to redeploy officers to community policing efforts. Forty-five percent of surveyed grantees said their MORE grant resulted in not only an increase in the number of officer hours available for community policing activities, but also an increase in the actual number of officers involved in community policing efforts.

Fear of Crime

The fear of crime is often more powerful than crime itself. When officers are given the opportunity to interact with the communities they serve, they can have a positive impact on this fear. In a review of 11 departments that implemented community policing, the fear decreased in six of the areas. (Skogan, 1994) In studies that were conducted in Newark and

Myth: *Even if 100,000 officers are funded, they won't be kept on the force once the federal funding has ended.*

Reality: It is a requirement of all COPS grants that the officers be retained after the grant period. In fact, most agencies have already developed financial plans that will allow them to keep their officers. Areas like Mount Prospect Township, Illinois, are finding that the additional officers are resulting in fewer calls for service in previously troubled neighborhoods. Another example of the growing impact of these officers is Mesquite, Texas. The city council in this Dallas suburb was debating the funding issue when citizens waged a campaign supporting the program. The community won the day and willingly paid a slight tax increase in order to keep their community policing officers.

Houston, it was clear that citizen contact with officers made people feel safer in their neighborhoods. Officers created this sense of security by being proactive and seeking the input of residents. (Pate, Wycoff, Skogan, Sherman, 1986) When citizens feel that they can communicate their fears to law enforcement, police can then act on reducing the causes of those fears.

Surveys of Law Enforcement Practitioners

Criminal justice research provides many examples of the positive impact that community policing is having on the reduction of crime. Across America, law enforcement officials echo the sentiment that community policing presents an effective alternative to traditional law enforcement tactics. In fact, in a survey of 694 police departments, 48 percent said that community policing helped reduce serious crime. Additionally, 60 percent said that community policing also helped reduce less serious crimes. (Trojanowicz, 1994)

Research evaluating the effects of community policing is a relatively new field and as such, it is a limited resource at present. However, with such encouraging initial findings, we look forward to the ongoing research that continues to show how essential community policing is in crime prevention and reduction.

Looking Forward

As we move into the final half of the COPS program, we will continue our efforts to bring effective community policing strategies and additional officers to law enforcement agencies, large and small, around the country. As more and more cities and towns experience the positive impact of community policing, it will continue to spread across the nation and evolve as the policing strategy of the future. We will gather important data from the field to learn what is working.

Criminal justice scholars will be able to draw from our experiences and the successes of the agencies we fund to provide the concrete, statistical evaluations which will prove what we already know: community policing works. The impact of the COPS program will be felt for many years to come.

In our third year of service to the public, the COPS Office would like to thank the chiefs, sheriffs, police officers, deputies and citizens from across the country who have invested themselves in community policing. Through this remarkable partnership, we are effectively addressing the

crime that plagues our nation and exhausts our resources. We are taking back our communities and taking control of crime. Together, we are making a difference.

To meet its objective of putting 100,000 additional officers on the street, the COPS Office has awarded funds for the hiring of community policing officers and deputies under four grant programs: Phase I, COPS AHEAD, COPS FAST and the Universal Hiring Program. In addition, the COPS MORE program has allowed thousands of police departments and sheriffs' agencies to redeploy their more experienced officers back onto the beat.

Departments large and small have told us that these grants have allowed them to become more effective, more efficient and more responsive to the needs of their communities. Police and sheriffs across the nation have bolstered their law enforcement efforts and begun to reclaim their neighborhoods.

Phase I

In 1993, prior to the passage of the Crime Act, Congress provided funds for the Police Hiring Supplement (PHS), a new competitive program awarding grants directly to law enforcement agencies to hire additional officers. This was the first step taken by the Clinton Administration to make America's neighborhoods safer through community policing strategies. As a result of this program, an additional 2,000 community policing officers and deputies now are patrolling the nation's streets.

Weeks after passage of the Crime Act, the Justice Department's new Office of Community Oriented Policing Services awarded its first \$200 million under COPS: Phase I to remaining qualified PHS applicants, as directed by Congress. In October of 1994, the Justice Department awarded Phase I grants to 392 state, municipal, county and tribal law enforcement agencies. These grants made it possible for agencies to hire more than 2,600 additional officers and deputies.

COPS AHEAD

Accelerated Hiring Education And Deployment

Just over a month after President Clinton signed the Crime Act into law, the COPS Office announced an expedited hiring grant program to speed the deployment of new officers devoted to community policing on the streets and rural routes of this nation. On October 25, 1994, President Clinton announced COPS AHEAD, an expedited hiring grant program for policing agencies serving populations of 50,000 and above.

PROGRAMS

100,000 Cops - Supporting Community Policing

"With the COPS money, we have been able to free up staff time with the new officer. This allows our officers to work the cases they have and go back to some they have had to ignore because of the workload. It also gives us a chance to explore other community policing programs."

**- Police Chief Anthony Brus, Columbus, WI,
Wisconsin State Journal, January 24, 1997.**

"Crime in our cities is now at its lowest rate in years...The Justice Department has teamed up with state and local police on some innovation that really works." — *The Best Kept Secrets in Government*, National Performance Review, September 1996

"Among other things, I credit neighborhood, community and problem-solving policing strategies for the positive impact they have had on Miami and crime in this area. These strategies, made possible as a result of the Crime Bill, are largely responsible for our success." — Police Chief Donald H. Warshaw, Miami, FL, in a letter to COPS Director Brann, June 3, 1997

"In 1995, we reduced our crime over 22%. It is my true feeling that we could not have accomplished that without our community policing effort and COPS FAST program. Your COPS programs have been right on target."

— Director of Police Thomas R. Maltese, North Brunswick, NJ, in a letter to COPS Director Brann, January 24, 1997

To help put officers on the street quickly, COPS AHEAD allowed interested agencies to begin recruiting and hiring new officers in anticipation of grant funding, before submitting a full application. After an initial review, law enforcement agencies that submitted a one-page letter of intent to participate in COPS AHEAD were given the go-ahead to select and train a specified number of new officers or deputies immediately. This jump-start reduced the traditional amount of time necessary to obtain federal funds, allowing agencies committed to community policing to expand their efforts quickly, without compromising the quality and thoroughness of sworn personnel selection and training.

Under COPS AHEAD, nearly \$290 million in grants was awarded to policing agencies to hire more than 4,000 additional community policing officers.

COPS FAST Funding Accelerated for Smaller Towns

As a companion to COPS AHEAD, the COPS Office announced COPS FAST on November 1, 1994. This program allowed policing agencies serving populations below 50,000 to hire community policing officers and deputies.

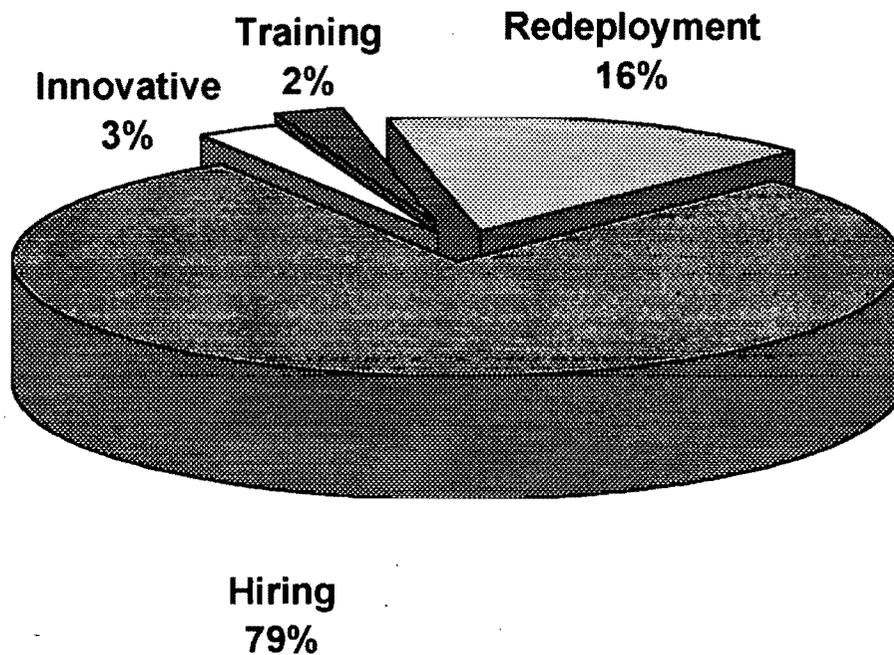
A stellar example of reinventing government, the COPS FAST application — a one page, fill-in-the-blank form — dramatically simplified the task of applying for a federal grant. Often daunted by bureaucratic federal paperwork and lacking the resources to devote to grant applications, many smaller agencies had never applied for federal funding. The straightforward FAST application allowed thousands of these agencies to apply for grants, thereby expanding their community policing efforts.

Over \$404 million in grants was awarded under COPS FAST for the hiring of more than 6,200 officers and deputies.

Universal Hiring Program

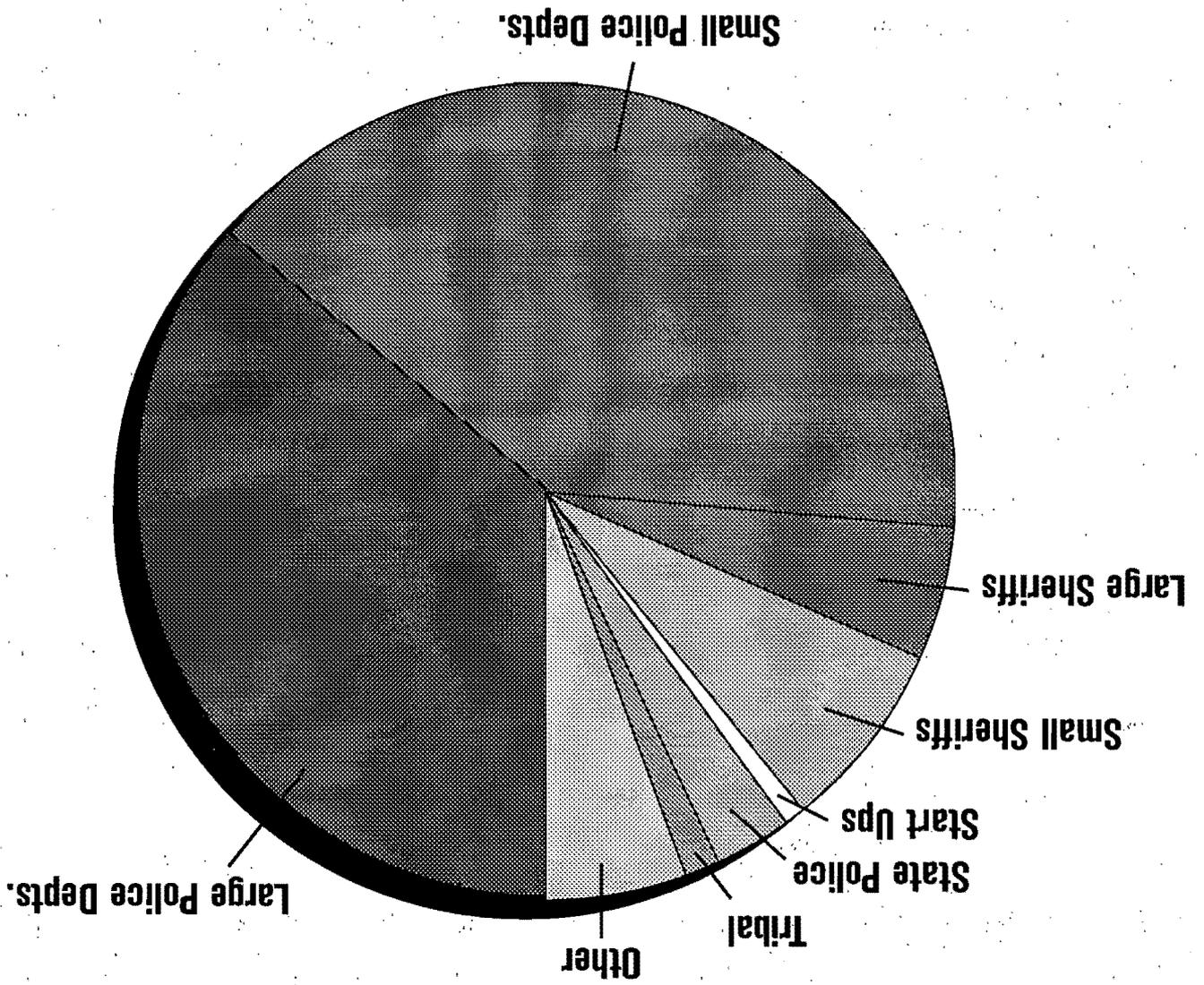
In June 1995, the Universal Hiring Program (UHP) superseded the jump-start hiring programs AHEAD and FAST. UHP, the current hiring grant program under COPS, expands the hiring initiatives to include communities without a police force and transit, campus, park police and agencies serving other special jurisdictions. Interested full-authority, law enforcement agencies of any size may boost their current sworn forces through UHP.

COPS Funding by Program Type



- Hiring - \$2.9 bill.
- Innovative - \$120 mill.
- Training - \$84 mill.
- Redeployment - \$591 mill.

COPS Funding by Agency Type



Large >150,000
Small <150,000

To date, over \$1.4 billion in grants have been awarded under UHP. These grants have funded the addition of more than 20,000 community policing officers and deputies to streets and neighborhoods across America.

COPS MORE Making Officer Redeployment Effective

On December 14, 1994, Attorney General Janet Reno announced the fourth COPS grant program, COPS MORE. Its goal is simple — to cut down on the amount of paperwork and administrative tasks performed by veteran, trained officers so that they can spend more time on the street and in America's neighborhoods. By providing funds to acquire new technologies and equipment, such as mobile laptop computers, or to hire civilians for administrative and support tasks, COPS MORE does just that. It has become one of the most popular COPS programs.

COPS MORE has provided over \$530 million to more than 2,000 agencies for the redeployment of nearly 23,000 officers and deputies.

"I'm going to use the bulk of it [COPS MORE grant] to free up officers from the mundane paperwork and put them on the road." —Police Chief Thomas V.N. Brownell, Amsterdam, NY, *The Daily Gazette*, June 4, 1997

Crime Drops in Lockwood Gardens

No murders in 1995 or 1996, assaults down 85 percent, and drug possession and sales down 87 percent. It is hard to ignore crime drops like these. But that's the reality in Lockwood Gardens, a public housing facility in Oakland, California, thanks to community policing initiatives that were enacted three years ago. It is hard to believe that the Oakland housing complex of 1997 is the same place that Janet Reno visited in 1994. A place that prior to community policing was crime infested, filled with drug pushers and violence. A place that was in dire need of police assistance. Three years later, 33 additional COPS-funded police officers have started to turn Oakland and places like Lockwood Gardens around.

A strong police-community partnership has been forged. Police and citizens joined together and did something about it. It is a true success story made possible through community policing efforts, a success story that can happen again anywhere in the United States, anywhere that there's a need.

But the change doesn't stop there. More programs are in the works. The "Kids First! Oakland Children's Fund" supports additional problem-solving groups to target issues facing young adults. Building on youth-oriented projects, the COPS Office has just funded Oakland's Safe Passage Home project. This project combines efforts of the police, schools and the community to put a stop to juvenile-on-juvenile assaults while kids are on their way home from school. It's another way that community policing translates into decreased crime and diminished fear.

Innovative Community Policing Strategies

Since the founding of the COPS program by Attorney General Janet Reno in 1994, there has been an emphasis not only on putting more officers on the nation's streets, but also seeking new, innovative approaches in the quest to reduce crime. These initiatives have covered the spectrum of crime problems — from youth violence and gang activity in our communities to the overburdening of the 9-1-1 emergency telephone system. Results have been very encouraging with police chiefs and sheriffs across the country crediting innovative community policing strategies for the dramatic reduction in crime rates.

Youth Firearms Violence Initiative

To combat the rise in violence associated with kids and guns, President Clinton announced Youth Firearms Violence Initiative grants to 10 cities on September 13, 1995. A total of \$9 million has funded innovative strategies in Baltimore; Birmingham; Bridgeport; Cleveland; Inglewood, CA; Milwaukee; Richmond; Salinas, CA; San Antonio and Seattle. These strategies range from establishing School Enforcement Teams that handle criminal conduct in schools and identify at-risk students, to targeting gun "hot spots," to enforcing curfews and tougher penalties for gang members.

Anti-Gang Initiative

In 1995, the COPS Office also launched the Anti-Gang Initiative, another element of the Clinton Administration's comprehensive assault on juvenile crime. This initiative has funded the most effective strategies in 15 communities on the front lines of the battle against gangs. A total of \$11 million was awarded to Austin; Boston; Chicago; Dallas; Detroit; Indianapolis; Jersey City; Kansas City; a consortium of Los Angeles city and county; Miami; Oakland; a consortium in Orange County, California; Phoenix; St. Louis; and Salt Lake City. Strategies have included civil enforcement remedies against gangs; environmental design to reduce gang activity; and the mobilization of neighborhoods, schools, churches and community groups to keep kids in school and out of trouble.

"We really believe that if we prevent things from happening today, especially with our children, that they won't become the criminals of tomorrow."

— Police Chief Joseph Santoro, Monrovia, CA, *Los Angeles Times*, June 5, 1997.

Domestic Violence

Under the Community Policing to Combat Domestic Violence program, \$46 million was granted to 336 communities to advance their fight against domestic violence. These grants have funded unique partnerships between local law enforcement and local victim services programs.

Problem-Solving Partnerships

In mid-1997, over 450 communities began partnering with their police department or sheriff under the Problem-Solving Partnerships program. These grantees received a total of \$40 million to target specific neighborhood crime or disorder problems such as rape or sexual assault, residential or commercial burglary, and street-level drug dealing.

"It's not enough just to take the [domestic violence] perpetrators and lock them up. The goal is to educate people and basically teach them how to live a lifestyle without violence." — Sgt. Bradley Meyers, Jamestown, NY, Police Department, on the COPS-funded domestic violence program, *Buffalo News*, March 21, 1997

Crime Cut in Half Thanks to Community Policing

Community policing, begun in the summer of 1995, has turned around the Century Woods housing complex and the lower Longview community in Rock Island, Illinois. Century Woods reports a 52 percent decline in major crime from the summer of 1995 to the summer of 1996, despite a doubling in the number of occupants in the housing complex. Longview had a 49 percent decline in major crime during the same time period. The COPS-funded program has helped create a partnership between the residents and the community policing officers. The officers now embody the community — before they were stretched very thin and not able to dedicate the time and energy in getting involved in the community. In Century Woods, a new administrative building with a community room, a substation and monthly Parent-Youth Initiative dinners have helped make a difference. The Longview area has had great success with community involvement, neighborhood restoration and a renewed effort on the part of the citizens and police. Today, these com-

PROFILES



The City of Fort Worth has approximately 467,500 residents and is the 28th largest city in the United States. Located in Tarrant County in the north central region of Texas, the city covers 295 square miles. In 1991, Fort Worth's residents and business owners were very vocal about their concern over the rate of crime. A number of newspaper articles published at that time revealed the city to have one of the highest crime rates in the nation.

The Strategy

By 1991, crime had taken such a grip on the community that Police Chief Thomas Windham worked closely with other city departments, schools and community groups to create Code Blue, a comprehensive crime reduction campaign. Under this new program, officers were freed up from desk work and put back onto the streets, and 44 new Neighborhood Patrol Officers (NPOs) were hired to implement nontraditional approaches to policing. Code Blue restored funding for gang intervention programs and added personnel to the department's gang detail. It also funded the late-hour operation of community centers, providing at-risk youth an alternative to the street and a safe place to play. Other neighborhood, church, school and business organizations provided funding for innovative programs such as leadership skill workshops and a neighborhood adopt-a-police-officer program to support further the efforts of Code Blue.

The goals of Code Blue are to reduce crime, improve the quality of life for all Fort Worth residents, empower citizens to become involved in crime-prevention efforts, involve children in crime prevention and self-esteem development programs, and encourage the creation of other public-safety programs. Monthly progress reports ensure that the program stays on track.

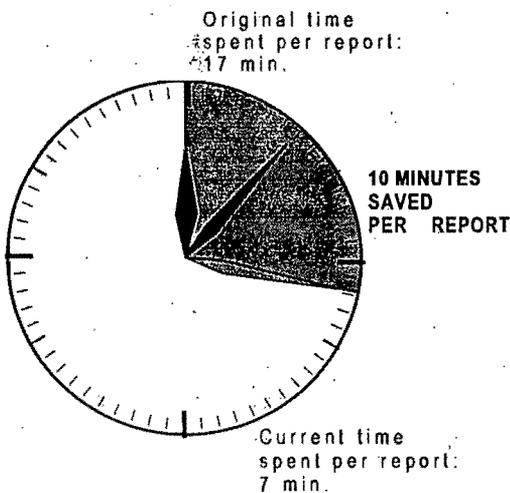
A key to the Code Blue program is the Neighborhood Patrol Officer. Prior to receiving COPS grants to hire or redeploy 38 officers, each patrol officer covered from three to five beats. Now, with help from the COPS Office, each NPO covers exclusively one beat. NPOs have been so successful that the department plans to expand community policing methods to all officers. The support for NPOs is so high that one Field Operations Division captain says it is not unusual for residents to ask that their neighborhood officer get a raise or promotion. In 1991, Code Blue provided funding for a network of 2,800

Fort Worth, TX

"I have to believe our drop in crime is almost totally due to neighborhood policing."

**—Police Chief Thomas R. Windham,
CQ Researcher, April 4, 1997**

"I almost don't believe it myself. But look at the figures. The city's overall crime rate ... is the lowest it's been since 1978. Community policing is largely responsible for that" — Police Chief Thomas Windham, *The Associated Press*, April 10, 1995



citizen volunteers to act as the eyes and ears of the police force. The volunteers, known as "Citizens on Patrol" (COP), drive around their neighborhoods in clearly marked cars and report any suspicious activity to the police. In 1992, the first year of this successful program, the city experienced a 27 percent reduction in violent crimes. Since its implementation, the COP program has grown considerably. It now includes nearly forty different neighborhoods in the city.

Redeployment through Time Savings

When the Fort Worth Police Department examined its offense reporting process, it found that thousands of officer hours and hundreds of thousands of citizens' hours were spent unproductively. Even though the reports had been completely computerized, officers still averaged 13 minutes per report to phone in the information for an operator to enter it. In addition, Ft. Worth police estimate that citizens wanting to make phone reports for minor crimes spent an average 284 minutes on a callback list waiting to have their phone call returned.

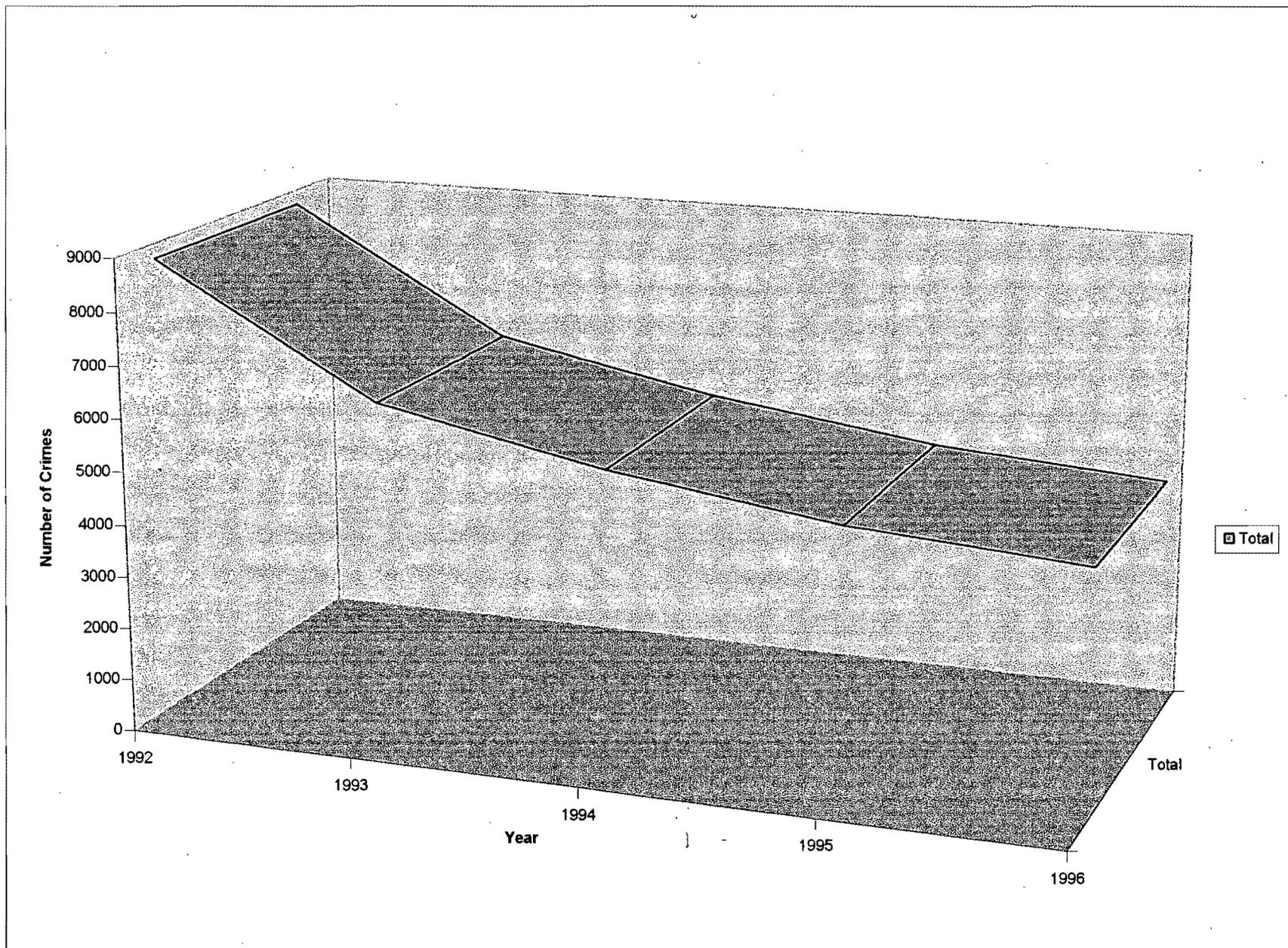
As a result, the department implemented the Digital Transcription System (DTS) that offers three filing methods to make reporting more efficient. The results have been tremendous. The time officers spend on reports dropped from 52,000 hours per year to about 12,000 hours per year. The 40,000 hours of officer time that were saved in effect added 19 officers to the department's force.

The time officers spent dictating reports fell over 60 percent, from an average of almost 17 minutes to under seven. In addition, the department's response time to citizen phone reports decreased by an impressive 86 percent.

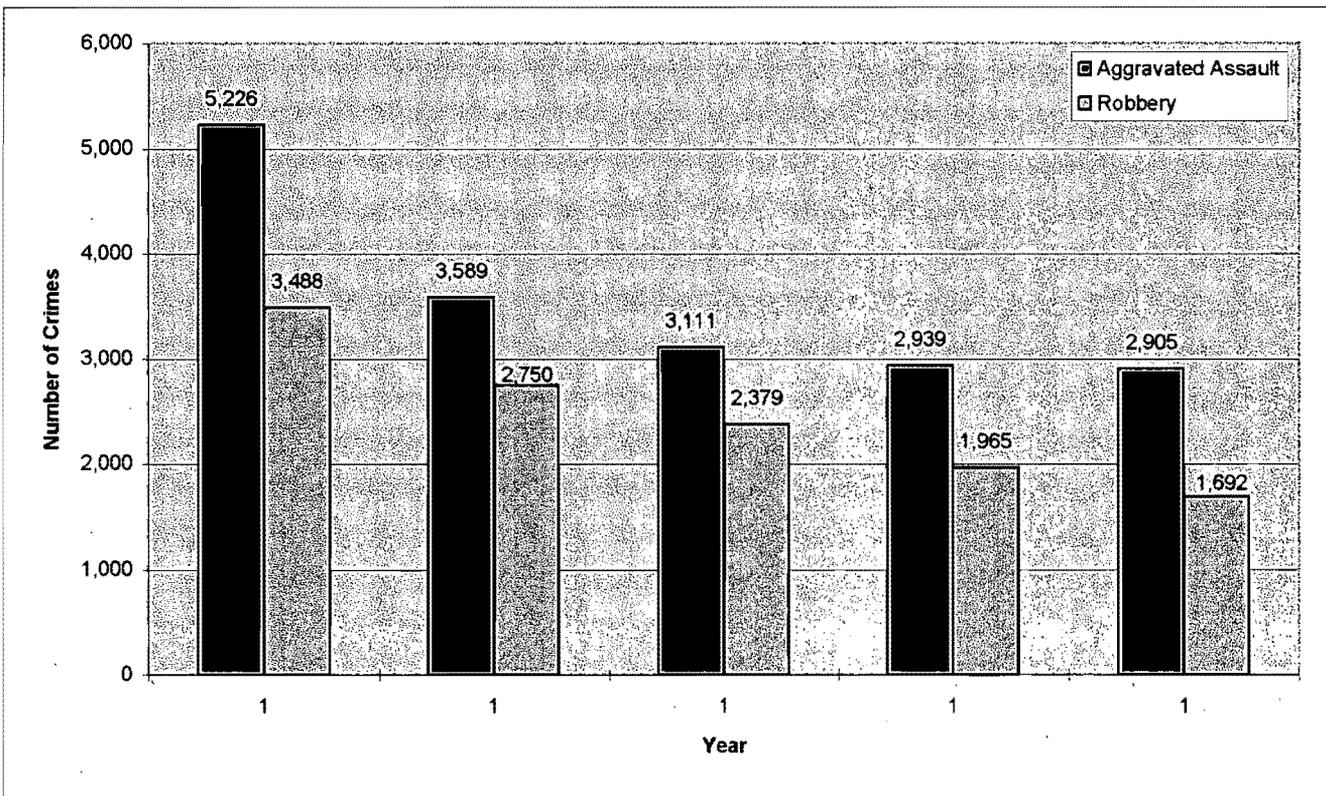
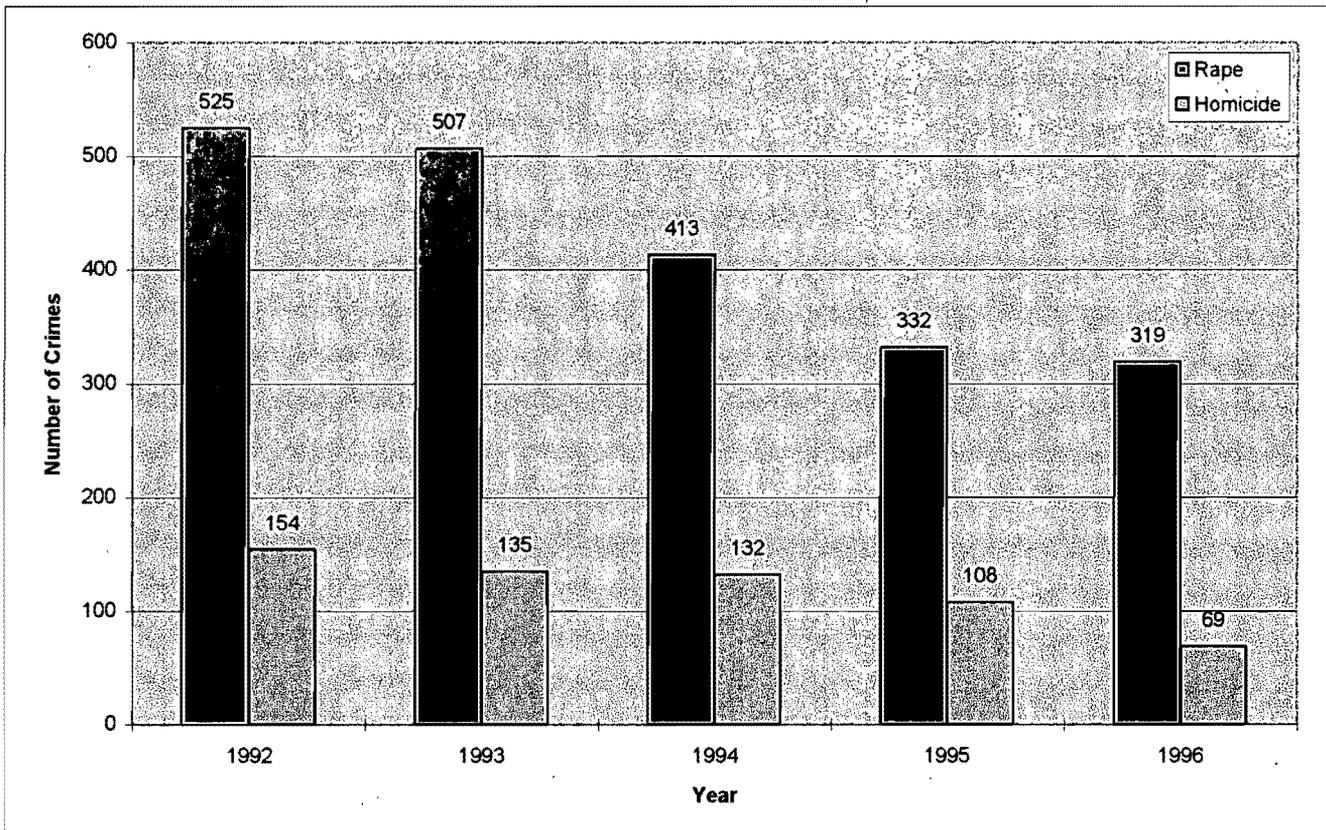
Community Policing Background

Fort Worth has received several grants from the COPS Office to support its already successful community policing program. The department received a hiring grant to add 20 officers and funding to redeploy 18 officers. Fort Worth also received a \$1 million Comprehensive Communities Program grant from the Justice Department to provide support in the development and implementation of a comprehensive strategy to address the incidence of violent crime in the city.

Ft. Worth, TX, Uniform Crime Report: Violent Crimes from 1992 to 1996



Ft. Worth, TX, Uniform Crime Report: Violent Crimes from 1992 to 1996



When Chief Windham was appointed to lead the department in 1985, he determined that police management was isolated from both the community and the rank and file. Fort Worth began its community policing efforts in 1986 after an entire year of planning. As a result, the Fort Worth Police Department abandoned patrol management on a time-shift basis only, and established four geographic Field Operation Divisions. In a radical change for the department, a captain was placed over each field division and given full charge over both the patrol and investigative functions. These divisions provided the foundation for community-based policing by placing the responsibility for police services at the local level and creating an environment for neighborhood interaction.

The implementation of Code Blue in 1991 further expanded these community policing efforts. After a slight initial increase in crime, the community policing project began to take hold in the department and the community, and crime began to decrease. With the support of Mayor Kenneth Barr and city agencies, Code Blue continues to be a successful program in Fort Worth.

The Results

The Code Blue program, which was greatly expanded by the addition of COPS-funded officers, has resulted in the annual decrease in crime statistics throughout the city. There was a 4 percent drop in the crime rate from 1995 to 1996. In violent crimes, the city experienced drops across the board: murders decreased 37 percent, rapes fell by 4 percent, assaults declined 1 percent, and robberies dropped by 14 percent. From 1993 to 1996, the overall crime rate declined 23 percent. Thanks to Fort Worth's innovative community policing, crime is at its lowest level since 1978.

“But as good as the national numbers appear, they don't compare with the numbers being compiled in Fort Worth...There are several reasons for the drop in crime [in Fort Worth], including the familiar stew of more cash for more cops, and more community involvement.”

— USA Today, October 14, 1996

Santa Ana, CA

Located 33 miles southeast of Los Angeles, Santa Ana, with its 310,000 residents, is the largest city in Orange County. From the early 1960s until the mid-1970s, the crime rate in Santa Ana rose sharply. In particular, Santa Ana saw an increase in gang-related crime and youth violence.

The Strategy

To combat this high level of crime, Santa Ana began to implement a Community Oriented Policing (COP) strategy in 1974. The agency implemented departmentwide community policing and problem solving to fight violent, youth and gang crime.

The COPS Office has awarded Santa Ana almost \$4 million to fortify their community policing efforts and help them hire and redeploy 81 officers. With the help of a COPS grant, the department created the COP Task Force in 1995 to target six neighborhoods, including the civic center and downtown business area. In these neighborhoods, the task force has focused on prevention, intervention and enforcement projects.

From the outset, the COP Task Force built strong partnerships with neighborhood associations, schools, churches, businesses, community leaders and city officials, including Mayor Miguel Pulido. An integral part of this effort was a public opinion survey in the focus area. Neighborhood patrol directors have 24-hour responsibility for their districts instead of the traditional shift-to-shift basis.

The task force has taken numerous positive steps to open and keep open the door of communication between the community policing officers and the residents. Regularly scheduled community problem-solving meetings are conducted to allow residents to discuss any long-standing fears or concerns.

One example of the progress of community problem solving is the resolution of a long-standing gang problem on a residential street. With the assistance of the COP Task Force and the city's Neighborhood Improvement unit, the neighborhood filed a "Safe Streets" civil suit against an apartment owner. The problem tenants were evicted, and peace restored to the neighborhood.

Operation Roundup

In 1994, the department began an undercover drug sales project, in cooperation with the FBI and the county district attorney's office, to lower gang activity in a certain neighborhood infested with drugs and violence. Targeting the Sixth Street Gang, the most violent in Orange County, the operation identified gang members involved in the illegal sales of drugs and conducted an undercover video-buy program over a 5-month period. This effort resulted in the conviction of 100 percent of the gang members arrested, with an average sentence of 3.1 years (compared to the county average of 60 to 90 days for drug sales convictions). The initiative erased gang activity in the square-mile area near the city's civic center. The sound of gunfire, a nightly occurrence, all but stopped. A follow-up improvement campaign to repair street lights and roads, refurbish homes, and paint over graffiti, has cleaned up the neighborhood and helped keep the criminal element out. Thanks to Operation Roundup, the calls for service in the targeted area decreased by 79 percent, and the gang and narcotic calls decreased by 94 percent.

Street Terrorist Offender Project (S.T.O.P.)

In another effort to stem the tide of gang violence, the Santa Ana Police Department developed the Street Terrorist Offender Project (S.T.O.P.) in 1994. This multiagency suppression team is comprised of the department; local and federal prosecutors; probation officers; and the Bureau of Alcohol, Tobacco and Firearms (ATF). The team focuses on a select group of "hard-core" gang members and removes their influence among the gang through arrest, probationary supervision and vertical prosecution (a technique of prosecuting criminal organizations throughout the hierarchy) by gang experts. The ATF agents and two police officers comprise a Weapons Interdiction Team to stop the illegal flow of weapons to gang members and drug dealers.

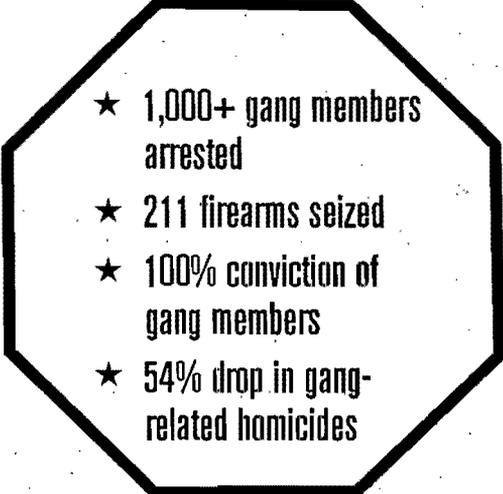
S.T.O.P. has a prevention component to attack the root causes of gang violence and prevent at-risk children from joining gangs. The school district conducts parent education and family risk-assessment programs, and a family counselor from the Orange County Bar Foundation has joined the team.

S.T.O.P. has had astounding success. In its first task force action, the team targeted the Sixth Street Gang in conjunction with Operation Roundup. One hundred forty-two targeted

"There used to be shootings here every day, and you couldn't go outside because of the gunfights...The residents would be too frightened. Not now." – Minerva Armenta, a 23-year resident, *Orange County Register*, February 11, 1996

"[P]olice must be more responsive to the causes of crime, rather than merely dealing with the results of crime." – Santa Ana Police Chief Paul Walters, September 1996

S.T.O.P. Task Force

- 
- ★ 1,000+ gang members arrested
 - ★ 211 firearms seized
 - ★ 100% conviction of gang members
 - ★ 54% drop in gang-related homicides

gang members were arrested, and crime committed by this gang was virtually eliminated. In the first target zone, crime dropped by 54 percent during a 6-month period in 1994. S.T.O.P. officers arrested 473 other nontargeted gang members, seized over 100 firearms and traced the source of over 600 seized firearms. The firearms-tracing program led to the discovery of theft rings at two local weapons manufacturers and one criminal firearms dealer. These sources had put several thousand handguns into the hands of gang members and criminals.

In the first two years of operation, S.T.O.P. officers have arrested 165 targeted and 840 other gang members, conducted 4,044 field interviews, seized 211 firearms, and conducted 366 probation searches of gang members' homes. One hundred percent of the S.T.O.P. arrests have led to criminal charges, and 100 percent of those gang members tried have been convicted. Statistics reveal that gang-related homicides were down from 46 in 1995 to 21 in 1996, a 54 percent drop. As of March 1997, there has been only one gang-related homicide.

Community Policing Background

Santa Ana stands out for its departmentwide community policing efforts and organizational structures that support community policing at every level.

In the 1970s, the Santa Ana Police Department implemented a geographical approach to patrol and began involving the community in the crime-prevention effort. An increase in drug-related crime and changing demographics in the 1980s led the department to recentralize command, leaving only a handful of officers to respond to area-specific problems. Because this incident-driven approach proved much less effective at preventing crimes and addressing community problems, the department was fully transitioned to a problem-oriented philosophy in 1989. Performance standards were developed to provide support for community policing methods and procedures.

Problem Oriented Policing (POP) is the heart of the Santa Ana Police Department's commitment to community policing. Designed to reduce crime, disorder and the fear of crime, POP is a proactive, decentralized approach to providing police services. The problem-solving effort utilizes partnerships

among the police and the community, the private sector, other municipal and government agencies, or any other concerned person or organization, thereby promoting a healthy neighborhood environment.

In 1989, the Task Force on Neighborhood Policing was convened to identify areas of common concern and develop strategies to resolve those concerns. This police-community partnership included 24 community members and served as a strong basis for the police department's Community Oriented Policing Program. In support of the task force's recommendations, the department established the Westend Development Policing District in 1991 as a "field laboratory" for community and problem-oriented policing strategies. This site has served as a community policing model for law enforcement agencies around the nation.

As a nationally-recognized leader in community policing, Santa Ana has implemented innovative programs that target crime, blight and fear among the community. The department won the California League of Cities' Helen Putnam Award for its use of civilians in innovative and effective ways. The POP strategies also won the Police Executive Research Forum's first annual Herman Goldstein Excellence in Problem Solving Award.

The Results

A long-term commitment to community policing, with recent reinforcements from the COPS Office, has brought great dividends for Santa Ana and its residents. Since 1981, the crime rate has decreased steadily. To illustrate the gain over time, the city's crime rate was 97 crimes per 1,000 in 1975. Today, the rate has dropped to 45 crimes per 1,000 residents. Crime continues to decrease: The city's crime rate fell 13.8 percent from 1995 to 1996 — that's a drop of 31.7 percent from 1993.

In 1996, murders fell 36 percent, forcible rapes dropped by 6 percent, robberies by 5 percent, aggravated assaults by 17 percent, burglaries by 16 percent, larceny thefts by 12 percent and auto thefts by 14 percent. There have been only six reported homicides to date in Santa Ana in 1997, an amount that only a few years ago could have been the homicide count in a month's time.

"The COPS program is so important because it is one of the few programs designed to improve the quality of life. It encourages a sense of community and a trust in the police department" — Retired Santa Ana Police Chief Ray Davis, June 18, 1997

The results of the COPS-funded task force in the targeted areas are even more staggering. From 1995, when the task force was implemented, through 1996, there was a 71 percent decrease in robberies, a 66 percent decline in assaults and a 91 percent drop in narcotics complaints.

Police Chief Paul Walters attributes this crime reduction — in addition to renewed public support, community partnerships and fear reduction — to community policing efforts.

Santa Ana has proven to be a faithful national leader in the advancement of community policing. As a model agency, the department demonstrates the magnitude of benefits that can be reaped through a long-term investment in organizational transformation and the provision of exemplary customer service.

Chicago, IL

Chicago, the nation's third largest city with a population of nearly 2.8 million, has a history burdened with a legacy of crime. In the 1930s, Chicago's streets were home to violent gangs shooting it out over control of whiskey and prostitution. By the late 1980s, sporadic growth and urban decay had left Chicago with a new legacy. A populace diverse in ethnicities and beliefs saw its streets deteriorating and its confidence in the police diminishing. Many communities were home to abandoned buildings and infested with a new generation of street gangs that roamed neighborhoods selling drugs and peddling violence. From 1989 to 1992, the number of violent index crimes jumped to more than 84,000, an increase of nearly 15 percent. By 1993, the city had seen enough.

The Strategy

In April of 1993, Police Superintendent Matt Rodriguez and Mayor Richard Daley decided to reinvent the Chicago Police Department. Concerned for the department's effectiveness and feeling overburdened with 911 calls, they adopted CAPS, Chicago's Alternative Policing Strategy. By dividing the city into 279 beats, each staffed by a group of officers called a beat team, police took a proactive step in fighting crime. COPS has since awarded Chicago grants in excess of \$46.5 million for the hiring or redeployment of 957 officers.

To help the Chicago Police Department get officers away from their desks and back on the street, the COPS Office has awarded MORE grants totaling over \$2.5 million to purchase equipment and hire civilians, resulting in the redeployment of 386 officers. The grants provide support for the ICAM (Information Collection for Automated Mapping) system, a sophisticated but easy-to-use crime mapping system that allows officers to identify and track hot spots of criminal activity.

Technology

The ICAM system, developed by members of the Chicago Police Department, has been a key element in freeing up more officers from administrative tasks. It uses the city's fiber-optic network to transmit data citywide. In addition to crime mapping, ICAM contains arrest data, updates cases automatically and even transmits mug shots. To support problem

"Many police chiefs, including Chicago Supt. Matt Rodriguez, say that beefed-up police forces and innovative policing methods such as community policing are the reason for the drop in reported crime." — *Chicago Tribune*, January 19, 1997

"After years of rising terror, something unusual is happening with big-city crime. It's going down...[C]ommunity policing enhances cooperation instead of resentments between police and neighborhoods. It allows police and neighborhoods to join together to fight their common enemies, the lawbreakers." — *Chicago Tribune*, January 6, 1997

solving, the ICAM system is capable of storing data for up to two years. Police used to have to map crime by hand, a time-intensive task that was often a luxury they could not afford. ICAM is available to all 13,500 sworn officers, allowing them to better track crime and intervene far more quickly than ever before. Part of the MORE grant will update ICAM by providing case reporting capabilities in 2,000 remote terminals in patrol cars, allowing Chicago officers to transmit reports from their vehicles and do on-the-spot crime analysis. Soon, a public version of ICAM will be available to citizens as well, letting residents track problems in their own neighborhoods.

In addition to using computers for crime analysis, the Chicago Police Department is using technology to reach residents. They have their own home page on the Internet, designed and operated by police officers and civilian personnel. Chicago police officers and residents also can be seen on the biweekly cable program, *Crimewatch*, which showcases neighborhood problem-solving successes.

Community Profiling

COPS MORE money has helped the Chicago Police Department develop a Community Assessment Center. The Assessment Center is designed to give officers a comprehensive picture of the community they serve. The center will collect information relevant to each community, such as the number of liquor licenses, real estate transactions and abandoned buildings. In addition, analysts will compile and examine files on the officers serving the community, including performance evaluations, accolades from residents in their beats and citizen complaints.

With the aid of two analysts, the department will be able to monitor changes in the neighborhood and evaluate police-community relations in an accurate and timely manner. This information is designed specifically for beat officers, who also can add anecdotal information to the database. The center will enable officers to keep in touch with the evolving nature of the communities they serve.

Community Policing Background

The foundation of CAPS is a community policing philosophy of partnerships and problem solving. For the first time in department history, the entire agency was officially decentralized by 1996, granting much more discretion to sergeants and district commanders to more effectively solve neighborhood crime and disorder problems. Teams of officers in the city's 279 beats work with residents to identify the most pressing problems and develop joint strategies to solve them. This comprehensive, "bottom-up" planning process ensures that all department resources are focused on those chronic and pervasive crime problems that are of most concern to the community. Chicago has put into place a system that has 85 percent of its residents describing the police as helpful. CAPS is living up to its motto, "Together We Can."

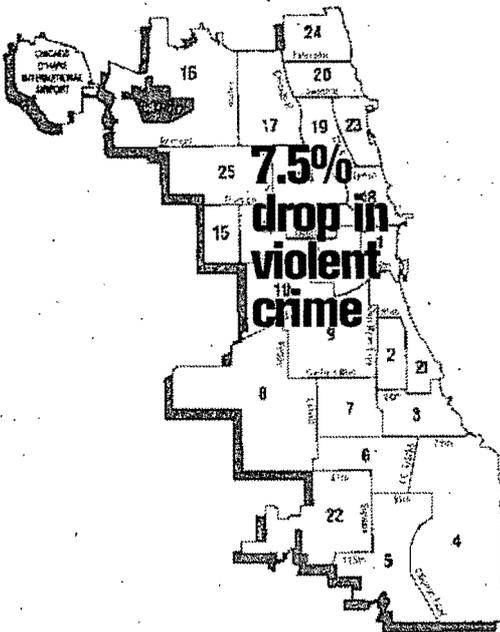
Essential to the success of CAPS are its regular beat community meetings, which were fully established in every beat of every district by 1995. These meetings, which are conducted by beat team officers and civilians, do more than just allow beat teams to take complaints. Team members and residents work together to assess problems that are facing the community and tailor customized solutions to them. Citywide, approximately 5,000 residents a month attend their beat community meetings. The residents themselves address over 60 percent of the problems they raise, taking responsibility for the quality of life in their neighborhoods.

Another key to the success of CAPS has been the department's cooperation with other city agencies. The mayor's office coordinates citywide services to address neighborhood crime problems through the beat officers. Beat officers take complaints from citizens regarding abandoned buildings, illegal dumping, and unclean or unsafe areas throughout their regions. The beat officers then forward these complaints to the mayor's office, which responds by contacting the appropriate city agency. All city agencies work together to keep Chicago's streets clean and safe. Since the program began in 1993, 85 percent of these requests have been completed, and comments have been positive ever since.

The department also is committed to combating violence in schools. Through the combined efforts of beat team members, city school officers and parent volunteers, Chicago has seen a drastic reduction in the number of guns in schools. In each

"...CAPS – three million Chicagoans working together, not just a police force of 13,500 working alone. Together, we can truly make a difference." – Matt Rodriguez, Superintendent of Police, "On the Beat," the CAPS newsletter, 1996

Chicago 1995-1996



of the 1991-1992 and the 1992-1993 school years, police confiscated over 100 guns. That number dropped to the forties the following two years, then 19 the next, and dwindled to its smallest yet, 12 guns confiscated, during the 1996-1997 school year.

The Results

Since CAPS began in Chicago, crime has fallen. The department's strategy of combining grassroots efforts with new technology has paid huge dividends. In 1996, violent crime fell an astounding 7.5 percent. Homicides in 1996 fell nearly 5 percent, an overall 16 percent decrease since 1992. 1996 also witnessed the fifth consecutive year that total crime has fallen.

As much as the reorganization of CAPS was the dream of Superintendent Rodriguez and Mayor Daley, building a community policing system in Chicago has been a citywide effort. Individual beat officers and active citizens make it a point to open the lines of communication, realizing that only together can they have an impact on quality of life. Chicago continues to be an innovator in the way it looks at policing, communities and its people.

San Diego, CA

The City of San Diego, located in the southwest corner of the continental United States, is home to 1,186,700 people and covers an area of 403 square miles. The sixth largest city in the nation, San Diego includes inner-city barrios, suburbs, military bases, rural ranches and farmlands, universities, and industry. The city shares one of the busiest international border crossings in the world with Tijuana, Mexico. San Diego's officer-to-citizen ratio is among the lowest of any major department in the nation, pointing to the critical need for officer redeployment to crime prevention and community policing. From 1989 to 1994, the violent crime rate increased 23.4 percent — evidence of the need for innovative policing strategies.

The Strategy

In June 1991, the city adopted the Neighborhood Pride and Protection (NPP) program to support community involvement and empowerment throughout city government. Police Chief Jerry Sanders has led the development of a model community policing program as the cornerstone of NPP in San Diego.

NPP goes far beyond law enforcement and crime prevention to identify local problems, assist in neighborhood-level solutions using a variety of resources, and foster the collaboration between municipal and private agencies. NPP demonstrates that cooperation and partnerships among government, service providers and communities can stimulate positive change.

Automated Reporting

To assist San Diego with the continued implementation of community policing, the COPS Office has awarded the police department a COPS MORE grants of more than \$7.7 million for the redeployment of over 320 officers. This grant has allowed the department to implement an Automated Field Reporting System (AFR) and hire civilians to install and activate the system. The AFR enables patrol officers to complete reports rapidly in the field and electronically upload documents into an integrated central system. This results in enhanced quality control, case documentation, management and tracking. Most importantly, officers can spend more time engaged in community policing activities.

Before the AFR system was implemented, officers completed all reports by hand, then returned to the area station for their supervisor to review them. After making corrections, the officers made copies and distributed them to appropriate personnel. Handwritten reports were typed into a computer, then filed as paper copies. When an officer needed a copy to review, she notified the records division and waited while the file was located, copied and delivered. The average time to write, review, process and retrieve a report was over two hours.

To reduce this time and make records more accessible, the COPS grant funded mobile computer terminals so patrol officers can review and complete reports in the field. In May 1997, the San Diego Police Department piloted the new system in one area station. After intensive training, all officers within this station's jurisdiction are using laptops for a completely automated system. The progress is phenomenal. Documents are now completed in the field and electronically uploaded to area stations.

In the second phase of this project, preprogrammed systems will automatically route the reports to the appropriate supervisors and personnel, eliminating the need for manual copying and distribution. The reports can then be viewed and printed from the network, eliminating the delay in retrieval time. The system will allow for in-car analysis of police reports, facilitating the problem-solving efforts of officers while they're on patrol.

Thanks to AFR, the department already is seeing tremendous time savings. In addition, automatic field codes and spell and grammar check improve the accuracy of reports. Improved quality of reports will lead to improved prosecutions.

Within the next 12 to 15 months, all eight area stations will be online. Eventually, the system can be expanded to integrate the entire department — including fingerprinting, voice recorded statements and calls for service — into the automated system. AFR is the first step in a county and statewide seamless, paperless, interactive system to streamline the entire criminal justice process. By freeing up time previously devoted to filing reports, the COPS MORE grant allows officers to spend more time understanding and responding to community needs. The time saved by the Automatic Field Reporting system is the equivalent of 132 full-time officers.

"Violent crime has declined in our major cities — in part because of community policing programs and private citizens who have worked hard to take back the streets."

*— The San Diego Union-Tribune,
November 23, 1996*

Community Policing Background

Community policing is becoming the accepted way of doing business for all patrol and investigative officers in the San Diego Police Department. The department has adapted organizational structures to support community policing, including management and supervisory support, comprehensive training, employee recognition systems, and employee performance review. The agency has decentralized to incorporate San Diego's 99 neighborhoods into 21 community-based, 24-hour police service areas served by beat patrols. Considered fundamental to policing and municipal responsibility, community policing is integrated into every component and function of the organization.

Combating Domestic Violence

The police department has created a special domestic violence unit to ensure that victims receive the help they need and that perpetrators get the punishment they deserve. Using community policing techniques, the unit began to thoroughly document injuries to victims with polaroid cameras and specialized incident forms. Using this evidence, the department works closely with the district attorney's and the city attorney's offices to develop cases that can be prosecuted without the victim. Seventy percent of San Diego's domestic violence cases are tried without the victim's testimony. Prosecutors win almost three-quarters of these cases.

San Diego has used a \$200,000 Community Policing to Combat Domestic Violence grant from the COPS Office to build upon these efforts. The police department is working in partnership with the YWCA of San Diego County to create a Community Domestic Violence Resource Network. Under this project, a toll-free telephone clearinghouse gives access to information on all domestic violence service providers in the county. By tapping into a computerized database, specially trained information specialists tell officers in an instant which shelters have space available, which accept children and any other relevant information. Victims, service providers and law enforcement officers throughout the county and region can get the help they need from the resource network 24 hours a day, seven days a week.

Innovative Problem Solving

Faced with a prostitution problem in a business district in one area of the city, San Diego police initially tried to curtail the illegal activity through undercover arrests of the prostitutes and their customers. Although hundreds of the customers were arrested, the number of people who solicited prostitutes in the area did not drop off. Few prostitutes were arrested because they knew the undercover officers by sight.

Officers turned to problem solving and community policing. They gathered information about the exact nature of the prostitution problem, learning that many of the prostitutes were transients who would stay in the area as long as it was profitable for them. The neighborhood police officers believed they could make prostitution in the area less lucrative by obtaining a temporary restraining order (TRO) against the prostitutes who frequented the area. The TRO, which was requested by police and local merchants, was granted by a local judge. It prohibited almost 70 known prostitutes from flagging down motorists, loitering on corners and engaging in other solicitation activities within 100 yards of the local businesses.

Violations of the order resulted in an immediate five days in jail and a \$1,000 fine. In the first month after the TRO was obtained, the prostitutes disappeared from the area. As a result, customers no longer cruise that section of the city.

After the restraining order was obtained, every business in that area reported increased revenues. One of the local hotels reported its profits had increased 15 to 20 percent, because families began staying there for more than one night once the prostitutes had left. The TRO approach was a long-standing solution for the area — several years later, the prostitutes still have not returned.

Retired Senior Volunteer Patrol

San Diego's Retired Senior Volunteer Patrol (RSVP) is a model citizen-police partnership program with more than 350 senior citizens participating. These volunteers are specially trained in problem identification and problem-solving techniques and are making a difference in the fight against crime in San Diego.

Agnes Brooks is a retired church secretary and the head of an RSVP unit. Working with fellow volunteers, she helped remedy a repeated burglary problem in her area of the city. A self-storage warehouse business was reporting an average of 25

"Through this savings [from the COPS MORE grant], officers will have more time for community policing...it will permit a more effective use of officer time."

— Police Spokesperson Dave Cohen,
San Diego Union-Tribune, February 1, 1997

burglaries a month. The police were spending at least 30 hours a month responding to reports of break-ins at the site and filling out the requisite paperwork.

Ms. Brooks and her fellow RSVP volunteers discovered during their analysis of the situation that management of the facility was lax. They also learned that the thieves were customers who rented other units themselves, stored the stolen merchandise in their own facility, and then moved it out of the property at a later date.

The business's management put into place a number of recommendations made by the RSVP team. The result was a dramatic drop in reported burglaries. Following the implementation of the RSVP plan, only one burglary occurred in three months, compared to more than two dozen in the previous month.

Problem-Solving Training

The San Diego Police Department received a COPS Regional Community Policing Institute grant for \$1 million to partner with San Diego University, San Diego Organizing Project and California Peace Officer Standards and Training. The department will draw on their own experiences restructuring their agency to train area policing agencies on problem solving in a community context, including expanding problem-solving efforts into other policing areas like investigations.

The Results

San Diego's efforts are paying off. In 1996, the city's crime rate dropped 5 percent from the previous year. During the same time period, murders decreased 13.2 percent, aggravated assaults declined by 9.4 percent and robberies by 7.6 percent. From 1993 to 1996, the overall crime rate in San Diego plummeted an astonishing 28.2 percent.

San Diego's collaborative approach to community policing and problem solving has proven extremely effective. The reorganization of the police department, effective community mobilization and empowerment, and problem-solving tactics, supplemented with almost \$12 million in COPS grants to hire or redeploy 355 community policing officers, have been the core of the success of neighborhood policing.

San Diego's Success

↓ Murder	-13.2%
↓ Aggravated Assault	-9.4%
↓ Robberies	-7.6%
↓ Total Crime Rate	-5%

Knoxville, TN

Knoxville is located in East Tennessee. One of the country's community policing pioneers, the Knoxville Police Department serves a community of approximately 167,000 people. A primary challenge for the department has been to improve its technology to bolster its community policing efforts.

The Strategy

Knoxville police officers were spending too much time writing reports, filing paperwork and gathering information — time taken away from the neighborhoods and citizens. The department was faced with finding a way to expedite these painstaking but necessary functions without sacrificing accuracy.

Knoxville has received COPS MORE grants allowing it to advance and sustain the technological achievements that aid in its community policing efforts. Thanks to funding from the COPS Office, the department purchased laptop computers, hardware and software to put specific crime information at officers' fingertips. The laptops are issued to officers and allow them to access information such as criminal codes, social programs and local ordinances. Officers can update an entry with notes about an individual contact or incident. An officer can file reports electronically, filling out the report as she gathers information at the scene and later download that information into the system. The report program increases completeness and accuracy while still reducing the time an officer spends on the report.

Knoxville has taken this field-accessible data to another level. KPD officers now can access information on shelters, rehabilitation facilities and social services for community members in need. Currently, the online resource directory has over 500 agencies listed along with their requirements and service information. The KPD has shared this directory with 50 other agencies providing them the same 24-hour access to this information.

Community Policing Background

Throughout the 1980s, the Knoxville Police Department worked internally to change their infrastructure and improve their officer development strategies. They concentrated on new

approaches to problem solving and encouraged all levels of staff to adopt creative new methods to solve old problems. The Knoxville Police Department does not have a separate community policing unit or division. It is dedicated to practicing community policing throughout the department at all levels, throughout all divisions. The department encourages innovative thinking and creative problem-solving throughout the ranks.

To support Knoxville's community policing efforts, the COPS Office has awarded the department \$5.7 million to hire or redeploy 96 officers.

Under two Justice Department Demonstration Site grants, Knoxville has experimented with community policing ideals and practices on a departmentwide basis. As part of a strategic planning effort, the department adopted the Service Excellence Process to solve neighborhood and operational problems. This process builds on the S.A.R.A. (scanning, analysis, response, assessment) model of problem-oriented policing. The Service Excellence Process is a unifying principle that improves police response to community needs, raises the standard of work through greater worker involvement and establishes a structure for continued development.

The Community Advisory Committee also was established under these demonstration grants. This self-selected group represents community organizations and residents. The group currently has 50 active members who work with the police department to set crime control goals for the coming year. The group then helps achieve these goals through independent projects. It was a member of the Community Advisory Committee that promoted the Bringing Home the Badge program that provides police presence in at-risk neighborhoods by encouraging police officers to move into blighted areas. In its first year, this program drew 19 applicants. Banks and housing programs provide low interest loan packages and improvement plans.

Organizational Change

Because of its success as a model community policing department, Knoxville recently received a Regional Community Policing Institute grant for \$1 million from the COPS Office to allow the department to share its success with other agencies. With this grant, Knoxville will partner with the University of Tennessee and the Metropolitan Drug Commission to teach

"Community policing seems to be closing the gap between police officers and the people they serve." – Knoxville News-Sentinel, February 7, 1997

other organizations how to change internally to support community policing. The training will encompass a variety of approaches including teleconferencing, self-paced learning, videos and CD-ROMs, as well as more traditional approaches. Knoxville will be teaching law enforcement agencies from several states how to change their organizations not only to support, but also to sustain community policing.

Fighting Juvenile Crime

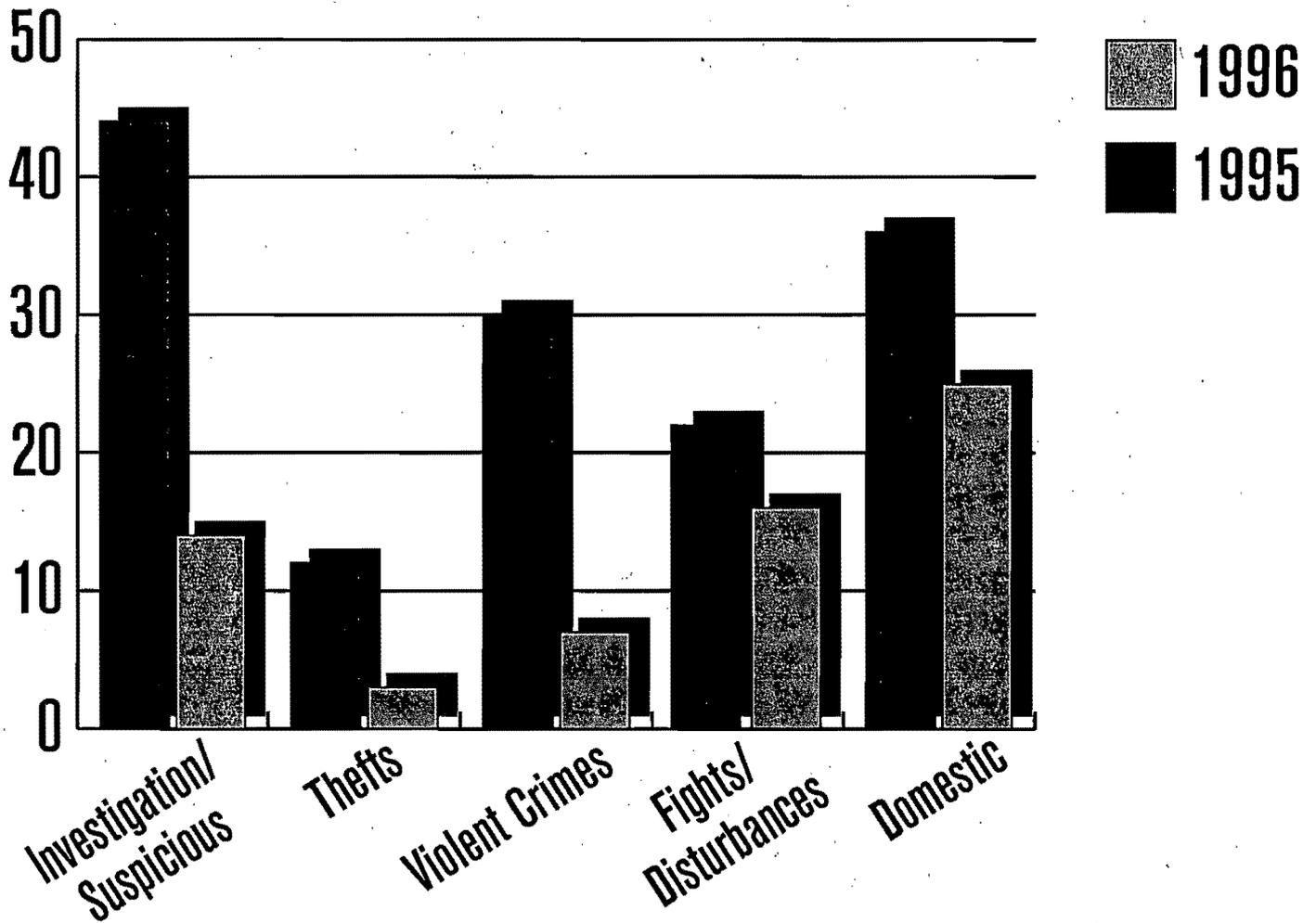
Knoxville has experienced many of the same juvenile crime problems as other cities. In an effort to combat the problem of youth crime and disruptive behavior in school, the police department forged an alliance with the school system, district attorney's office, mental health providers, corrections and juvenile court system to create a transition school. The transition school provides a place for juveniles who are disruptive, violent or have committed crimes to continue their education. Previously, teachers had limited options for dealing with these students. The goal of the transition school is to see students graduate, not merely to detain them. The program requires attendance and counseling, contraband searches and commitment for violations. This program is designed to ease the youth back into a more traditional school setting.

Knoxville also employed innovative problem-solving techniques in one public housing project where juvenile crime was particularly rampant, with service calls increasing during the summer months. The beat officer for the complex, Officer Sam McCroskey, decided to go door-to-door meeting the residents to learn about their safety and crime concerns. Most of the concerns — gang activity, vandalism and violent crime — centered around youth. Officer McCroskey set out to create activities that would keep these kids active and interested during the hot summer months. He taught them how to play chess, set up a volleyball court and taught computer skills. He encouraged local merchants to donate bicycles that would be used as prizes for academic and attendance achievements.

Officer McCroskey used his own initiative and his own time to make this public housing project a much better place for kids and adults to live. Thanks to his diligence, violent crime in the public housing unit dropped 76.6 percent from 1995 to 1996. During that same period, overall calls for service decreased 55 percent.

Austin Homes Public Housing

Number of Crimes, July-August



"The citizen has got to establish what is acceptable behavior in the neighborhood."

— Chief Phil Keith, *Knoxville News-Sentinel*,
April 20, 1996

Combating Domestic Violence

Knoxville is using community policing to address the scourge of domestic violence. With a grant received from the COPS Office, the police department formed a partnership with the YWCA. The program focuses on following up with the victim and getting them the help that they need. In the future, officers will receive extensive training, and a specialized database will give the officer the ability to contact domestic violence agencies and counselors from the crime scene, allowing them to better address the victim's needs.

The Results

The Knoxville Police Department began its transition by looking internally — changing its infrastructure and officer development strategies. When the department achieved a level of success within the agency, it looked to the community for their input and their assistance.

Knoxville has seen dramatic results. Thanks to its internal reorganization and community policing, the crime rate has dropped an impressive 21.5 percent from 1993 to 1996. From just 1995 to 1996, the crime rate plummeted 22.2 percent.

With a population of 505,000, Cleveland sits on the shores of Lake Erie and covers 76 square miles on America's north coast.

There has been a steady increase in youth violence and associated crimes in Cleveland. Juvenile arrests for weapons violations rose from 89 in 1991 to 132 in 1994, an increase of 67 percent. The Cleveland Police Department's Youth Gang Unit noted a significant increase, 19 percent, in juvenile arrests between 1992 and 1993. At the same time, there was a 35 percent jump in juvenile felony arrests. The police department estimated that 35,000 juveniles passed through Cuyahoga County's court system in 1995, a 15 percent increase from the previous year.

Against this backdrop, however, the number of sworn police officers declined from 1,862 in 1984 to 1,688 in 1995.

The Strategy

In September 1995, the Cleveland Police Department received over \$600,000 under the COPS Office's Youth Firearms Violence Initiative.

The department, under the leadership of Mayor Michael R. White, used this federal grant to establish the innovative and widely-praised Residential Area Policing Program (RAPP). This 1-year program was implemented by the community policing section of the Cleveland Police Department. Officers assigned to the RAPP program received 40 hours of specialized training on many issues including:

- The RAPP concept
- Community policing
- Working with juveniles
- Dealing with gangs
- Domestic violence
- Computers and intelligence gathering

RAPP implemented community policing strategies in high-crime neighborhoods by building on the mini-station concept. In these neighborhoods, the police department worked with the City of Cleveland's Community Development Program and the Cleveland Neighborhood Development Corporations to identify nuisance properties. These properties were restored

Cleveland, OH

"There's no more of it here now. They all left" – 8-year old Brandon Minyard, describing the fate of drug dealers and drug trafficking since the opening of the RAPP house. *The Plain Dealer*, Cleveland, OH, February 16, 1996

and then occupied 24 hours a day by Cleveland community policing officers. Once the officers were established in a neighborhood, they began a series of community policing initiatives. Officers at each RAPP house conducted door-to-door surveys to identify neighborhood problems or concerns. They hosted training seminars and provided a safe house for area youth, in addition to regular patrol activities.

With this COPS Youth Firearms Violence Initiative grant, the Cleveland Police Department wanted to create a community policing presence in the neighborhood and reduce firearms violence among youth. In addition, they hoped to mentor young people and give them a positive alternative to crime. Finally, the police strove to increase community involvement and empowerment.

Four sites were selected after consultation between the police department and local leaders. The first site was located on Coit Avenue on the city's east side and opened on January 1, 1996. The RAPP house operated for 90 days as planned before the program was moved to the second site. The second site was located on Seymour Avenue from April 16 through July 6. The third house was on Gaylord Avenue and operated until September 14. The fourth site, Brookfield Avenue, operated from October 1996 to January 1997.

Several community projects, led by the first RAPP house, are noteworthy. A Toy Gun Buy Back brought in 300 toy guns from 150 participating neighborhood kids. The project was a partnership between the police and the local hockey team, the Cleveland Lumberjacks. In exchange for guns, the team provided game tickets.

Despite its intended short stay, the RAPP house became an integral part of the neighborhood. Together, the community police, the residents and city agencies worked together to improve the appearance of the neighborhood. In the first location, over 40 junked cars were removed. The city's housing department was notified of boarded-up houses. Area kids took part in an extensive neighborhood cleanup. Efforts by police to empower residents also produced results. Officers helped local residents found the Glen Haven Community Association, which continues to conduct its own meetings. The success of the Cleveland Police Department's targeted approach to juvenile crime, funded through the COPS Office, can be attributed to sound problem identification and problem solving through community empowerment and permanent partnerships.

"I heard the RAPP house is supposed to keep kids off drugs. If possible I would like you to keep not just kids off drugs but parents too." — 6th grader Tawana Turner in a letter to city hall. Miles Elementary School students wrote letters asking for the RAPP house to be moved to their neighborhood. Tawana got her wish when the third RAPP house opened on Gaylord Avenue. *The Plain Dealer*, July 27, 1996

Once a RAPP house was ready to move to a new location, the police department made sure that a close working relationship between police and the community was left behind. The district commander assigned one officer, preferably someone that worked in RAPP, to stay in the district and serve as a contact for the community.

Driven in part by the popularity of the RAPP houses and the success in community policing, Police Chief Rocco Pollutro created a Community Empowerment Policing Unit to pick up where the RAPP houses left off. These units, stationed in each of the city's six districts, consist of six officers that continue the community policing duties of the RAPP officers. Each unit functions as a mini-community policing unit empowered to respond to the unique problems of its district.

Community Policing Background

In addition to the district Community Empowerment Policing Units, the Cleveland Police Department's community policing strategy centers around the Bureau of Community Policing. This section was created in 1977 as the Community Response Unit. Since then, the section has grown in leaps and bounds and includes mini-stations, school programs and other community policing initiatives.

With over \$8 million in grants from the COPS Office, Cleveland has been able to hire or redeploy 134 community policing officers. These additional officers have strengthened the already established 21 neighborhood mini-stations across the city. From these mini-stations, community policing officers partner with neighborhood organizations and members of the community to identify problems, create solutions and mobilize resources to prevent and fight crime in each of these neighborhoods.

The Cleveland mini-station approach has resulted in a number of initiatives, such as:

- Neighborhood Watch
- Home Watch
- Child Watch
- Stop Cleveland Auto Theft (SCAT)
- Gang awareness seminars
- Senior citizen seminars

Preliminary comparisons of statistics for the first RAPP house neighborhood – for 1996 versus 1995 – showed significant decreases in crime. Shots fired in the neighborhood were down 56 percent.

"I have seen a difference: the drug dealers used to pull in a driveway and sell their drugs. Now they don't come down the street" — Hattie Walker, discussing the RAPP house on Brookfield Avenue, where she has lived since 1951. *The Plain Dealer*, November 8, 1996

- Business and residential security surveys
- Bicycle patrols
- Beat/foot patrols

The bureau also serves as a bridge between the police department and the community. It strives to bring greater sensitivity to minority issues and concerns, and greater community awareness about crime and crime prevention strategies.

The School Resource and Education Unit was created recently to bring community policing to Cleveland's schools. The DARE program delivers the anti-drug message to roughly 6,000 fifth graders across the city each year. In September 1997, officers will begin teaching GREAT (Gang Resistance Education And Training) classes to seventh graders. The Child Accident Prevention Program reaches children in kindergarten through third grade.

Cleveland also prevents juvenile delinquency by combating school truancy. About three years ago, truancy was out of control, averaging about 15 percent, or 10,000 students each day. Finding that truants are often responsible for crimes, the police department, school district, teachers, council members, local churches, courts, prosecutors, local government agencies and community organizations all got together to pass legislation that holds parents responsible for truancy violations. For each violation, parents can be fined up to \$150. Soon, judges will have the option of ordering truant students to perform community service. The program has had a big impact on reducing truancy and crime in Cleveland.

Fighting Drugs and Drug-Related Violence

COPS support also has helped to strengthen another anti-drug program, the Cleveland Drug House Task Force. This partnership between the police and the city identifies houses and other locations in which illegal drugs are trafficked. These houses are targeted for closure by using local housing and building laws. Over the past five years, this program has successfully shut down nearly 1,000 drug houses.

Cleveland's overall community policing strategy has launched numerous successful programs. One example, the Summer Drug Offensive, resulted in unprecedented cooperation among the community, the police department and other city departments. The offensive netted 341 drug-related arrests, seized weapons and other contraband, and helped neighborhoods

The Results

board up crack houses and clean streets and vacant lots.

The RAPP house was a phenomenal success. Prior to the arrival of the first house, one of the painful signatures of the Coit Avenue neighborhood was the busy drug traffic on a popular playground for area kids. Neighbors described midnight drug deals and random but constant gunfire. The efforts of the Cleveland Police Department and its community policing officers changed that by empowering the citizens in the neighborhoods.

Preliminary comparisons of statistics for the Coit Avenue neighborhood — for 1996 versus 1995 — showed significant decreases in crime. Shots fired in the neighborhood were down 56 percent. According to the police, suspected drug activity was down 64 percent and civil disputes down 52 percent as well. Interestingly, calls for service rose 100 percent, a sign that residents felt comfortable turning to the police.

This department is reaping the rewards of its 9-year commitment to community policing in a variety of ways. The overall crime rate dropped 3.4 percent from 1995 to 1996. In the same period, murders plummeted by 20.2 percent, rapes by 6.7 percent and aggravated assaults by 9.2 percent. Since 1993, the crime rate has declined 4.7 percent. Cleveland's success serves as a model for other agencies facing similar circumstances under a backdrop of diminishing resources.

CRIME
CRIME

Boston, MA

With a population of 574,000 people, Boston is the largest city in New England. Like other major metropolitan areas, it has fought an uphill battle against violent crime over the last decade. The city witnessed a surge in homicides, as well as gang-related and youth-violence crime rates in the early 1990s. Much of the violence was attributed to the nearly 100 gangs that boasted an estimated 1,300 members. To stem this tide, Boston turned to community policing.

The Strategy

Upon his appointment in 1994, Police Commissioner Paul Evans began a dramatic transformation of the Boston Police Department to proactive policing by working in partnership with Mayor Thomas Menino and every single neighborhood in Boston.

The department's approach has combined aggressive law enforcement with positive prevention and intervention. Building partnerships with local probation officers, parole officers and prosecutors, the department has reached out to other local, state and federal agencies as well. Throughout the city, every parent, community activist, educator and business leader has been encouraged to get involved. Over 400 community members participated in the neighborhood policing strategic planning process. To assist Boston's efforts, the COPS Office has awarded nearly \$12 million in grants to hire or redeploy over 169 officers.

Anti-Gang Initiative

The department has taken gang and youth violence head on, creating solutions that fit well with their overall neighborhood policing strategy.

Hot-spot analysis is employed in four targeted districts that have borne the brunt of gang-related firearms violence by youth, including homicides, shots fired, robberies and aggravated assaults. The police have followed an intervention strategy, working with the community and gang-involved youth, that has sharply cut into this violence.

The Youth Violence Strike Force was developed to lead the implementation of the strategy. Consisting of officers

from the Boston Police Department as well as the Massachusetts State Police; the Massachusetts Bay Transportation Authority; the Boston Housing Authority; the Bureau of Alcohol, Tobacco and Firearms; and the Immigration and Naturalization Service, the Strike Force is a perfect example of multijurisdictional cooperation.

Similarly, Boston created Operation Cease Fire to target and control gang-related violence and firearms trafficking throughout the area. Boston police work hand in hand with the U.S. Attorney's office, the district attorney's office and the federal Drug Enforcement Administration. This effort has been bolstered by a \$750,000 COPS Anti-Gang Initiative grant. The grant has funded a pilot computer system that tracks the illegal sales of firearms to juveniles.

Operation Nightlight is another example of Boston's unique programs to keep youth offenders from going back to a life of crime. Probation officers ride along with police officers at night to make sure that their probationers are not out on the street. By putting these kids on notice that probation violations will be enforced, probation compliance rates have soared.

Boston's comprehensive approach has resulted in fast-track prosecution and incarceration, stronger undercover narcotics operations, surveillance, and better tracking of gangs, guns and violence.

Combating Domestic Violence

The Boston Police Department also was awarded a \$180,000 COPS domestic violence grant. The grant funded a program, called PEACE, that partners the police with the Massachusetts Coalition of Battered Women's Service Groups, the district attorney's office, the Public Health Commission and several other community-based service providers. The project ensures that a coordinated response is available for victims who do not seek help immediately. This proactive approach brings together everyone involved, from the front line to city agencies, to link available services with victims of potential repeat offenders.

Community Policing Training

The Boston Police Department recently received over \$900,000 from a COPS Regional Community Policing Institutes

"Not that long ago, we were seeing shootings on a nightly basis. I think people remember those bad times. And what we tried to do is continually remind them we've gotten where we are because we've worked together." – Police Commissioner Paul F. Evans, *Boston Herald*, May 27, 1997

grant to train other agencies in community policing, with a particular focus on ethics and integrity. The department will partner with the Massachusetts Criminal Justice Training Council and the New England Community-Police Crime Prevention Partners to present basic training in community policing, moral decision making and integrity, and the role of middle managers in community policing. A core feature of the training will be the examination of a department's legacy and how that contributes to integrity and ethics throughout all aspects of policing.

Community Policing Background

The Boston Police Department has worked intensely for the past three years to make community policing a reality. The department itself has decentralized, creating 11 districts within the city. Decentralization allows each district to use a different neighborhood policing strategy tailored to its needs. Within the districts, community policing officers patrol specific beats and hold open meetings with the neighborhood to hear their concerns.

Strategic Planning Design Team

The department created the Strategic Planning and Community Mobilization Project to implement community policing and a citywide, public-safety plan. They did so with tremendous community involvement. Sixteen teams, with a total of 400 participants, were tasked with creating goals, objectives and concrete strategies to support the department's mission to fully integrate community policing into Boston's neighborhoods — fighting crime, reducing fear and improving the quality of life. The 16 teams reflect the community itself, with members of the police force, local clergy, civic and business leaders, educators, and others with a stake in the future of Boston participating.

The planning teams developed a Strategic Plan for Neighborhood Policing. Under the plan, the Boston police now focus their resources in three general areas — intervention, prevention and enforcement.

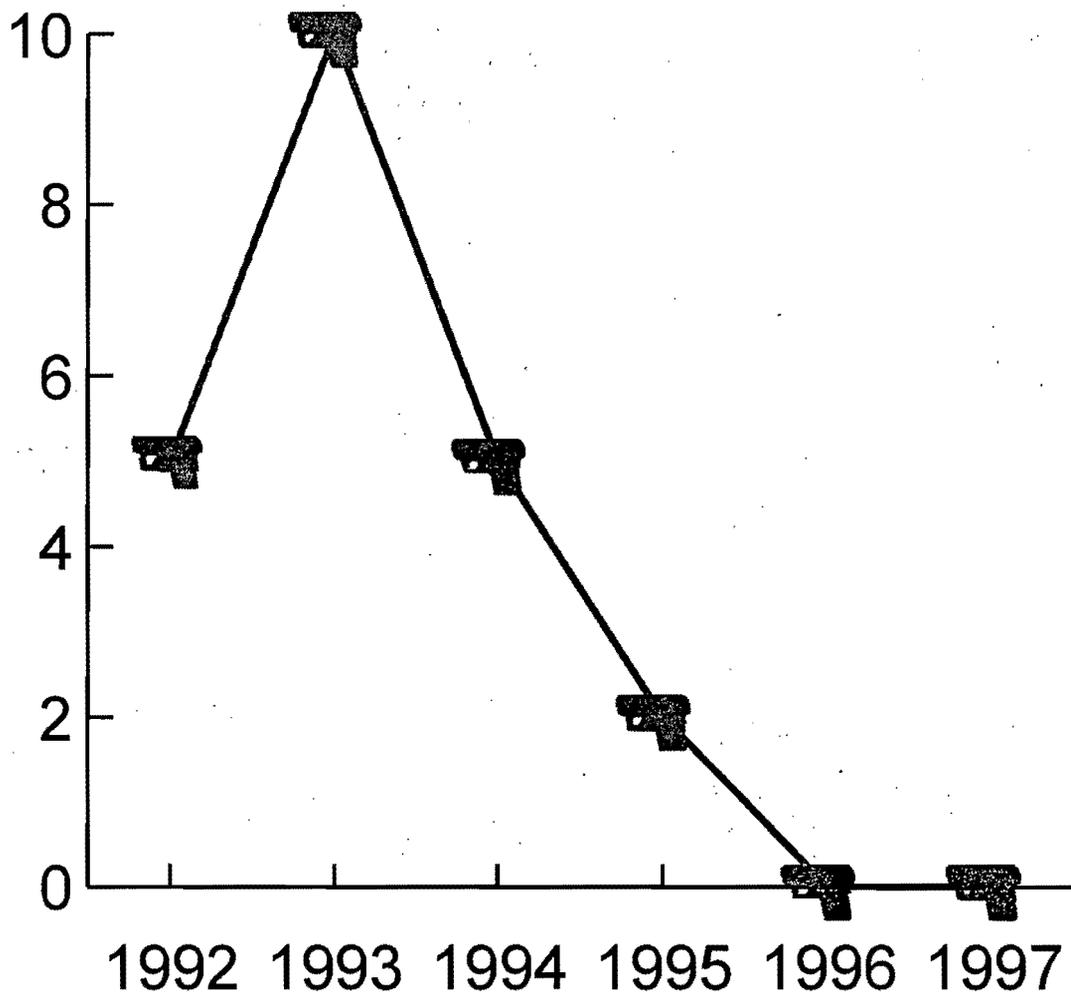
One of the most successful intervention strategies is the Youth Service Providers Network, created with a grant from the Justice Department's Comprehensive Communities Program. This network unites various youth service providers including

"In the past the police worked in isolation. I believe the [crime] numbers are down because of collaboration and communication."

—Mayor Thomas M. Menino, *Boston Herald*,
May 27, 1997

Boston

Juvenile Homicides by Firearm



Crime Act Becomes Law
Assault Weapons Banned
Brady Law Enacted

the Boys and Girls Clubs of Boston, the Boston StreetWorkers and others across Boston. By placing social workers directly in police departments, officers now have a place to refer at-risk youth, 24 hours a day and seven days a week. The network is expanding to include three additional districts.

The Boston Police Student/Youth Athlete Program links the police department with area colleges and universities. Working with five colleges, this program mentors over 200 at-risk youth by showing them a positive alternative to drug use, gangs and other criminal activities. Participating institutions include Boston College, Boston University, Harvard University, Northeastern University and the University of Massachusetts at Boston. Other prevention activities include drug and violence education, recreation and life-skills programming for youth. All police officers receive neighborhood policing training during basic recruit training with follow-up instruction while they are on the force.

The Results

Boston's implementation of community policing strategies, with assistance from the COPS Office, has led to sharp reductions in youth violence crime rates. Every year since 1993, the number of juveniles killed by guns has decreased. Since July 1995, not one juvenile has been killed by a firearm. The arrest rate for juvenile homicides and aggravated assault and battery has fallen 65 percent over the last two years. Violent crimes in the city's public schools decreased 20 percent during the 1995-96 school year. The rate of homicide for those under 24 has dropped as well — nearly 71 percent since 1995.

Across Boston, the crime rate for 1996 reveals a 14.8 percent drop from 1995. From 1993 to 1996, the crime rate dropped 19.3 percent. House break-ins and car thefts hit a 33-year low in the first three months of 1997. When compared to 20 other cities of similar size, the city's homicide rate ranks among the lowest.

The police commissioner credits the reduction in crime to community policing and the growing involvement of citizens in crime prevention. The department's bottom-up approach along with a mix of tough law enforcement, savvy work with youth and a unique brand of community policing have given other cities hope that they too can tackle the difficult and pressing issue of juvenile crime.

3-1-1 Non-Emergency Initiative

Fast approaching its 30th anniversary, the nation's 9-1-1 emergency system has become a victim of its own success in many communities across the country. System overload and inappropriate use of 9-1-1 are the main culprits. President Clinton recognized these concerns and issued a challenge in July 1996 to relieve the burden on 9-1-1. The challenge was daunting for a number of reasons that include:

- Exploding numbers of non-emergency calls to 9-1-1 — estimates of non-emergency calls ranged from 70 percent in Norfolk, Virginia, to 90 percent in Arapahoe County, Colorado
- Increasing incidence of 9-1-1 callers put on hold or answered by a recording — in 1996 alone, some 184,000 Los Angeles callers hung up the phone, discouraged by their inability to get immediate help
- Growing demands on police officers to respond immediately to every 9-1-1 call including non-emergencies — this has hurt the community policing abilities of many agencies as it takes time away from proactive policing and results in totally response-oriented organizations.

Attorney General Reno, the COPS Office and the telecommunications industry answered the President's challenge and are continuing to work to make a three-digit, non-emergency alternative a viable option for America's law enforcement agencies.

Just one month after the President's challenge, the COPS Office formally asked the Federal Communications Commission to reserve 3-1-1 for national non-emergency use. In October 1996, Attorney General Reno helped launch the first pilot project in Baltimore, Maryland. And in February 1997, the Federal Communications Commission approved the COPS Office's request, reserving 3-1-1 as a national non-emergency number available to cities across the United States for use on a voluntary basis.

These efforts have sparked new hope for the future of 9-1-1. The 3-1-1 non-emergency initiative will help relieve the burden on 9-1-1 and allow many law enforcement agencies to get back into their communities and back to a more proactive style of policing.

Baltimore, MD

Baltimore, the nation's 12th largest city with a population of 740,000, serves as the Mid-Atlantic's gateway city to the Northeast and to the South. Unfortunately, the city has experienced many of the same crime problems as other large U.S. cities, including an increased burden on its 9-1-1 emergency system. In 1995, the department fielded roughly 1.7 million calls for service through 9-1-1. Nearly 60 percent were non-emergency in nature. This burden forced the department to react to each and every call and frustrated its ability to provide proactive community policing to its citizens.

The Strategy

A strong partnership was formed in 1996. The Baltimore Police Department, the COPS Office and AT&T embarked on a community policing pilot project to implement the first 3-1-1 system in the nation. In October 1996, aided by \$350,000 from the COPS Office, the system was launched.

Baltimore's 3-1-1 Center now has nine terminals, in addition to the previous 16 set aside for 9-1-1 calls. These terminals are staffed mainly by limited-duty officers who are trained to handle both emergency and non-emergency calls. An intensive public information campaign has helped the public understand and take advantage of the new system.

Baltimore's 3-1-1 Center also is equipped with a cutting-edge technology that will allow Baltimore to expand its operation in the future and direct non-emergency calls straight to the cell phone of an officer walking the beat or to a community policing substation.

A 6-month progress report revealed spectacular results. Baltimore has reported a 20 percent decrease in incoming 9-1-1 calls for police service. The reduction in 9-1-1 use has allowed the emergency phone system to operate more efficiently and effectively. At the same time, the public's use of 3-1-1 has allowed Baltimore police to engage and expand their community policing efforts.

"[People] are learning that if they want safe neighborhoods, they have to help the police make them safe. Community policing doesn't work without the community."

—*Baltimore Sun*, July 10, 1996

Community Policing Background

The Baltimore Police Department provided an ideal setting for the 3-1-1 initiative. The department has engaged in successful community policing since the 1980s. Throughout, the department has helped community policing evolve, demonstrating a willingness to enact new policies and new methods of crime control and prevention. To support these efforts, Baltimore has received \$15.9 million from the COPS Office for the hiring and redeployment of 306 officers.

In August 1995, the department opened police substations modeled on a Japanese policing theory of bringing the officer closer to the community. The substations, called kobans, began with a booth on Howard Street. To continue on that theme, the Baltimore Police Department used a portion of its grant from the COPS Youth Firearms Violence Initiative to devote 24 officers to a Curfew Enforcement Team and Juvenile Violence Crime-Flex Team in two areas where the high truancy rate is matched by gang and drug problems: Park Heights in the northwest district and Cherry Hill in the southern district. In addition to enforcing curfew laws, the teams are working with local schools to identify and deter curfew and truancy violators and have targeted places where illicit juvenile activities are often concentrated: playgrounds, the streets and schools. The two communities offer youths a recreation center with available computers and officers on duty from 2-10 p.m. on school nights.

Police officers and volunteers work together to patrol public housing developments throughout the city. Working with the police department, the Housing Authority Police Force ensures that maintenance and repairs in public housing projects are dealt with expeditiously, making them less attractive to would-be criminals. These efforts have proved successful — since the project was formed in 1987, index crimes and calls for service have dropped.

In 1994, the Baltimore Police Department started a Police Athletic League (PAL) to encourage officer interaction with local youth through sports and recreation. Later, the PAL built the modern AGORASPACE complex that can accommodate numerous sports simultaneously. This complex is staffed by full-time officers working with community volunteers. The facility does not only accommodate sports — it is also a place where young people can work on preventing violence while promoting their social and interpersonal skills.

“311 has given officers more discretionary time, allowing them to become even more proactive, as we continue to target violent crime and violent crime offenders.” — Police Commissioner Thomas Frazier, Newsbytes News Network, May 23, 1997

Recently, Baltimore became part of the Hot Spot Communities Initiative. These patrols team state troopers with city police to target violent crime. The city will choose five of the highest crime areas and get assistance from the Maryland State Police in crime-fighting efforts and community programs. This marks another nontraditional partnership for the Baltimore Police Department. Their commitment to innovative practices is evident in their diverse projects and partnerships.

The Results

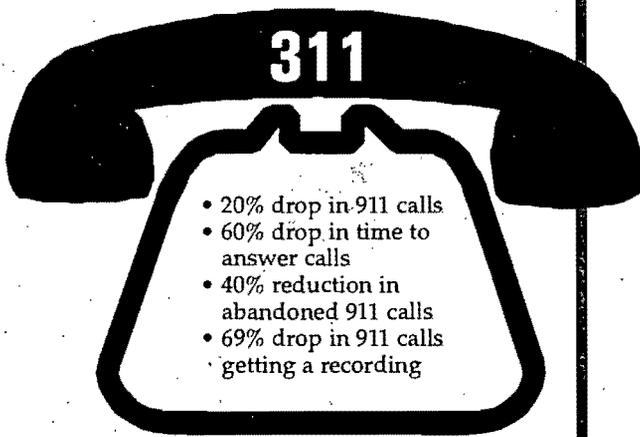
Baltimore has been profoundly successful in implementing a three-digit, non-emergency number. To date, specific results include:

- 60 percent decrease in the average time it takes for a dispatcher to answer citizen calls
- 5 percent decrease in dispatch of patrol cars, reversing a rising trend
- 40 percent reduction in abandoned 9-1-1 calls
- 69 percent reduction in 9-1-1 callers receiving a recording

Many other communities across the nation are now planning to take advantage of the 3-1-1 system.

Baltimore also has experienced a 4.3 percent decline in crime rates from 1993 to 1996. Their success in recent years is even more impressive, from 1995 to 1996, the crime rate went down 9.9 percent.

The Baltimore Police Department's long-term commitment to community policing has established it as a leader in the field, willing to incorporate new ideas and strategies in an effort to better serve their community.



The case of the missing cops

The plan for 100,000 patrolmen is flat-footed.

BY JEFF GLASSER

Potsdam, Ohio, (population 250) consists of 100 houses scattered around two principal streets: Main and Cross. There are no stoplights, stores, gas stations, or restaurants. Yet from October to February, this tiny village northwest of Dayton employed 11 police officers, three full time and eight part time. At 1 cop for every 35 residents (the national average: 1 officer per 400 residents), Potsdam, at least in theory, was America's most tightly patrolled town. "We didn't live here so we could live like we was under martial law," says resident Randy Bennett, 39, who led a successful campaign to suspend the bloated department.

How did this wee hamlet end up with so many cops that residents revolted? In this case, there was an \$8.8 billion pot of federal money for extra officers—courtesy of the Clinton administration—and Potsdam's police chief, Bobby Chaney, asked for a \$300,000 chunk. He said his department needed seven new cops because it planned to take over law enforcement in Union Township, which has more than 10,000 residents. Chaney's explanation was as preposterous as Staten Island claiming to police Manhattan. A simple phone call by the feds would have established that Union a year earlier had laughingly rejected Potsdam's offer. Yet the Justice Department's Community Oriented Policing Services (COPS) program forked over the funds without checking.

Potsdam isn't the only place the feds have funneled COPS funds seemingly for the asking. Minnesota hired officers basically to tell Vietnamese immigrants how many fish they can catch in the state's lakes. Illinois sent troopers to cut cornstalks. Appleton, Wis., dispatched a full-time cop to monitor three elementary schools. And Florida sent cops to protect a coral "community." What's going on? Critics, including architects of the federal

cash-for-cops program, say this is a classic case of politics trumping reality and lofty promises built on faulty premises. "I really felt we were wasting \$1 billion," says Kalee Kreider, who wrote the first COPS grants briefing books but left the post disillusioned a year later. "I thought it was criminal."

Funny numbers. President Clinton in 1994 pledged to put 100,000 new police officers on the street "to reduce violence and prevent crime." (Vice President Gore



SHANNON O'BRIEN—DAYTON DAILY NEWS

echoed the call earlier this year, proposing to pad the rosters with an additional 50,000 patrols.) But six years later, the program is still at least 40,000 officers short of its goal, and former government officials are questioning whether it will ever measure up, let alone by the end of this year as promised. "I have my doubts," says ex-Inspector General Michael Bromwich, whose office audited 149 grant recipients and issued a report about COPS's shortcomings last year. Even if it does, there's no guarantee it will make a dent. "It's claiming ownership for a reduction in crime that nobody can quite account for," says Phil Heymann, former deputy attorney general in the Clinton Justice Department, who notes there's no definitive evidence linking more cops to a drop in crime.

COPS officials insist that most of the new police officers are on the front lines preventing crime, even though more than half of the federal grants have gone to hal-

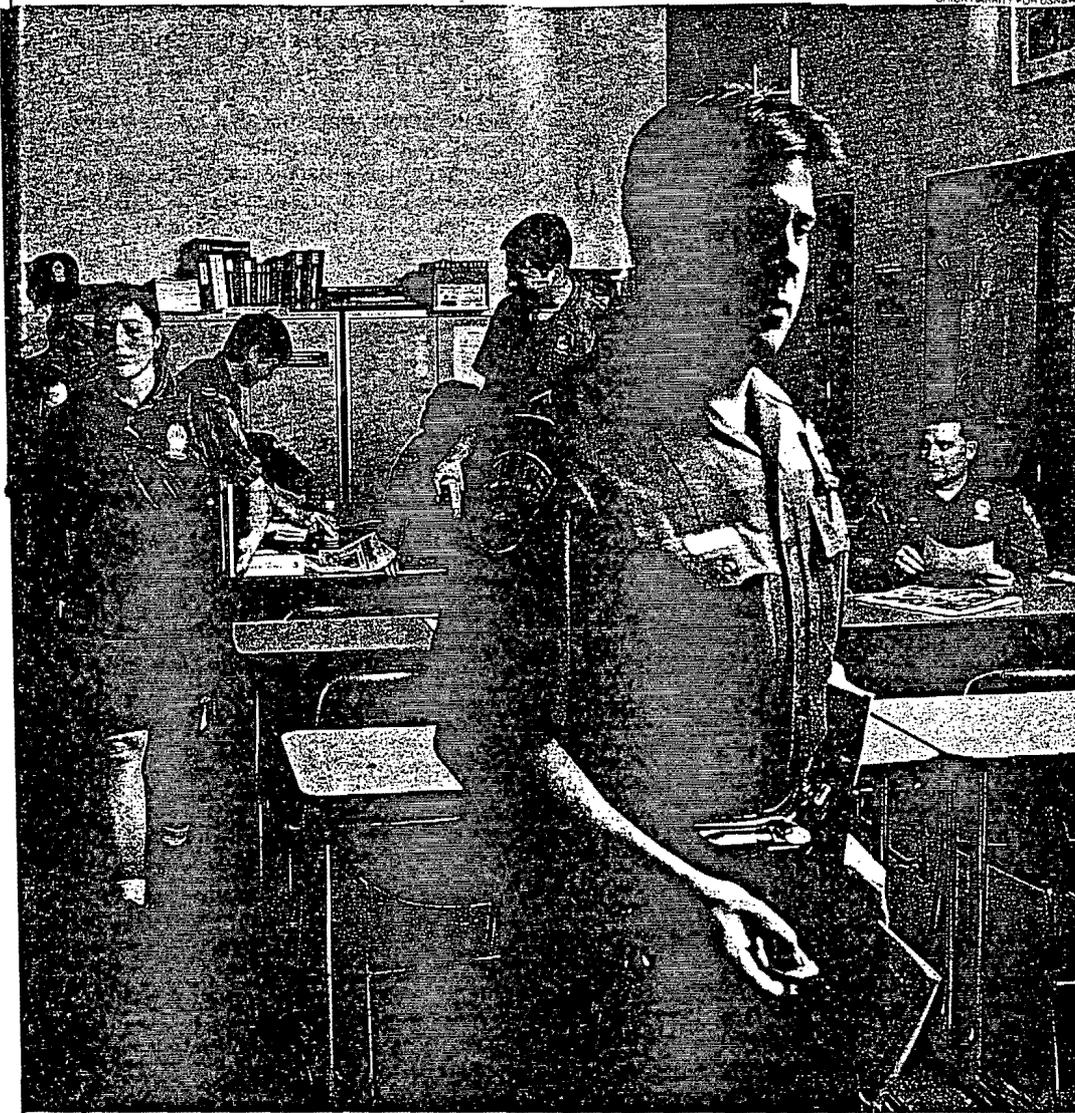


Police business: Potsdam chief Chaney (left); Arlington, Va., police headquarters ● COPS: "There's no accountability."

cyon jurisdictions with low crime rates and fewer than 10,000 residents. Thomas Frazier, who heads COPS, says the awards are designed to help "implement effective community policing before we get to astronomical crime rates." If COPS only targeted high-crime areas, he says, "you're closing the gate after the horse is gone."

Kreider doesn't see it that way. She says the program was troubled almost from the beginning; that President Clinton gave the small COPS staff too little time—12 days from when crime-bill monies became available in 1994—to fund 5,000 police officers. Unable to act that quickly, COPS's officials fudged it, says Kreider, throwing some 2,080 cops previously hired under other federal programs into the tally

Crime - 100,000 COPS



and then picking through applications rejected by a competitive 1993 police hiring program to come up with 2,770 more. Staffers became even sloppier during the next round of funding, says Kreider, adopting "a statistician's recipe" for approving grants, "in two days or less" instead of considering jurisdictions' crime rates as they had previously done. ("Follow directions carefully," the recipe said, "makes several thousand servings.") COPS workers were in such a rush to dole out funds, Kreider says, that they approved almost any application accompanied by a one-page letter of intent. It was such a snap to get bucks that Kreider says staffers constantly worried a reporter would send in a bogus request that would be approved. (None did.) Some 11,000 towns and cities received funding through this simplified process; more than 1,000 of the smaller ones ultimately backed out. "There's no accountability," says Samuel

Walker, a Nebraska criminologist. "... It's a wholly politically driven process."

Not so, say COPS officials, who insist the program has made a difference. They point to places like a housing project in Oakland, Calif., where murders stopped, assaults dropped 85 percent, and drug possession and sales went down 87 percent after COPS-supported officers came on board. They say the program also funded technology upgrades that aided cops. In Denver, for instance, new networked laptops in squad cars shaved the amount of time it takes for officers to access license inquiries and other information from 30 minutes to two to three minutes. New York City claims it saved 1.1 million man-hours by updating its booking and records management systems. The money "has had a very positive effect," says New York City Police Commissioner Howard Safir.

But the technology grants haven't always gone to the most needy places. For exam-

ple, tony Beverly Hills received more than \$554,000 in COPS cash in 1998. Federal money also poured into ritzy vacation spots like Nantucket, Mass., and Steamboat Springs, Colo. Kreider says COPS staffers were so skeptical of 11,000 of the tech awards—used to hire civilians and purchase computer systems, yet counted as part of the 60,000 new officers—that they called them "CPIG," short for Community Police Improvement Grants.

Craig Uchida, a COPS senior career official from 1994 to 1997, praises the program for giving community policing a boost but admits it should have been better managed. "There's too much political advantage to the office," he says. "No one in their right mind would say, 'Let's cut the COPS office.' Whether it's been effective or not doesn't matter."

Local backlash. Maybe not in Washington—but it certainly matters in Potsdam. Residents there started balking when they learned the village would have to come up with almost \$100,000 to pay its share of the federal grant. Police Chief Chaney proposed raising the match by launching Driving Under the Influence checkpoints, issuing speed citations, and making the village eligible for

asset forfeiture funds through a K-9 unit, which would sniff out drugs on local roads. "It would have been top notch," says Chaney, insisting he was just trying to keep a lid on crime. But residents were not impressed: 80 out of 100 polled opposed fattening the force, agreeing with a *Dayton Daily News* headline that tagged the chief's grand scheme "Mad Stop."

What really got them angry, though, was another potential money raiser floated in Potsdam's grant application: a local tax. Outraged residents flocked to council meetings, prompting the panel to return the \$300,000 grant and, in February, suspend the police department's operations. So far, Potsdam seems none the worse—and most locals are not the least bit worried about crime. "We don't have anyone now, and we're doing all right," says resident Sue Wall. "I'm not going to raise my taxes for something we don't need." ●

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

October 9, 1997

REMARKS BY THE PRESIDENT
TO NAPO TOP COPS

The Rose Garden

10:35 A.M. EDT

THE PRESIDENT: Thank you very much. Good morning. Madam Attorney General, Tom Scotto, Bob Scully, the Executive Director of NAPO, and the other officers -- Ray Kelly, and Mr. Feldman and the other members of your organization who are here. I want to thank the previous speakers for their comments and, more importantly, for the work they have done to bring us to this day.

I'm delighted to welcome you to the White House to once again honor our nation's courageous Top Cops and to emphasize the importance of the breakthrough we are announcing today in our efforts to protect children from gun violence.

Four and a half years ago, we committed ourselves as an administration to take back our streets from crime and violence. We put in place a comprehensive plan based on what law enforcement officers were already trying to do in communities all across America -- to put 100,000 new community police officers on our streets, to put tough new penalties on our books, to steer our young people away from crime and gangs and guns, and to keep guns out of the hands of criminals.

We've made real progress. Just last week, as the Attorney General said, we learned our nation's murder rate has fallen to the lowest point in more than a generation. And for the fifth year in a row, violent crime and property crime have dropped nationwide. These are encouraging trends and it is clear what is working. One big reason we're turning back the tide of crime is because we're blessed with the kind of outstanding police officers who are standing with me today.

Every year I look forward to meeting with the winners of the nation's Top Cop Awards. NAPO does a great job in picking these people for what they have done. It's an honor to shake hands and look into the eyes of true American heroes. Nominated by their fellow officers, selected from among hundreds of worthy nominees, the Top Cops assembled here today represent America's finest.

To say that their courage and devotion has gone beyond the call of duty is indeed an understatement. From rescuing wounded detention officers during a brutal prison riot, to saving hundreds of plant workers under threat from a deranged sniper, you have risked your lives to protect ours. On behalf of a grateful and admiring nation, I say thank you and congratulations to our Top Cops and to their families. (Applause.)

During my time in office, one of the things we've tried to do to work with law enforcement is to help to protect our children from the horror of accidental deaths from unlocked guns. Communities all across our nation have suffered devastating losses when a child playing with a parent's gun accidentally takes the life of a brother, a sister or a playmate. According to a recent study released by the Justice Department, 22 million privately-owned handguns are kept both loaded and unlocked, which helps to explain why every year about 1,500

MORE

children are treated in hospital emergency rooms for unintentional gun injuries. In 1994 alone, nearly 200 children died from accidental gunshot wounds.

In March, I directed that guns issued to all federal law enforcement officials, including the FBI, the ATF, the DEA and Customs agents, be equipped with child safety locks. And by next week, every agency will have fully complied. When I announced this policy, I said if it's good enough for law enforcement, it should be good enough for all our citizens. Today, because of the voluntary action of the firearms industry, millions of our citizens will receive this protection. I'm pleased to announce that eight of the largest handgun manufacturers will now provide child safety devices with every new handgun they sell. This will affect eight of 10 handguns made in America, and it will save many young lives.

We have today with us leaders from these eight companies: Smith and Wesson, Glock, Beretta, Taurus Firearms, Heckler & Koch, H & R 1871, SigArms and O.F. Mossberg & Sons. I'd like to ask them to stand so that we can thank them for their commitment. Please stand up. (Applause.) Thank you very much for your example and your leadership. I hope soon our other handgun makers will follow your lead.

As is well-known, this administration and the gun industry from time to time have stood on different sides of various issues -- the Brady law, the assault weapons ban -- and there may be other disagreements in the future. But today, as has already been said by your representative, today we stand together and stand with the law enforcement community to do what we all know is right for our children.

I should add, as the Attorney General has already said, there are many members of Congress who have worked with us to advance this issue of child safety locks, and I want to thank them as well.

Now, we must work together to do more, to protect our children from the scourge of violent crime and especially from crimes committed by other young people. This is now my highest law enforcement priority. We must provide for more prosecutors and probation officers, tougher penalties, and also better gang prevention efforts, including after-school programs, so that the young people have something to say yes to and some way of staying out of trouble. And we should prohibit violent teenagers from buying guns once they become adults -- the same proscriptions of the Brady law should apply to them.

We, also, of course, will never be able to supplant the work that must be done by parents in working hard to teach their children that no matter how hard it is, they must do the right thing and reject the wrong course.

For too many years, our people feared that crime would always grow and grow, that nothing could be done to stem lawlessness and violence. But working together -- police and parents, public officials and responsible industry leaders -- we are making a difference in the lives of our families.

I especially want to thank, again, the Top Cops for their truly heroic contributions. And, through them, I thank all the others who might well have been here today, but who still do their jobs every day and also deserve our thanks, in every community in this country. Because of that kind of bravery every day, America is moving forward into a new century with safer streets and much, much greater peace of mind.

Thank you very much and God bless you. (Applause.)

END

10:54 A.M. EDT

Crime -
100,000 police

Law & Order

Counting Toward 100,000 More Police

By ROBERTO SURO
Washington Post Staff Writer

With just a year to go on President Clinton's six-year pledge to put an additional 100,000 police officers on America's streets, \$5 billion in federal grants has been awarded but only 50,139 officers have been hired and put on the beat, according to a recent audit by the inspector general of the Justice Department.

The audit concluded that 78 percent of the police departments participating in one of the major grant programs could not show that they had redeployed officers into the community policing programs the Clinton administration supports. The police officer initiative was enacted by Congress in 1994 as part of the big crime bill passed that year and authorized spending of \$8.8 billion to meet the goal of 100,000 new officers. Under the Community Oriented Policing Services (COPS) program, most grants last for three years and local jurisdictions are supposed to pick up the costs after that.

The inspector general found that 68 percent of the departments audited did not have programs in place to retain officers after their federal money ran out.

"If COPS positions are not retained beyond the conclusion of the grant, then COPS will have been a short-lived phenomena, rather than helping to launch a lasting change in policing," the audit stated.

The COPS office at Justice responded that it had already changed its policy to require retention programs. Although grant recipients have not been required to track the redeployment of officers to community policy programs, COPS said it "does not believe that widespread non-redeployment is in fact occurring."

As to the bottom-line number that President Clinton touted during his 1996 reelection campaign, the inspector general's audit stated, "the exact nature of the goal has become confused."

The president had promised to put 100,000 new officers on the street. Meanwhile, the audit cited "recent statements made to us by COPS officials who state that the goal is to fund 100,000 new officers." By that standard, grants have funded the hiring or redeployment of 92,000 officers, which brings the goal much closer, even if there are fewer real cops on real streets.

The Justice Department finally declared a truce

in a public integrity case that had turned politics on its ear in Houston. On July 30, 1997, an indictment was returned against two members of the city council, two former council members and two lobbyists in a bribery conspiracy case. The defendants had been snared in an FBI undercover operation in which a \$50,000 bribe was solicited from a fictional company to ensure favorable treatment in a major city contract.

The first trial ended in a hung jury and a mistrial a year ago, and the case against one of the defendants was dismissed. Two of the most prominent defendants, Ben T. Reyes, a former city councilman

and one of the most prominent Latino politicians in Texas, and Elizabeth Maldonado, a former port commissioner and lobbyist, were tried and convicted last December. A second trial of the remaining three defendants ended in another hung jury on May 12, and last week, the department announced that it was not taking another shot.

There's more to prosecuting and defending than, well, prosecuting and defending, Attorney General Janet Reno told the future lawyers at the Tulane Law

School commencement on May 21. Here's some of what she said:

"One of the things I think is important is in developing skills that lawyers generally don't have . . .

"Let me give you an example of what I am talking about.

"When we deal with an angry young man who's been arrested for possession of drugs, the prosecutor too often thinks that she has won a victory when she gets that person convicted, only to ignore the fact that there are not enough prison cells to house the person for the length of time that the judge is sentencing them and there are not enough treatment programs to do something about the problem that got the person into the jail in the first place.

"The public defender . . . on the other hand, thinks he won the case when he gets his client off on a motion to dismiss, ignoring the fact that he has done nothing to get him treatment to check the crack addiction that is a worse prison than the prison he might otherwise go to.

"Why not solve the problem? Why not bring peace? The prosecutor and the public defender who come together in the future as problem-solvers to figure out what we do together to get that person off of the addiction and into recovery and into a secure job and into the future are going to be the leaders of the next century."



The Washington Post

TUESDAY, JUNE 1, 1999

Reflection, Recreation Are Ways to Fill the Day

Memories Made And Recalled

By JOHN W. FOUNTAIN
Washington Post Staff Writer

On Memorial Day, the president visits Arlington. Pratueng Taylor, 65, retreats to the tranquil banks of the muddy Anacostia River. And Keyah Metts, 17, turns on the fire hydrant for the children in her Southeast Washington neighborhood.

So yesterday, President Clinton touched a wreath and bowed his head. Taylor cast her fishhook into the river. And small children in Metts's neighborhood frolicked barefoot in the raging white water that spouted from a dark green hydrant and gushed down the street like a stream, even glistening some. In the afternoon sun. On this day.

It was sun-drenched and muggy, with an occasional breeze that whipped the star-spangled flags draped at the Tomb of the Unknowns. That blew beneath the shade tree on the east side of the Anacostia River, where Taylor sat in a folding chair, staring out at the ripples in the water. That carried the scent of summer to Metts's corner of the world.

A day of reflection. A time to honor. A time, for some, to cry. A time to treasure simple things like water, wind, sun, life and memories. For laying wreaths and roses. And the time for feeling whole again.

The Memorial Day celebrations across the Washington area yesterday were as different as the people themselves. But there was uniformity in purpose. Oneness in heart. A kindred spirit.

At Arlington National Cemetery, Clinton's words echoed above a sea of white headstones. There was the "Hymn to the Fallen," "The Star-Spangled Banner," "The Last Full Measure of Devotion." The guns had sounded earlier in salute to the fallen soldiers. The honor guards held their mannequin-like poses through the unrelenting heat, beads of sweat. The United States Air Force Band and the

Singing Sergeants were heavenly. The ceremony, breathlessly patriotic.

"So, my fellow Americans, if today is a day for history, it is also a day to honor those who lie here and in countless other places all across the world in marked and unmarked graves," Clinton said.

Then taps. The retiring of the colors. "Amazing Grace."

It was grace that saved Byron Schlag, and a good parachute, the World War II veteran remembered after the ceremony. The B-17 Flying Fortress had been hit in midair, severed at the tail by another B17 on the way back from a bombing run over Germany. A crew of nine men was on board. Schlag, a young tail gunner, plummeted 23,000 feet but managed to leap out at 1,000 feet. He was one of only two survivors. Schlag, 74, and Jim Frankosky, 80, were flag bearers at the ceremony.

"This day has a special memory," Schlag said, fighting back tears, his voice cracking, while his friend searched under a green canopy where wreaths had been laid. "I lost my crew."

A few minutes later, Frankosky strolled over with heartening news.

"I found our wreath," he said. "It's beautiful."

The river glistened, despite the mud.

Surrounded by wild grass and sitting under a shade tree, Taylor passed the afternoon with a couple fishhooks in the water. A native of Thailand, she came to the United States on Nov. 18, 1972.

"I'll never forget," she said, wearing blue cutoff shorts and a blue print blouse that ever so often fluttered in the wind. "I came to the U.S. because I loved my husband."

As a young woman in Thailand, she met Clyde Taylor, then a member of the U.S. Air Force, Nov. 18, 1972. But there is another date that Taylor can't forget. One that weighed on her mind yesterday, especially yesterday, Aug. 19, 1983. It is the day her husband died of cancer, she said.

Earlier in the day, Taylor visited Arlington Cemetery, where her husband is buried. She laid a heart-shaped wreath at his headstone, then went home to Anacostia, and to the serene shore of the river.

"Every Memorial Day, I come down here and be by myself and think," she said at the bank, relishing memories like the cool breeze.

A few yards from Taylor, two young Marines grilled chicken under a shade tree, the convertible top down on the red sports car, music playing. Lance Cpls. Greg Bolden, 20, and Desmond Onezine, 21, said they will be shipping out by the end of the year, aware that their duty could call for making the ultimate sacrifice.

"If we have to, we'll have to go, and handle our business with the enemy," Bolden said. "You can't really think about it, but at the same time, it has to be in the back of your mind."

There was nothing but fun on their minds.

Barefoot and wet, a half-dozen small children splashed in the cold water that shot from the fire hydrant at Horner Place and Upsal Street SE, this Memorial Day fading with each passing hour.

"I love it," said Shambriel Metts, 5. "It's fun." Shambriel's aunt, Keyah Metts, stood nearby, watching the children play, making memories on a hot day at the end of May.

"That's it," Metts said. "That's our Memorial Day."

Crime -
100,000
COPS

Robert J. Samuelson

The New Pork Barrel

The real scandal of campaign finance is not the frantic pursuit of private contributions by candidates and parties—a much overreported story—but the quiet conversion of some large federal programs into tax-supported vehicles for political sloganeering. When examined critically, these programs provide few (if any) genuine public benefits. They merely create the mirage that elected officials are attacking some pressing national problem. The result is tax-subsidized political propaganda on a massive scale. The costs dwarf all private campaign contributions.

A good example is COPS, the Clinton administration's program to put 100,000 more police on the street. (The label stands for Community Oriented Policing Services.) Through fiscal 2000, the program will cost about \$7.5 billion. By contrast, all campaign spending for 1998 congressional races totaled roughly \$1.5 billion, says Michael Malbin, executive director of the Campaign Finance Institute in Washington.

COPS has paid big political dividends. It has helped the Clinton administration wrest the crime issue from Republicans. "We cut crime with 100,000 community police," the president said in his State of the Union address. The boast is now standard political rhetoric.

The trouble is that the claim is mostly make-believe. Crime's drop started in 1992. Congress didn't pass COPS until 1994. The Justice Department estimates that it takes about 18 months for new police officers to be trained and reach the street. In 1996, the program claimed to have put 20,000 extra police on the street. The latest official claim is (contrary to Clinton) only 60,000. This is out of more than 650,000 state and local police officers.

Even this overstates COPS' impact, because many of these police would have been hired anyway. Under the program, localities get up to \$75,000 to pay for up to three-quarters of the first three years' cost of new officers.

After that, the subsidy stops. To think that COPS permanently raised the number of police, you have to believe that local governments are so stupid that they

can't see beyond three years. Localities have been expanding their police forces since the early 1980s. From 1988 to 1995, the number of officers rose about 100,000 or roughly 20 percent. At most, COPS probably accelerated the hiring of some new officers.

COPS epitomizes what might be called the "new pork barrel." Politicians once appealed to voters through bricks and mortar: a new highway or military base. This continues, but politicians now need something more. They must impress a broader public that pays only passing attention to government. They need to seem concerned and engaged. Government programs are increasingly crafted for their political symbolism, not their real benefits.

You might think that the siphoning of billions of taxpayer dollars to subsidize political sound bites would merit some public scrutiny. It does—but not much.

Propaganda disguised as a government program.

The COPS programs recently inspired two lengthy and skeptical press reports: one in the Wall Street Journal by Joe Mathews, the other in Legal Times by T. R. Goldman. These, however, are exceptions. The press and "watchdog" groups like Common Cause are generally uninterested. They're too busy chasing the "scandal" of private campaign contributions. Of course, the sheer number of contributors dilutes the power of any individual or group. But the "scandal" endures because the morality tale seems so simple: Private money corrupts the public good.

The larger corruption—the misuse of public funds for political self-promotion—is minimized as "politics as usual." Well, maybe. But there is something new here. Traditionally, politicians have courted constituencies with new benefits. The idea is to win votes by making people feel grateful. There's still plenty

of this. If Congress passes Medicare drug coverage, for instance, millions of retirees will gain. But "new pork barrel" programs don't fit this description. They mainly benefit politicians.

Even many older programs now follow this new political logic. Consider the minimum wage. People think it's an easy way to reduce poverty. It isn't. Many minimum-wage earners are middle-class teenagers. Some poor workers receive higher wages, but the higher minimum wage causes some to lose their jobs. On balance, the benefit for the poor is slight or nonexistent. The mass of Americans, however, think the poor are helped. So Congress may raise the minimum from \$5.15 to \$6.15 an hour.

Another example is the recent \$7 billion "emergency" farm aid legislation. It is supposed to rescue farmers from disastrously low grain prices. In the short run, it will provide financial relief. But in the long run, it won't save many family farms. We know this, because massive subsidies since the 1930s have not prevented the decimation of family farms. From 1935 to 1970, the number of U.S. farms dropped from 6.8 million to 3 million; by 1997, the figure was only 1.9 million. The subsidies haven't been powerful enough to override the forces—mainly mechanization—that have made for bigger, lower-cost farms.

Still, Congress passes the subsidies. (No one, incidentally, argues they're needed for food production. Corn, wheat and cotton would be grown massively without them.) Everyone sympathizes with hard-working family farmers. They are part of the country's folklore. Hardly anyone in Congress wants to be seen as worsening their plight, especially in an election year. That would seem cruel.

Politicians—not farmers—are the main beneficiaries of farm subsidies. Public policy increasingly becomes public relations. The idea is not to do good. It is to look good. The best part is that the PR is paid by taxpayers or, when done by regulation, invisibly by businesses and consumers. This, however, is not a scandal, because it is too common and too complicated for anyone to notice or care.

David Ignatius

Biotech Bubble

How can society harvest the miracles of biotechnology without creating the same kind of investment bubble that accompanied the Internet boom? That's one of the practical questions that follow Monday's proclamation by our scientist-in-chief, Bill Clinton, that researchers have decoded the fundamental alphabet of life, the human genome.

Monday's announcement implicitly recognized the unusual partnership of business and science. Clinton was flanked by the leaders of the public and private teams of scientists that separately produced "rough drafts" of the genome, Francis S. Collins of the Human Genome Project and J. Craig Venter of Celera Genomics.

Rarely have pure science and crass commerce been so usefully intertwined. It was competitive pressure from Celera, after all, that made Monday's breakthrough possible. Until Venter and his stock-option-crazed biologists came along, public science was predicting that it would take another five years to complete the mapping of the human genome.

What's driving the process is a productive combination of greed and creativity. The commercial drug market totals more than \$300 billion a year, and this vast industry is about to be transformed: Biotechnology will create drugs that are like precisely calibrated wrenches—able to unlock diseases we now try to destroy with the equivalent of dynamite or a blowtorch.

So how can investors avoid more of the volatile swings that have accompanied the technology boom? The answer is that they probably can't. Markets don't move in smooth, incremental steps but in sudden bursts of enthusiasm and despair. Investors race to profit from new technologies—and then race for shelter when trouble hits.

Still, people can learn from the experience of the past few years, and avoid making some obvious mistakes. A starting point is to understand the ways that biotech is like the computer-Internet revolution, and the ways it's different. Above all, they should understand that the life sciences won't produce any instantaneous "killer apps."

One obvious shared trait is an entrepreneurial start-up culture. Smart biologists are just as motivated by the marketplace as smart computer scientists. And there's a similar willingness in both industries to take big risks in pursuit of big rewards.

But when you look deeper, the two industries may have more differences than similarities. "The biggest false analogy is between . . . companies that study the genome and software companies," argues William Haseltine, the chief executive of Human Genome Sciences. He argues that the two markets are "incomparably different in size," with hundreds of millions of potential customers for software and just a handful of big drug

companies and other potential buyers of information about the genome.

Biotech, partly for that reason, probably won't produce behemoths such as Microsoft or Cisco Systems that can seize control of a particular wave of technology and dominate the market until the wave crests. Instead, there are likely to be many dozens of smaller companies, each owning patents to particular genes that can produce life-saving drugs.

The time horizons are vastly different for the two industries, as well. Silicon Valley entrepreneurs like to boast that they work on "Internet time," with product lives that are measured in months rather than years. In the biotech world, in contrast, it can take 10 years of careful testing and development before a laboratory breakthrough results in a usable commercial drug.

"Nobody is going to get rich overnight in this industry," says Haseltine. "The people who join these companies are in it for the long haul."

Another big difference is in the nature of the product—the underlying intellectual property that's being licensed and sold. The Internet revolution has been driven by ideas that are in many ways ephemeral—a catchy name like "Yahoo," or the first company to offer "one-click shopping" for books and records, such as Amazon.com.

With biotech, the product is a therapeutic gene or protein or chemical compound that can be precisely described and patented. Of the roughly 100,000 genes in the human genome, only about 1,000 have been patented, and patent applications have been filed for another 10,000 or so, says Haseltine. But to receive a patent, he notes, an applicant must show that a discovery is "new," that it's "useful" and that it can be "enabled" so others can use it, too. And that requires a clear understanding of precisely how it works in the body to cure disease.

Once such a patent has been obtained, investors have reason to wait many years for revenues to start flowing. They know they own something real, which hasn't been the case with many of the mercurial dot-com companies.

A final, crucial difference is that government has a decisive role in biotechnology. The Microsoft case caused convulsions because government antitrust rules intruded on an industry that had been largely free from regulation. But for biotech, the regulatory embrace is inescapable.

Technology companies thrive by taking risks. But in biotech, this entrepreneurial culture will have to coexist with the bureaucratic culture of the Food and Drug Administration, which exists to avoid risks. Investors who forget that—and look for a quick payoff from biotech—may be reaching for the aspirin bottle.

Crime
100,000 Police

Crime Story

Despite Its Successes, COPS Program Suffers Its Keystone Moments

Mission to Put 100,000 Police On the Nation's Streets Doesn't Quite Add Up

Taking the Rap in Missouri

By JOE MATTHEWS

Staff Reporter of THE WALL STREET JOURNAL

OLYMPIAN VILLAGE, Mo. — Before the Clinton administration launched its high-profile 1994 initiative to put 100,000 new cops on the nation's streets, this quiet, isolated hamlet of 752 residents didn't even have a full-time police force. But like the thousands of other U.S. localities that got wind of the COPS initiative, it couldn't resist applying for the federal law-enforcement grants.

Soon enough, Olympian Village had itself a department of five federally funded officers — and an Olympic-size public-relations disaster. The new chief kicked a resident in the face over a dispute involving an unkempt lawn. His replacement turned out to be a former bounty hunter who was on probation in Illinois for criminal destruction of property. The rest of the new force devoted most of its time to a speed trap that proved lucrative enough for the city treasury but offended residents so mightily that they called the Federal Bureau of Investigation. The trap, it turns out, was patently illegal — it was set up on county, not city, property.

Earlier this year, exasperated aldermen, admitting that they should have watched their police more closely, shut down the department and dismissed all five officers. But that hasn't stopped the Justice Department from including the village's defunct force in its count of officers added to the nation's streets over the past six years.

"I don't think there's anything here for the federal government to be proud of," says Joe Micciché, a former St. Louis police officer who served on Olympian Village's short-lived force.

Remember COPS?

Known formally as the Community Oriented Policing Services, COPS is an \$8.8 billion federal grant program billed as a groundbreaking effort to expand community policing. About 12,000 of America's 18,000 local and state police departments applied and received money as part of the 1994 Crime Act. President Clinton regularly declares that his administration added 100,000 officers to the streets "ahead of schedule." And Vice President Gore, who has proposed extending the program's authorization for five more years and adding 50,000 more police, credits COPS for helping to make America "safer than it has been in decades."

But a close examination of COPS, using state and local audits of COPS grants and the Justice Department's own data, undermines those claims. Though they have produced noted successes in many cities, COPS grants have been misused by some localities, spawning delays, miscues and scandals, especially in the small cities that receive the balance of the awards.

The cities' struggles to meet COPS mandates are reflected in the officer count. The Justice Department, which once promised to have all 100,000 officers on the street by the year 2000, now acknowledges that only 49,000 new COPS cops are out there. The number jumps to 60,000 if you count the 11,000 who are "redeployed" — not new police but rather the government's estimate of the officer time saved — in years — by COPS grants for computers, updated equipment and civilian employees. What's more, Justice boosts its count by including about 2,000 policemen hired under a federal program that preceded COPS.

Moreover, in some large departments, rising attrition rates have surpassed the inflow of new COPS hires, diluting the program's impact on the overall size of many forces. And the COPS grants themselves don't guarantee a permanent boost to cities. The grants expire after three years and carry no requirement to retain the officers long term. Depending on which office at the Justice Department is doing the math, the government estimates that anywhere from 5,000 to 13,000 COPS-funded positions will be lost this way.

Mr. Gore's assertions aside, criminologists say they have found no correlation between COPS and the crime rate. Beyond that, about half of all COPS awards went to communities with populations of 10,000 or less — hardly the epicenters of criminal activity. Indeed, under the law authorizing COPS, half of its money has to be given to communities of 150,000 or less.

"The program makes sure no one gets left out, putting funds where votes are, not where the violence is," says Lawrence Sherman, a criminologist who directs of the Fels Center of Government at the University of Pennsylvania.

New COPS director Thomas C. Frazier and his staff say the program has succeeded simply by approving funding of more than its target of 100,000 new positions. Grants to small cities reflect the reality that "crime means different things in different communities," Mr. Frazier says. But the actual hiring of officers is a local responsibility; COPS officials blame the slow pace of hiring and training in local police departments, a reflection in part of a tight job market.

COPS officials say they have tried to improve the process by hiring more grant monitors and offering police training. But some glitches are inevitable. "For the first time, we're putting resources in the hands of small local agencies that don't have much experience with federal dollars," says Gil Kerlikowske, COPS deputy director of support services. "You wouldn't expect a perfect record."

The Baltimore Experience

Mr. Frazier's own history in Baltimore, described as a COPS model by federal officials, highlights the pitfalls of the program for even a more sophisticated metropolis. In that city, where Mr. Frazier was police commissioner until last fall, city auditors in a 1999 report found the police sometimes used COPS money to pay the salaries of veteran officers rather than new hires — a clear violation of federal rules that the city later rectified. With one COPS grant large enough to hire 136 new officers, Baltimore added only 98, citing a restructuring that shifted hundreds of regular policemen from desk jobs to the street, and thus seemingly negated the need for the federal hires. Yet through retirements and attrition, the city, its tax base and population in decline, let the size of the overall force dwindle. It is now down more than 200 officers from its authorized strength.

COPS was never designed to stanch such large-scale retrenchments, but the Baltimore experience shows how difficult it is to

measure COPS' crime-fighting value in towns and cities undergoing such wrenching changes. In congressional hearings last fall on how COPS has fared, Mr. Frazier testified that his leadership and COPS money "turned the tide against crime and violence in the city." But the city's murder rate, the second-highest in the country, has remained unchanged. Mr. Frazier, through a spokesman, defends his record in Baltimore and says the city was found in full compliance with a 1999 COPS audit.

Many cities have adhered to the program's spirit and added officers in excess of the federal contribution. In Austin, Texas, Ronelle Paulsen, the police planning manager, says the COPS grants offered a "kick start" to efforts to expand the department to keep up with a city that has grown from 551,000 to an estimated 643,000 people in the past nine years. Austin added 183 new patrol officers through COPS grants and funded 126 new officer positions itself.

Police Chief Stanley Knee used the additional manpower to decentralize his department into six separate command areas, allowing officers to get to know their

neighborhoods better. Mr. Knee is effusive: "There has not been a single law passed or organization established that has helped law enforcement as much as the COPS office," he says.

Cash-poor small cities have found COPS grants appealing, too. Eighty-three percent of all grants awarded have gone to police agencies serving populations of fewer than 50,000. In more than 300 small towns, COPS grants have created brand-new police departments.

Many smaller departments, which rarely have their own auditors or grant officers, have exposed an inherent weakness of the vast COPS program: oversight. The Justice Department checks cities to make sure they aren't banned from receiving federal funds. And police departments are required to file quarterly financial and annual officer reports, and to respond to a semiannual phone survey on staffing levels.

Beyond that, COPS is pretty much self-policing. Due diligence in hiring is left to localities, and Justice knows little about police departments other than what it is told. Justice's inspector general has audited fewer than 200 grantees, releasing its results only last year.

Some of the findings were alarming. In Calumet Park, Ill. (pop. 8,418), the mayor, police officials and their families spent \$44,000 in COPS money on cash advances, travel, airfare, liquor, clothing, a "Four Weddings and a Funeral" video and a Nat King Cole tape, an audit found. The U.S. Attorney's office in Chicago is investigating the matter and declined to comment.

Olympian Struggle

In Lavon, Texas, pop. 350, a COPS grant paid for the salary of Lt. Jeffrey Gardner, who brought in tens of thousands of dollars in seized cash and goods through highly publicized drug raids. But FBI agents learned he was stealing some of the drug money himself. An indictment filed in U.S. District Court in Sherman, Texas, said he turned the police department into a criminal enterprise, using his powers to commit extortion, marijuana distribution, robbery and mail fraud. As part of a 1998 plea, he received a nine-year prison sentence. (COPS officials argue that these towns represent only a tiny minority of problem grants.)

Olympian Village was a particularly problematic case. The hamlet is a bedroom community in a section of abandoned lead mines 60 miles south of St. Louis. Its only municipal edifice is a sewage plant, which doubles as City Hall and the police depart-

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ment. The city collects a park tax but has no park. Because of resignations, it has had 10 mayors in the past nine years.

But through 1996, serious crime had largely spared the village, which was irregularly patrolled by unpaid volunteer cops, mostly retirees. Village aldermen were instead preoccupied with mounting debt. To avoid bankruptcy, they needed to find new revenue, expand city services, and persuade nearby homeowners and businesses to join the town, says longtime Alderman Buford Cook. In that spirit, village officials filled out the three-page application for a COPS grant, in hopes of launching a paid five-man full-time force.

By spring 1997, the village had a \$254,000, three-year grant—larger than any other item in the local budget. It paid only starter salaries, so the village went out and recruited graduates of area police academies. On this fresh-faced team, two 23-year-olds from well-known Olympian Village families quickly assumed leadership. Steve Lower, a muscled Army veteran, became marshal, the local equivalent of a police chief. Mark Naucke, Lower's heavyset friend from junior high school, served as his lieutenant.

Unbeknownst to city officials who never checked, the pair had spent the months before their hiring working as bounty hunters in neighboring Illinois—and were on probation after pleading guilty in Randolph County court to misdemeanor criminal destruction of property in a hunt gone awry, court records there show.

Both now concede that they approached their new cop posts with too little experience and too much fervor. Teenagers complained that Mr. Naucke made random searches. Two motorists accused Mr. Lower of pushing them to the ground. "We didn't know what we were doing," says Mr. Lower. "There's no question inexperience led us to make mistakes in terms of patrol tactics."

A warm Sunday afternoon in June 1998 marked the beginning of the end. Mr.

Lower, incensed at an overgrown lawn on Penelope Place, confronted the pipefitter who owned the house. After an exchange of words, Mr. Lower threw then 45-year-old John Goodman down on the street and kicked him repeatedly in the face, records filed in U.S. District Court in St. Louis show. Mr. Goodman was hospitalized with a blowout fracture of the bone around his right eye. Two years later, his vision remains blurry. A few weeks later, the city suspended Mr. Lower with pay.

The new mayor, Darrel Marler, says he was disturbed by the incident. But it didn't stop him from ordering his son-in-law Mr. Naucke, now acting marshal, to remain aggressive. Confronting a dwindling municipal budget, the mayor ordered the police to hand out as many traffic tickets as possible. By November 1998, speed traps were netting \$8,000 a month.

For a few glorious months, the budget balanced. Then, Lt. Naucke pulled over a woman who locked herself in her car rather than be arrested for traffic violations. She also complained that he insulted her dog, Sassy, something Mr. Naucke denies. Eventually, the county sheriff had to be called to calm the incident. Incensed, the woman spent \$100 on a newspaper ad inviting anyone with complaints to a meeting in the nearby city of Festus. Sixty-five oft-ticketed drivers showed up.

With that, a movement was born. Residents called the local FBI office, which dispatched an agent to investigate Mr. Lower's assault on Mr. Goodman. And they asked Jefferson County's top prosecutor to investigate the police's conduct.

At first, the upright, white-haired prosecutor, Robert G. Wilkins, was perplexed by the complaint. In five years on the job, he had never met an Olympian Village police officer, nor encountered a crime there serious enough to command his attention. What were these cops up to?

Examining the traffic tickets, Mr. Wilkins quickly saw that most had been issued on a highway intersection clearly out-

side the city limits. Olympian Village initially rebuffed his appeals to shut the speed trap down. Angry, he wrote a letter to the village threatening to jail any officer found outside the city. The sheriff sent special patrols to check for wayward cops. Within a week, the ticketing stopped.

"I learned a few days later that the police there were federally funded," says Mr. Wilkins. "I find it positively frightening that the Justice Department would give money to such people."

In early 1999, a St. Louis federal grand jury indicted Mr. Lower for violating Mr. Goodman's civil rights. His trial created an unusual spectacle: the Justice Department prosecuting a cop it had paid to put on the streets. Mr. Lower eventually pleaded guilty. He received three years probation and declared his cop days over.

COPS officials say they began an investigation of Olympian Village's COPS program after they learned of Mr. Lower's indictment. But they considered it purely a local matter after they were led to believe by Mr. Naucke that Mr. Lower hadn't actually been hired with COPS money. Mr. Naucke and other city officials say they don't remember communicating with COPS officials about the matter. Had Justice found improprieties, it could have yanked the town's funding.

An embarrassed Mayor Marler resigned at the beginning of 2000. When the Board of Aldermen opened the police department books, they didn't see enough grant money left to pay salaries. With the three-year grant due to expire by summer anyway, the aldermen voted to scuttle the department. Volunteers are back patrolling the streets, and some residents have been gathering petitions to revoke Olympian Village's incorporation, making it ineligible for federal grants. Others want to apply for more COPS money.

But after being questioned by this newspaper, COPS officials referred the Olympian Village matter to Justice's inspector general for an investigation.

"Another grant? I'm not sure that's a good idea," says former Marshal Lower. "Federal money might be the death of this town."

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good?

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Webb welcomes Clinton anti-crime plan

Cities need help from the federal government to battle drugs, gangs, Denver mayor says

By Brian Weber and John Brinkley
Rocky Mountain News Staff Writers

The anti-crime package President Clinton unveiled Wednesday is armed with many of the weapons that Mayor Wellington Webb says are necessary to combat growing urban violence. The mayor had not seen the proposal Wednesday, but in an interview on Tuesday he noted that new federal money and legislation are essential.

Indeed, the Clinton proposal contains many of the items that the mayor had hoped to discuss with Clinton during his visit to Denver today and Friday. (By late Wednesday, Clinton had not agreed to meet with Webb.) "Cities across this country need the support of the feds," Webb said. "We need support on the intervention level and the law enforcement level." Rep. Pat Schroeder, D-Colo., said she thought Clinton's proposal was a good start, but "nothing's going to solve it." Schroeder, a member of the House Judiciary Committee, said she was "very pleased this administration is taking such an interest in youth." She said she was doubly pleased that some of her legislative proposals were included.

One is the so-called troops-to-cops initiative, whereby soldiers who leave the military as a result of downsizing could be employed as police officers. Half their pay would be provided by the federal government. Schroeder noted that the so-called Brady Bill, which would impose a seven-day waiting period for handgun purchases, had also been folded into Clinton's proposals. Webb has requested \$1 million in federal money to hire more police officers. Even if the federal money for police lasts only a few years, Webb said the city would hire more cops anyway. The proposal's chances for passage this year are "very good," because it's a "high priority" with Congress, Schroeder said.

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A welcome to our guests

THE ISSUE:
Pope, president, visitors arrive in Denver

OUR VIEW:
Enjoy yourselves, spend freely

All roads lead to Rome, Aeh? Well, this week the destination for world leaders and pilgrims alike is the Mile High City, chosen as the site of World Youth Day, according to church officials, because it is a city of the future. When

someone other than the Chamber of Commerce speaks such encouraging words, we find ourselves quoting them quite easily, as if they were scripture.

We welcome one and all, and extend special greetings to His Holiness, John Paul II, Bishop of Rome, spiritual leader for a billion faithful (more or less), and a notable influence (as we described yesterday) in the final defeat of communism in the Eastern Bloc. A certain kind of fanatic is unable to appreciate those of other creeds, or sometimes of any creed, but the reasonable person and partisan of political liberty will agree that this pope is a man of the age and perhaps even of the ages.

Greetings also to President Bill Clinton, who comes to Denver after a strenuous battle for the passage of his budget. We would be less than honest — and who dares be that when the pope is in town? — if we didn't mention our opposition to parts of the president's program, which calls for giving unto Caesar more than should reasonably be asked without Caesar cutting down on his own voracious appetites. But that is a sermon for another day. For now, we wish the president and his family a glorious stay in the Rockies, whose peaks, various pilgrims

have insisted through the ages, lead directly to heaven's door.

And then there are the young people, scores of thousands of whom have come to Denver this week. It has forever been commonplace to point out that growing up isn't easy, but some eras are harder than others. These are times when many young people are raised in conditions of neglect, and when some seek companionship in gangs, whose rites include drug dealing and random violence. These are also times when popular culture is obsessed with instant gratification, and a time of such fierce secularization that Christmas trees are kept out of schoolrooms lest they be taken as an endorsement of religion.

John Paul brings a special message to young people, but also a difficult one, a message of self-discipline and adherence to some ideas they may find mystifying and unfair. But in the midst of disagreement, these young adherents are able, or at least eager, to grasp the larger message that the pope and his church proclaim.

It is in them that the spirit of the week is best reflected.

Not that there aren't other agendas being preached about town, some a little loudly for our tastes. But we imagine that most people of reasonable objectivity recognize that the arguments concerning the church's more controversial beliefs are more complex, on both sides, than the often crude characterizations provided by some dissenters.

But what's a democracy without bullhorns? It is a joyful week for believers, and an exciting week for mere observers (and, of course, city merchants). Which should be quite enough.

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For president and pope, it's a time to discuss world politics

By Thaddeus Herrick
Rocky Mountain News Political Writer

The first meeting between President Clinton and Pope John Paul II will focus on world politics rather than morals.

Today's meeting will touch on international affairs, said White House communications director Mark Gearen.

"The Middle East and Bosnia will be the hot topics," said Tom Cronin, a presidential scholar and president of Whitman College, a small liberal arts school in Washington state.

"They'll likely discuss leadership and what role the United States and the Catholic Church can play."

Moral questions such as abortion aren't likely to be broached, Gearen said. Clinton supports abortion rights, while John Paul strong opposes abortion and artificial birth control.

Experts predicted that, aside from topical discussion, the 46-year old president and the 73-year-old pope would simply try to get to know each other.

"I don't think there is a high agenda," said David Thomas, director of graduate studies in com-

munity leadership at Regis University. "It may be little more than, 'What do you think personally of today's world?'"

John Paul's meeting with Clinton, the fourth American president he has met, comes at a time when Clinton and the Catholic Church are seen as struggling.

"The reality is that Clinton and the Catholic Church are low in the

polls," said Cronin. "They're both in trouble."

While experts said Clinton does not stand to gain as much political capital from his meeting with John Paul as he did during his recent trip to Japan, most agree the meeting is an opportunity.

"This is a chance for Clinton to rise above the daily machinations of government," said Thomas. "At

the very least, it's a tremendous photo opportunity."

No matter the outcome of Clinton's talk with John Paul, the meeting is widely seen as Colorado's most historic.

In 1990, President Bush met British Prime Minister Margaret Thatcher in Aspen before Iraq's invasion of Kuwait. And former President Ford has hosted a handful of presidents and prime ministers at his home in Beaver Creek.

But Colorado historian Tom Noel said the world's eyes have never been trained on Denver as they are today. The closest the city has come was in 1956 when President Eisenhower suffered a heart attack at Cherry Hills Country Club and was hospitalized at Fitzsimons Army Medical Center.

For Denver, which has long harbored a sense of cultural insecurity and experienced unprecedented street violence this summer, Noel said today's meeting is welcome.

"It's a great shot for morale," said Noel. "It lends some sanctity to the city."

Staff writer John Brinkley contributed to this report.

Clintons will arrive hour ahead of the pope

By John Sauko
News Capitol Bureau

President Clinton, his wife, Hillary, and daughter, Chelsea, will arrive at Stapleton International Airport about 1:30 p.m. today, an hour before Pope John Paul II.

The first family will greet the pope with introductions by Molly Raiser, chief of protocol, and Archbishop Agostino Casciavillan, Vatican ambassador to the U.S.

Next, he'll meet Gov. Roy Romer, Bea Romer, Rep. Pat Schroeder, D-Colo., and Mayor

Wellington Webb. Several hundred other invited Coloradans will be at the airport.

The two world leaders will be whisked by separate helicopters to Regis University to meet privately for 45 minutes.

After that, they are scheduled to address 100 faculty members, staff and alumni as well as reporters from a stage at 106-year-old Main Hall.

After addressing the chosen few at Regis, the pope will travel by helicopter to Mile High Stadium for a welcoming ceremony with an estimated 90,000 young people.

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Getting tough on crime has broad appeal

By Julia Malone
WASHINGTON BUREAU

Washington — After a long, bruising fight over taxes, President Clinton veered back toward the political center Wednesday by focusing attention on the far more popular middle-class issue of fighting crime.

ANALYSIS

With rows of uniformed police officers standing at stiff attention behind him in the Rose Garden, the president unfurled an anti-crime strategy that embraces conservative views on the death penalty and promises to put tens of thousands more officers on the streets.

Even Senate Republican leader Bob Dole had trouble finding anything to criticize in the Clinton plan, though other Republicans objected to Mr. Clinton's inclusion of the Brady bill, the handgun registration legislation.

Mr. Clinton's made-for-television crime announcement had all the trappings of a campaign rally. He was joined in the Rose Garden by dozens of police officers from Washington, D.C., Maryland and Boston, recalling George Bush's penchant for political appearances with police.

Great timing for Clinton

It also came at an optimum time for Mr. Clinton, sandwiched between completion of the budget — signed into law Tuesday — and his departure today for two weeks of travel and vacation.

Now he has "an opportunity to have a new start," said Al From, president of the Democratic Leadership Council, a moderate Democratic group with close ties to Mr. Clinton.

Support for gun control

President Clinton's crime plan has been introduced at a time when gun control enjoys wide support.

Majority favors ban on handgun sales

For	52%
Against	43%

April-May 1993 poll of 1,250 adults nationwide by the Louis Harris research organization. LH Research Inc. The margin of error was plus or minus 3 percentage points.

Gun owners favor stricter controls

Gun owners	57%	36%
Non-gun owners	82%	13%

March 1993 poll of 1,007 people nationwide by Gallup for USA Today/CNN. The margin of error was plus or minus 3 percentage points.

STAFF

"Clearly the debate on the budget package got out of control," said Mr. From, lamenting that Democrats were painted by the Republicans as pushing for "tax-and-spend" policies.

"He campaigned as a different kind of Democrat, but unfortunately a lot of things he proposed could not be done overnight," Mr. From said. "So we're seeing finally the essence of what Clinton's administration is all about."

Mr. Clinton called his provision for 55,000 more officers "the major down payment on the

plan to put 100,000 police officers on the street."

Some GOP scoffs, but ...

But not everyone in Washington is convinced that Mr. Clinton is about to set a new course.

"He's just whipping back and forth," scoffed Republican political consultant Eddie Mahe. "He's philosophically committed to whatever is opportune at that moment. Next week who knows where he'll be, let alone next month."

Even so, the president on Wednesday uttered words that were fashioned to warm the hearts of moderates and conservatives. He made some overtures to Republicans, who in recent years have claimed the crime issue as their own.

"The first duty of any government is to try to keep its citizens safe," Mr. Clinton said. "But clearly too many Americans are not safe today."

It was not clear whether Mr. Clinton's initiative will make Americans feel safer walking down their streets any time soon.

The president, acting by executive order, suspended imports of foreign-made assault-style handguns and acted to tighten regulations on who can sell guns. But most of his package requires congressional approval.

Although the measure seems assured of wide support, it must compete with a legislative logjam on Capitol Hill this fall.

While the White House invited not one Republican to the South Lawn for Tuesday's signing ceremony for the deficit reduction package, two moderate Republican senators, William Cohen of Maine and Larry Pressler of South Dakota, were present Wednesday.

Youth Day about kids, not publicity



Gene Amole

Best shot.

We are keeping our fingers crossed that World Youth Day will go off without a serious hitch. This may be asking too much, in light of the international media attention focused on Pope John Paul's meeting today at Regis College with President Bill Clinton.

What we have here, friends, is a major media event that is also attracting a variety of publicity hounds. Both sides in the abortion debate are out in force. So are conservative and liberal Catholics, as are straight and gay Catholic partisans. There is also a gaggle of trouble-seeking Protestant fundamentalists.

Lost in all of this is the purpose of the conference. It is supposed to be about youth, and all you have to do is look around at the throng of fresh-faced, clean-cut kids in short pants to know that the right people are here. They are a breath of fresh air.

It will do no good to suggest a moratorium on confrontational demonstrations. As long as there is a remote chance of getting 10 or 15 seconds on network TV news, the cops will have their hands full just holding the publicity addicts in check.

Does anyone believe that a shouting match over abortion is going to influence the pope? Will liberal Catholics convince him that priests should be permitted to get married and that women should be ordained? Can you imagine a set of circumstances in which the pope would change his views on homosexuality or birth control?

P&A

Of course not. He's an old man. Old men rarely turn their backs on beliefs they have held all their lives. He sees himself as defender of the faith and has called this conference to perpetuate the dogma through carefully selected kids from all over the world.

That's OK. Let him take his best shot. This is really a large, private event for Roman Catholics. The Vatican has made it clear that dialog with Jews and Protestants is not on the agenda. We non-Catholics are just bystanders.

The delegates will be asked to compose a letter with suggestions on how the church should serve in the future. But no one expects any surprises. It will say pretty much what the pope wants it to say.

Church dogma may not be changing, but public perception of the church certainly has. When I was a kid, the fiction was widely believed that there were machine guns in the basements of Catholic churches, that priests were frolicking with nuns and that an article of faith among papists was world domination.

Denver is a hospitable city. Most of us will bust our buttons trying to make these kids feel welcome. We want them to have a good time, to sample our attractions, to experience the mountains nearby, to be spiritually refreshed.

They are a welcome sight to a city weary of sign-flashing gang members who waste innocent people just for the hell of it. They are a reminder that our hope for tomorrow is indeed in the hands of young people, not all of whom are gun-slinging punks.

Catholics who yearn for a more liberal church won't find it at this conference. Their church is not a democracy. If it is to follow a more liberal path in the future, its direction will be determined by evolution within the College of Cardinals, not by confronting the pope in Denver.

But that is their business, not mine. I hope that dissidents drawn here by the possibility of getting free media exposure show some restraint and behave themselves.

My plan is to stay out of the way and let this thing happen.

Gene Amole's column appears Sunday, Tuesday and Thursday.

From Page 1

Crime

CONTINUED FROM PAGE 1
ed predictably.

"The real intent is to disarm American citizens incrementally for reasons having nothing to do with violent crime," complained Bill McIntyre, a spokesman for the National Rifle Association. "We've really got to get off the notion that more laws against the law-abiding are going to have any impact on criminals. The prevailing source for guns by criminals is the black market."

The House and Senate are proceeding with separate versions of crime legislation, with one of the biggest differences being whether to include the Brady Bill. The bill is named for James Brady, the press secretary who was wounded and paralyzed in 1981 when a gunman tried to kill then-President Ronald Reagan.

Eager to sign get tough legislation, Clinton, according to aides, will accept the Brady Bill either attached to a comprehensive crime bill, as House Judiciary Chairman Jack Brooks (D-Texas) prefers, or standing alone, which is the strategy favored by Senate Judiciary Chairman Joseph Biden (D-Del.).

"If the Congress will pass it, I will sign it," Clinton said. "There is no conceivable excuse to delay this action one more day."

Following through on his campaign pledges concerning crime, the president said his \$3.4 billion initiative would put 50,000 more police officers on the streets over five years in community policing

It's time for more police, fewer guns, Clinton says

By Mitchell Leckie
TRIBUNE STAFF WRITER

WASHINGTON—For a decade, as the nation's crime problem has worsened, presidents have stood in front of phalanxes of police officers to commit themselves to tough crime-fighting measures, only to have much of their plans fall victim to partisan and ideological wrangling in Washington.

On Wednesday, President Clinton stood in the Rose Garden before yet another troop of officers pledging that the logjam will be broken and that new laws will restrict the availability of guns and put 100,000 more police officers on the streets.

Clinton demanded swift passage of the Brady Bill, which would require a five-day waiting period for the purchase of handguns. Acting under his existing authority, Clinton ordered the suspension of the import of assault pistols, expanding a 1989 ban ordered by then-

President George Bush on the import of assault rifles.

Clinton's order would affect, for example, the import of Uzi pistols, a relative of the Uzi carbine that was banned under Bush's order. But only 10,000 permits for such weapons were issued this year.

Officials acknowledged that an import ban would have a minimal impact, since more assault pistols are made in this country. To get at those, the president called for legislation that would halt the sale of domestically produced assault weapons.

"No other nation would tolerate roving gangs stalking the streets better armed than the police officers of a country. Why do we do it? We shouldn't, and we ought to stop it," the president said before an audience of police and other law-enforcement personnel invited from around the country.

Opponents of gun control react-

SEE CRIME, PAGE 12

These permits are often issued with minimum background checks and are held by many who are not actually dealers.

"Today, getting a gun dealer's license is as easy as getting a driver's license," said Sen. Paul Simon (D-Ill.), a Judiciary Committee member who has called for a crackdown on the easy availability of the permits.

Clinton, seeking to prove he is a "new kind of Democrat" with broad centrist appeal, said crime is a subject on which Democrats and Republicans should be able to work together.

Republican leaders applauded his ideas for more police and safer schools. But tougher gun control has been a problem for the GOP. Its crime-fighting plan, unveiled last week, emphasizes building additional prison space.

The Republicans also indicated that the dispute over capital cases will continue. Conservatives favor streamlining the appeals process for death penalty convictions, while liberals worry about protecting defendants' rights of due process.

In Chicago, a spokeswoman for Mayor Richard M. Daley said the

mayor was pleased with Clinton's strong support of the Brady Bill and with his plan to spend on more police.

"It's providing additional grant money for community policing programs such as ours," said the spokeswoman, Noelle Gaffney. "Our only hope is that the plan will be flexible in terms of how the money can be spent."

She said it wasn't yet possible to determine how much money Chicago might receive from Clinton's crime package.

Tribune staff writer Jerry Crimmins contributed to this report.

Crime - 100,000 police

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Clinton's deal sells old-growth forests down the river

The full disaster President Bill Clinton and Interior Secretary Bruce Babbitt represent for America's ancient forests is now becoming clear. It has taken a Democratic administration to arm-twist the leadership of the major environmental groups into signing the articles of surrender.

ALEXANDER COCKBURN



Our story starts in the aftermath of last April's forest summit. Experts mustered in Portland, Ore., to formulate a White House plan. They

worked under fierce constraints. Babbitt had already promised Northwestern timber towns that the administration would work for the speedy release of at least two billion board feet of trees. (The average annual cut through the 1980s in the Northwest was four billion board feet.)

But the plan also would have to satisfy William Dwyer, the federal judge who has enjoined timber sales spotted owl habitat in federal forests until the U.S. Forest Service comes up with a plan that complies with the Endangered Species Act.

Eight options were set forth by the teams in Portland, and even the most voracious of them would generate fewer than a billion board feet per year. Babbitt's desired schedule could not be met by legal means.

Then, under frantic prodding from Babbitt and the White House, a ninth option was thrown together.

Politically driven and formulated in haste, Option 9 is deeply flawed. As the conservationist Jeff St. Clair, director of Portland-based Forest Watch, puts it: "The plan represents a significant defeat for environmentalists: No permanent and inviolate

reserves; no prohibition on clear-cutting in roadless watersheds; 40 percent of the remaining unprotected old growth subject to commercial harvest; no ban on raw log exports; fewer restrictions on private lands; more intensive cutting in the forest matrix (i.e., the land between the reserves); and increased cutting on forests east of the Cascades."

The supposed annual cut under Option 9 across the next decade would be 1.2 billion board feet, but St. Clair and others reckon that the plan actually permits an annual yield twice that. There are five million acres of unprotected old growth forest west of the Cascades, and Option 9 schedules 2.3 million of these acres for logging.

At first, the environmental leadership was openly hostile. The National Audubon Society's vice president, Brock Evans, said the plan was political science, not biological science.

Babbitt and the White House began to play hardball. They hinted that unless environmental leaders softened their stance, the administration might give Congress the nod to develop legislation that would make Clinton's plan immune to legal challenge. In 1989, U.S. Sen. Mark Hatfield, R-Ore., and the Northwest delegation in Congress used the same weapon to suspend environmental law, thus freeing up 7.7 billion board feet in 13 forests.

The environmental leadership began to buckle. Carl Pope, executive director of the Sierra Club, called Clinton's plan a sound option. Brock Evans changed trains and declared Option 9 a shaky victory.

On July 22, in a fraught meeting in Portland, lawyers from the Sierra Club Legal Defense Fund met with the 12 plaintiffs in the suit against the Forest Service that caused Judge Dwyer to enjoin logging on spotted owl terrain. In the confidential meeting, as several participants later described it, lawyers advised the plain-



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tiffs — among them the Sierra Club, Wilderness Society, some Audubon chapters and the Oregon Natural Resources Council — not to try to fight the Clinton plan and not to go before Judge Dwyer to block interim releases of timber pending final approval of the plan. The quid pro quo: With this good-faith gesture to the Clinton administration environmentalists would head off the threat of legislation.

The hardball worked. In an Aug. 3 press release, the White House jubilantly claimed that under a pact struck with the environmental leadership, more than two billion board feet could be released to the timber companies this fall. (For their part, the timber companies are unimpressed and have filed suit challenging the secrecy with which Option 9 was formulated. They scent weakness, and want it all.)

Down at the environmental grass roots, this capitulation has provoked angry questions: Why support a devastating plan? Why bow to the White House's blackmail when pro-logging

legislators will try to make enormous prospective cuts on public lands in Montana, Idaho and Alaska immune to legal challenge anyway? Fight on favorable ground; with the famed forests of the Pacific Northwest there's at least a chord of national interest and sympathy to be plucked.

There's always been a tension between the grass roots and the mainstream environmental movement's leaders, who strike deals and make compromises in the corridors of power. This latest surrender may yet provoke a mutiny. By the end of the first week in August, despite enormous pressure, the Oregon Natural Resources Council was still holding out, still reserving its right to go before Judge Dwyer and challenge the plan.

As Mitch Friedman of the Northwest's Greater Ecosystem Alliance puts it: "If there's to be a nightmare of attrition in ancient forest reserves we should at least delay it as long as possible and go down fighting. . . . If our 'friends' are going to betray us let's make them do it openly."

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