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NATIONAL SYMPOSIUM ON COMMUNITY
INSTITUTIONS AND INNER-CITY
CRIME: SHAPING THE FUTURE
AGENDA OF URBAN CRIME CONTROL
POLICY AND RESEARCH

Final Report
to the National Institute of Justice
the Honorable James K. Stewart, Director

September 30, 1987

Anne T. Sulton
Project Director

NCJRS

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ACQUISITIONS

Police Foundation
Hubert Williams
President

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PREFACE

The National Symposium on Community Institutions and Inner-City Crime Project was sponsored by the Police Foundation with a grant from the National Institute of Justice. The Police Foundation is an independent, nonprofit organization established by the Ford Foundation in 1970 and dedicated to supporting innovation and improvement in American policing. The National Institute of Justice's primary mission is to sponsor research that will help improve criminal justice agencies.

The project's purpose was to assist public and private agencies in their efforts to reduce inner-city crime and delinquency. It provided a forum through which individuals, with practical knowledge of how community institutions affect inner-city crime, could contribute to developing the future agenda of urban crime control policy and research. Dozens of recommendations were proposed by those attending the symposium. This report is a compilation of those recommendations, and is designed to help guide the future crime prevention and control efforts of government officials, law enforcement agencies and community institutions.

Each of the subject areas covered requires separate,

extensive study that is beyond the scope of this project. This report does not address every issue, nor does it answer every question that might be raised concerning the relationships between community institutions and inner-city crime.

Discussions of 18 outstanding inner-city crime reduction programs, operated by a variety of community institutions and ethnic groups, are provided. However, this report is not intended as a handbook on how to establish these programs. Because of their complexity, a written report is not an effective substitute for actual observation. Readers interested in replicating any of the programs mentioned herein should contact the directors of those programs for detailed information concerning administrative and management issues.

During the project, hundreds of individuals and organizations cooperated with the Police Foundation as it prepared for this important, unique and timely discussion. The Foundation is deeply indebted to them, for this project could not have been completed absent their assistance, expertise and creativity.

The Honorable James K. Stewart, Director of the National Institute of Justice, expressed his deep concern for issues facing inner cities and the

criminal justice agencies that serve them, and authorized funding for this project. The project also benefitted from the encouragement and support of Paul Cascarano and John Lucey of the National Institute of Justice.

The project's conceptual framework is based upon Dr. Peter Lejins' crime prevention theories. Drs. James Fyfe and Carl Pope drafted portions of the proposal that was submitted to the National Institute of Justice. David Fattah, Director of Community Outreach for the House of UMOJA in Philadelphia, offered detailed analyses of youth gangs and traveled to Washington, D.C., Chicago, Los Angeles and Ponce, Puerto Rico for the project at his own expense.

Hattie Carrington served as the Project Coordinator and gave generously of her time and talents, as did Taggee Khalig and other Police Foundation staff. Hubert Williams, President of the Police Foundation, provided support and advice when it was needed most.

Dr. Richard Bennett, Mr. Federico Costales, Commissioner A. Reginald Eaves, Sister Falaka Fattah, District Attorney Hal Harlowe, Dr. South Kousoum, Dr. Jawanza Kunjufu, William Matthews, Attorney Rose Ochi, Veronica Pierson, Dr. Carl Pope, Patricia Porter, Jerie

Hideko Tang Powell, Dr. James Scott, Balorie Curry Sells, JoAnn Smith, Peggy Triplett, Attorney Robert Williams, Dr. Vernetta Young and Warden Warren Young served as project consultants.

Dr. Lee Brown, Houston's Chief of Police, Fred Rice, Chicago's former Superintendent of Police, Mr. Bishop Robinson, Baltimore's former Commissioner of Police, Benjamin Ward, New York City's Commissioner of Police, and Warren Woodfork, New Orleans' Superintendent of Police, served as the project's Advisory Board providing direction and guidance.

Anne T. Sulton, Ph.D., J.D.
Project Director
September 1987

EXECUTIVE SUMMARY

From March 5 - 8, 1987, nearly 300 individuals attended the National Symposium on Community Institutions and Inner-City Crime in Washington, D.C. The purpose of the symposium was to provide a forum through which individuals with practical knowledge of how community institutions affect inner-city crime could help shape the future agenda of urban crime control policy and research.

Symposium participants included mayors, commissioners, police executives, judges, attorneys, corrections officials, criminal justice planners and researchers, scholars, educators, university students, directors of community-based crime prevention programs, ministers, business people, civic leaders, ex-offenders, victims, news reporters and entertainers. They came from nearly every state in this nation and represented all the major ethnic groups and community institutions.

Symposium participants discussed crime problems, exchanged information about current strategies and techniques, and offered recommendations for the future agenda of urban crime control policy and research. A comprehensive listing of their recommendations is

compiled herein for the purpose of directing the future efforts of government officials, law enforcement agencies and community institutions.

Purpose of Symposium Project

According to the Federal Bureau of Investigation's Uniform Crime Reports, more than 13 million crimes were reported to police last year. If the victimization studies are correct, nearly twice that number of crimes actually occurred. And, if the self-report studies are correct, only a few Americans have not violated any laws. Caveats should accompany reports concerning the amount and extent of crime because we simply do not know how much of each type occurs.

We do know that the entrepreneurial talents and skills of some of our brightest youngsters are employed in the lucrative trade of manufacturing and distributing intoxicating substances. Boys and girls join associations that traffic illegal narcotics through sophisticated networks of beeper-carrying couriers, war with each other, deface buildings, terrorize neighborhoods and engage in other malicious acts. Parents race to crisis centers to console their children who have been sexually assaulted by strangers, acquaintances and

sometimes teachers. Spousal rape, incest and other forms of sexual abuse and exploitation occur behind closed doors in homes across America. Merchants are robbed at gunpoint, buildings burned and the elderly attacked. And, too frequently, a bloody, bruised and battered body is placed on a cold slab and refrigerated in a city-run morgue.

Crime also affects those who are its indirect victims. Indirect experience with crime occurs when one learns about the crime incident through the news media, "circulation of crime news within the community," and knowledge of a primary group member's victimization (Lejins, 1975). Consequently, as Toseland (1982) and others consistently report, the "fear of crime is a major social problem which far exceeds actual criminal victimization rates." However, we do not know how many people are afraid of crime, the level of fear they experience, or the types of crime they fear.

Crime and the fear of crime remain at intolerably high levels. In making a wide variety of decisions, many individuals consider the consequences of their vulnerability to criminal victimization. Those positioned to do so often choose not to live, work, shop or socialize in certain

places or at certain times for fear of exposing themselves to risks of becoming victims of crime. Those not afforded such choices adapt their behavior in order to reduce loss of life and property. And, the fear of victimization leads to neighbors' distrust of each other which, as the President's Commission on Law Enforcement and the Administration of Justice (1967) pointed out 20 years ago, "has greatly impoverished the lives of many Americans, especially those who live in high crime neighborhoods in large cities."

America's crime problem is complicated by the fact that dramatic changes have occurred in the organization of inner-city communities and the populations that live there, as well as by the impact of these changes on social institutions and criminogenic conditions. In inner cities, law enforcement and other criminal justice agencies that should be "institutions of last resort," have become systems of first defense (Fyfe, 1985). The failure of community institutions often is cited as the reason for this dilemma.

Within the past 20 years there have been major increases in the numbers of African-Americans, Mexican-Americans, and Native Americans in inner cities. Since the recent immigration

of people from the Caribbean, South and Central America, Eastern Europe, Middle East, Southeast Asia, and other parts of the Far East, we have seen conflicts not only among these groups and the dominant Anglo-American group, but also among themselves as well as with other longer-term inner-city residents. In many large cities, the number of recent immigrants has been sufficient to change popular conceptions about minority groups and their composition.

The criminological literature is replete with attempts to explain the causes of inner-city crime. Edwin Sutherland (1934) postulated that it was the result of the differential association of lower-class youngsters with "significant others" who defined criminal behavior as acceptable and who placed little value on legitimate social structures.

Albert Cohen (1955) and others have suggested that delinquency might result from the overt rejection of middle class values and norms by lower-class youngsters who, by reasons of birth and social position, cannot attain success or respectability as defined by the middle class. Cloward and Ohlin's (1960) theory of differential opportunity holds that many lower-class youngsters, denied access to legitimate opportunity structures, often take advantage of illegitimate

opportunities available to them. Travis Hirschi (1969) argues that criminal activity is likely in environments such as inner cities, in which individuals feel little or no bond to legitimate society, and consequently perceive no reason to conform to socially approved behavioral prescriptions. The National Advisory Commission on Criminal Justice Standards and Goals (1973) stated that there is a "strong indication that delinquency and crime occur more frequently where poverty, illiteracy, unemployment, drug abuse, and inadequate recreational and mental health resources exist."

None of these theories is either totally satisfactory or totally explanatory. They do, however, share common threads. They assume that crime is a socially defined phenomenon and is caused by the failure of community institutions to constrain behavior so that it more or less conforms to the law and does not threaten the rights, safety, and lives of others. Social conditions are identified as independent variables and crime is identified as the dependent variable. According to this perspective, crime reduction depends on the extent to which social conditions that produce crime are eradicated, and, therefore, public policy should focus upon promoting "individual economic and social well-being" (National

**Advisory Commission on
Criminal Justice Standards
and Goals, 1973).**

The National Symposium on Community Institutions and Inner-City Crime project begins where these earlier explanations end. A third set of variables is included in the analysis of crime, its causes, and its control. Assuming that crime is associated with social conditions, factors that influence these conditions were identified by project staff and consultants. Community institutions such as the family and friends, schools and educational institutions, churches and other religious groups, business and employment opportunities, civic and self-help groups, entertainment and news media, and juvenile and criminal justice agencies were identified as factors affecting those social conditions that have been correlated with crime. The efforts of these seven community institutions influence the nature and extent of criminogenic conditions that produce crime. However, rather than study the failures of community institutions, the project begins with an examination of their apparent successes. This approach is taken for several reasons.

First, crime statistics and fear of crime research reports support the notion that most people who are

poor, illiterate, unemployed and live in substandard housing do not commit crimes and that they possess the highest levels of fear of crime. Second, if "an ounce of prevention is worth a pound of cure," crime prevention appears to be the most cost-effective method of reducing crime. Thus, the crime prevention role of community institutions warrants additional study. And, third, it is imperative that we assess present conditions and plan for the future of crime reduction in inner-cities. These activities should involve individuals and organizations whose expertise lies in the non-criminal justice institutions that play such an obvious and important role in determining the level and nature of inner-city crime.

These ideas certainly are not new. Criminal justice practitioners and researchers, at both the national and local levels, have enthusiastically endorsed the participation of other community institutions in crime prevention programs.

As early as 1976, for example, the Law Enforcement Assistance Administration's Office of Community Anti-Crime Programs, headed by Cornelius Cooper, began providing millions of dollars in financial and technical assistance to community-based crime prevention programs (Law Enforcement Assistance Administration, 1979).

As a result of public and private initiatives and the availability of financial resources, thousands of crime prevention programs were established. Most of those programs can be categorized as "mechanical prevention" programs. According to Peter Lejins (1965), such programs place obstacles in the way of potential offenders so that it becomes difficult or impossible for them to commit criminal acts. A large number of programs are punitive and seek to prevent crime through increased penalties for criminal behavior. A smaller proportion of crime prevention measures can be categorized as "cause-removing prevention" programs. These programs seek to eliminate the causes of criminal or delinquent behavior (Lejins, 1965). Regardless of whether a crime prevention program is mechanical, punitive or cause-removing, it involves "measures which are taken before a delinquent or criminal act has actually occurred and which are intended for the purpose of forestalling such acts" (Lejins, 1965).

Although Lejins' crime prevention theories help us categorize crime prevention strategies and hundreds of documents describe various techniques, we do not know enough about these new programs, i.e., whether or why they are successful, if

they can be applied in other environments, or if they have relevance for other ethnic groups. To learn more about these new approaches, their relationship to crime and their relevance to the future agenda of urban crime control policy and research, the Police Foundation, with a grant from the National Institute of Justice, sponsored the National Symposium on Community Institutions and Inner-City Crime Project.

Project Activities

In preparation for the symposium, project staff contacted nearly 3,500 national organizations, criminal justice scholars, and federal, state and local government agencies to request that they identify outstanding local programs having an effect on inner-city crime. Approximately 1,300 programs were named.

A survey questionnaire, soliciting detailed information about its operations, was sent to each program. In an attempt to increase the response rate, two follow-up postcards also were sent to each program. Nearly 350 responded, many of which sent brochures, books, fliers, video tapes, and other forms of information about their programs as well as the completed questionnaire.

A group of project consultants, familiar with the relationships between community institutions and inner-city crime, reviewed survey responses and selected 18 programs for site visits based on the following criteria:

- difficulty and magnitude of the problem the program addressed;
- extent and quality of relations with other local programs;
- extent to which the program brings together existing community resources in new ways;
- cultural mix of the population the program serves;
- practicality of the program and whether it can be adapted quickly to the needs of other communities;
- relationship among program resources, activities, and results; and
- type of community institution operating the program.

Teams of experts, each consisting of one project staff member and one or more consultants, spent approximately two days with each of the 18 programs to: 1) view the programs' operations, 2) attempt to assess how they reduce crime, and 3) determine whether program elements can be transferred across geographical areas and ethnic groups. Each team spent approximately a half day discussing the program with

staff. Another half day was spent speaking with government officials, civic leaders, law enforcement personnel, and heads of public and private agencies that work with the program. A half day was spent speaking with recipients of program services and individuals residing in the geographical area served by the program. And the site visit team spent a half day discussing the program and writing the site visit report. Frequently, the "day" started before 7:30 a.m. and ended after midnight.

Each team prepared a report that included: 1) a summary of the conversations with program staff, government officials, civic leaders, law enforcement personnel, and heads of public and private agencies that work with the program, 2) a detailed description of the program, showing its components and logic, 3) an identification of factors that seemed to contribute to the program's apparent success, 4) an assessment of the transferability of the program, in substance and process, 5) a determination of the manner in which the program interfaces with other community institutions and estimation of the effects of this factor on program's apparent success, 6) an identification of theoretical and practical strengths of the program, 7) an assessment of the relationships among program resources,

activities, and results, and
8) team conclusions.

Site Visit Reports - Summary
of Teams' Findings

Although the site visit teams sought numerical data, empirical measures of program performance generally were lacking. Thus, the teams' analyses primarily are qualitative, based in large part on comments made during interviews with key actors and on observations of programs' activities.

The site visit teams found that inner-city residents are deeply concerned about crime. Although drug abuse tops the list of problems, most inner-city residents also are concerned about youth gangs, sexual abuse and exploitation, crimes against inner-city businesses, arson, and crimes against the elderly.

The programs usually are based on the concept that crime is a symptom of other social problems. They often respond to crimes by first identifying community-specific causes of particular forms of behavior and then developing and implementing strategies and techniques designed to remove those causes. The specific techniques employed by each program differ. However, a recurring strategy is to build on the strengths of the community by marshalling

existing community resources and coordinating efforts with private organizations and government agencies.

The programs incorporate natural support systems as they work with other community institutions in a cooperative effort that is facilitated by community leaders living in those neighborhoods most affected by the problems. The programs use existing neighborhood resources by fostering meaningful working relations among family and friends, schools and educational institutions, churches and other religious organizations, businesses and employment opportunities, civic and self-help groups, entertainment and news media, and juvenile and criminal justice agencies.

The programs focus on areas where there is a high incidence of crime. Their offices are located in, or on the fringes of, the neighborhoods served. Program staff are creative, dedicated, and "street wise" and/or indigenous to the neighborhoods in which they work. Because their staff usually reside in the neighborhoods served by the programs, they have constant contact with victims and offenders, and immediate access to information concerning criminal incidents. In addition to conducting extensive outreach activities, the programs often provide training and technical assistance,

education, recreation and employment opportunities.

The brief site visits were not extensive quantitative evaluations of the programs' success in reducing inner-city crime or empirically-based assessments of the extent to which they can be exported to other inner-cities and applied to other ethnic groups. The teams generally concluded that there is a critical need for such research and that it may be necessary to implement these programs in other sites in order to measure and test their effects.

Summary of Symposium
Participants' Recommendations
For the Future Agenda of
Urban Crime Control Policy
and Research

Project staff mailed thousands of symposium announcements to national associations, criminal justice scholars and researchers, directors of community-based programs, government officials, and news media organizations. Included with those materials was a request for suggestions concerning the manner in which the symposium should be organized. The symposium was organized around the issues raised by those responding. It included plenary sessions featuring speeches by key government officials and private citizens at both the national and local levels,

and a series of discussion groups focusing on community institutions and crime problems. Key speakers and panelists for the discussion groups were chosen for their diversity of viewpoints and previous work in the area.

Prior to the symposium, an "Initial Report" of the project was mailed to each pre-registered participant for the purpose of providing a framework for the discussions that would occur during the symposium. This 30-page report included a brief review of relevant literature and programs visited by the site visit teams.

During the symposium, dozens of recommendations concerning the future agenda of urban crime control policy were proposed by speakers, panelists and other symposium participants. They urged that public policies be directed toward eliminating economic oppression, racism, sexism and other root causes of crime, removing barriers that limit inner-city residents' full participation in American society, facilitating inner-city residents' ability to leverage political power, improving inner-city residents' quality of life, and enhancing community institutions' ability to prevent crime.

The recommendations are based upon several interrelated premises.

First, crime is a symptom of other social problems. Second, community institutions can reduce the extent to which illiteracy, unemployment, substandard housing and poor nutrition influence individuals' behavior, particularly where new patterns of collaboration between public and private sectors are present. And, third, although external financial resources are needed if inner cities are to overcome seemingly insurmountable obstacles, money alone will not remedy the complex problems facing inner cities.

Symposium participants recommended the provision of public and private grants for innovative ideas and multi-year funding for established community-based programs. They also recommended that, as this nation shapes the future agenda of urban crime control policy and research, it must begin with a re-examination of its basic notions about inner-city residents, the institutions and organizations that serve them, the problems they face, and the solutions for these problems.

According to James K. Stewart, Director of the National Institute of Justice, inner-city residents and the community organizations that serve them should not be viewed simply as consumers of expensive social services, and,

therefore, liabilities. Rather, they should be seen as assets and a great national treasure.

Mayor of San Antonio and Police Foundation Board member, Henry Cisneros, emphasized that the future agenda of urban crime control research and policy making should include a central role for all community institutions. Many panelists recommended that inner-city residents, because they are most familiar with the challenges facing their communities, should help define the problems and decide which alternatives to crime control are tolerable.

In many panelists' view, community-based organizations should be transformed from often-ignored, seldom-advised, peripheral bodies to the central coordinating agencies for social services provided to inner-city residents. They contend that self-determination and community control are essential elements of crime prevention in the inner city and should be incorporated as priorities in the future agenda because, as Atlanta City Councilman Hosea Williams concisely stated, "Nobody will save our communities but us."

Although symposium participants acknowledged that certain elements of broad-based formulas may be applicable to many inner cities, most recommended that crime reduction strategies

and techniques should be community specific. This idea is consistent with traditional notions concerning the need for localized criminal justice agencies that reflect the values, customs, aspirations and resources of the particular jurisdictions in which they operate. It differs markedly from many current approaches that attempt to apply inflexible and externally-developed models to all inner-city neighborhoods.

Symposium participants generally agreed that the federal government should not abandon its role. Congressman Charles Rangel of New York stated that the federal government has the responsibility to help prevent crimes, particularly as they relate to the drug abuse problem. Dick Gregory, a human rights advocate, also noted that the flow of illegal narcotics into inner cities is a national problem. Thus, he recommended that interdiction efforts should be closely scrutinized to eliminate the complicity between organized crime and crooked law enforcement officials that permits the importation and marketing of drugs.

In discussing the national dimensions of the crime problem, Mayor Cisneros explained that a changing economy widens and deepens the gap between social classes and cannot be bridged by compensatory education

programs alone, in part because \$15 per hour jobs are being replaced by jobs paying \$7 per hour. Changing demographics also cannot be controlled by local communities. America's population is aging. By the turn of the century there may be more senior citizens than teenagers. More women work outside the home, leaving children unsupervised and increasing the need for recreation and latchkey programs. In addition, more minorities are moving into the central cities, heightening the challenge of maintaining social order amid diversity. Although the needs of local communities increase or remain constant, the federal government has drastically reduced the funds available to them for social service programs. Mayor Cisneros recommended that Americans should insist on the requisite role of federal government in domestic policy making because these factors that influence crime rates are beyond the control of local communities.

Symposium participants recommended that community institutions at the local level develop and implement strategies that will prevent crime. The family unit should be sustained. Youth should be discouraged from dropping out of school. Churches and other religious organizations should address the problems of the inner city, including racism and sexism.

Employment-driven programs, that help break the cycles of poverty and welfare dependency, should be adopted. Civic and self-help groups, as well as civil/human rights organizations, should address crime problems, particularly drug abuse and homicide. News media should provide public service announcements as a means to inform citizens about what can be done to prevent crime. In addition, law enforcement agencies should work with other community institutions.

According to Hubert Williams, President of the Police Foundation, police departments cannot prevent crime alone. He recommended that police should establish links with community groups. James Stewart referred to these links as partnerships. Stewart urged that police develop partnerships with community organizations and businesses. Mayor Cisneros recommended hiring more and better police. He also suggested bridging the gap between police and community because "the police will not be successful until we begin to rebuild the network of community institutions in neighborhoods and cities where the social fabric has begun to unravel."

Judges should tailor sentences to individual offenders rather than rely on sentencing guidelines. In addition, corrections should focus on rehabilitation and treatment rather than warehousing and punishment.

For research, symposium participants recommended that future projects assess the effects of public policies on specific crime problems, identify factors that prevent individuals from committing crimes, and study the successes of community institutions to determine how their operations can be improved. Robert Woodson, President of the National Center for Neighborhood Enterprise, stated that the money earmarked to address crime problems has not been spent where it should have been. He recommended that the future research agenda should address the maldistribution of funds earmarked to address crime. Woodson also urged researchers to study the successes of programs and ask "how do these programs do what they do" and obtain community input into crime prevention and control research.

Rose Ochi, Executive Assistant to the Mayor of Los Angeles and Director of Criminal Justice Planning, mentioned that research does not measure the love, devotion, dedication and energy of those working to reduce crime in inner cities. She recommended including these factors because policy makers need to know that successful program implementation depends on people who make the programs work. James Stewart also noted that these variables have not been quantified

and that they, as well as a sense of community, probably are the variables that make a difference. Thus, the future agenda of urban crime control research should encourage collaboration between researchers and practitioners and the development of methods that help measure key variables.

Many symposium participants stressed the need for the establishment of forums through which a continuing dialog among representatives of various community institutions could occur on a systematic basis. They recommended that the federal government provide funding so that similar symposia can be sponsored on an annual basis.

Over 70 participants formed a new organization entitled the National Inner-City Crime Prevention/Intervention Association. This Association will 1) address major urban crime problems, 2) facilitate communication among community-based crime prevention/intervention programs, and 3) provide technical assistance to those attempting to replicate successful programs.

JUVENILE AND CRIMINAL JUSTICE AGENCIES

Police, courts, and corrections constitute an institution formally charged with detecting crime, then adjudicating, punishing, and rehabilitating offenders. However, current rates of crime and violence suggest that Americans have overestimated the ability of government agencies to prevent and control crime.

Despite the fact that Americans spent approximately \$40 billion last year for juvenile and criminal justice services, police departments are overwhelmed, court dockets are full, and jails and prisons are bulging at the seams. Americans incarcerate more than one-half million of their neighbors at an annual cost of nearly \$20,000 per inmate, while new prisons become overcrowded even before their construction is completed.

The enormous expense and extraordinary size of the juvenile and criminal justice apparatus, as well as the crime rates and fear of crime levels, are evidence of its inability to reduce crime absent meaningful participation of those community institutions that should bear the primary responsibility for crime prevention and control (Chaiken et al., 1977; Spelman and Brown, 1981; Police Foundation, 1981).

Nearly 15 years ago, the National Advisory Commission on Criminal Justice Standards and Goals (1973) reported that "This country has preferred in large part to ignore the frustration and rage that produce crime and instead has developed a ponderous bureaucracy to deal with symptoms, rather than the problem itself." Despite this warning, the nation's response to delinquency and crime has not substantially changed. The government agencies designated to respond formally to crime often seem paralyzed by uncertainty over their appropriate roles and responsibilities in the face of seemingly ever-increasing challenges to reduce crime. However, many of these agencies have taken bold new steps without abandoning their traditional functions.

Police

Introduction

The basic functions of police are order maintenance and crime control. Police maintain order or keep the peace by providing "immediate short term relief in response to personal or interpersonal problems" such as intervening in family disputes, assisting accident victims, and controlling traffic (Robin, 1984). Police spend the majority of their time maintaining order. Thus, most citizens' perceptions of police departments probably are shaped by the manner in

which police respond to non-criminal matters. Police control crime or protect the public by patrolling neighborhoods, detecting crime and identifying and apprehending offenders.

Because police agencies are designed to respond to citizens' calls for assistance, they are reactive rather than proactive in nature. The extent to which police departments should be proactive, or involved in crime prevention activities, has been the subject of debate since their inception a century ago. Many police departments are involved in crime prevention activities that include conducting security surveys, organizing block watches and making presentations to civic groups and school children. A few also have developed proactive strategies designed to improve citizens' quality of life. Three examples of these innovative approaches are provided below.

Programs

East Dallas Community-Police and Refugee Liaison Office - Dallas Police Department

Problem Program Addresses:

The United States is seen as a refuge, a place that provides protection from danger or distress. Thousands of refugees enter the United States each year. For many refugees seeking a

safe haven, however, the streets of American inner-cities often are as terrifying as their homelands.

Refugees are the newest and often the neediest members of inner-city neighborhoods. Most are unfamiliar with the language, culture and values of American society. They frequently have little money, no American education, and few marketable skills to help them become self sufficient. And, many fear the police. Consequently, they often are more vulnerable to crime than other inner-city residents and less likely to report crimes to the police.

Program Goals and Operations:

The goals of the East Dallas Community-Police and Refugee Liaison Office are to provide refugees and other recent immigrants with improved access to the criminal justice system and opportunities for them to become part of the American mainstream. The program involves police officers in the daily life of the community in which refugees live and work. It also encourages refugees to cooperate with police by reporting crimes and suspicious activities.

The program works out of a storefront office located on a main street in one of the refugee areas of Dallas. It primarily works with refugees from Southeast Asia.

Police officers and other office staff help locate employment opportunities, distribute food and clothing, visit homes, make referrals to other social service agencies, and hold weekly crime prevention meetings in several languages. They also provide activities for youth, including creation of a Law Enforcement Explorer Boys Scout Troop that serves as a positive alternative to local street gangs and encourages youth to remain in school.

The program does not have a formal budget. The Dallas Police Department pays the salaries of the police officers assigned to the office. Individuals, churches, local businesses and philanthropic organizations donate food, clothing and services.

As a result of observations and conversations with program staff, police executives, city officials, civic leaders, and recipients of program services, the site visit team concluded that this program reduces refugees' fear of police, increases their cooperation with police, and eases their transition to American society.

Although this program involves patrol officers in activities designed to improve residents quality of life, it does not require police to abandon their traditional order maintenance and crime control functions.

In fact, this unique approach may enhance patrol officers' ability to detect crime and make arrests because refugees become more willing to cooperate with police.

The site visit team reports that this program probably can be replicated across geographical areas and ethnic groups because, according to Jerie Powell, Vice President of the Asian Pacific American Chamber of Commerce, "it is built upon an enduring spirit of cooperation and caring that transcends racial and cultural barriers and affirms the belief that in a democracy police are more than guardians of law and order." The team noted that of importance to transferability is the commitment of patrol officers, the support of police executives and other command-level police officials, cooperative working relationships with other social service agencies, and meaningful involvement of members of the ethnic groups served.

For additional information on this program contact Corporal Ron Cowart, Dallas Police Department, 1327 North Peak, Dallas, Texas 75204. Telephone: 214-827-3978.

Junior Police Cadet Section -
Detroit Police Department

Problem Program Addresses:

Children and senior citizens frequently are

victims of violent crimes. Children enroute to and from school often are robbed, attacked and beaten by other youngsters. The elderly are afraid to venture outside their homes because even routine trips for groceries frequently are interrupted by terrifying assaults and purse snatchings.

Many, if not most, of these crimes go unreported and the offenders undetected. Available evidence and theoretical formulations indicate that juveniles often are the offenders and their involvement may be linked to their self-esteem and attitudes toward society.

Program Goals and Operations:

This program attempts to prevent criminal assaults against children and senior citizens by using hundreds of high school and college students as junior police cadets. Most students are recruited by police officers who visit their high schools. These students are enrolled in a training program that includes lectures on criminal law and municipal ordinances, crime reporting and description techniques, personal hygiene, patrol techniques, effective note taking, drug education, working with senior citizens, and human relations. Following training, cadets are assigned to patrol officers who supervise their work.

Cadets provide two services: school/community patrol and senior citizen escort. The school/community patrol service is designed to prevent attacks on children going to and from school and reduce vandalism in parks and other public areas. Cadets provide police with information concerning suspicious circumstances, criminal incidents, abandoned cars, vacant buildings, and hazardous conditions. The senior citizen escort service is designed to permit the elderly to move freely throughout the community without fear of being victimized. Cadets ride buses and walk with the elderly while they shop, bank and visit physicians.

In addition to providing services, the program attempts to intervene, correct and restore an attitude of caring and sharing among youth, senior citizens, and public and private institutions. The program emphasizes self-discipline, leadership, civic awareness, community service, respect for law and order, school attendance, and community pride. Youth and senior citizens interact in meaningful ways that foster constructive dialog, learning, understanding, and trust. Cadets also provide positive role models for other youth.

Sixteen police officers are assigned to this unit. Federal, state and local

government funds are used to pay cadets during the summer months. Philanthropic organizations also make contributions.

Although the number of assaults prevented by this program is unclear, the site visit team concluded that this program may contribute to a reduction in crime because it increases the likelihood that potential offenders will be deterred from assaulting children and senior citizens while they are escorted by cadets. Also, program staff indicated that only a tiny fraction of over 13,000 youth participating in this program are known to have become defendants in criminal cases. This suggests that the program may reduce the effect of negative community and peer influences.

The site visit team reported that this program probably can be replicated in other cities. However, the support of the mayor and other key city officials, the police chief, patrol officers, and school officials is crucial. The support of key city officials is required because of the cost involved in providing paid summer positions for cadets. The police chief must endorse this program because it requires reassigning a considerable number of personnel. In addition, patrol officers must be willing to supervise the cadets.

Incentives must be provided to encourage students' participation. In Detroit, high school students are required to complete 200 hours of community service as a condition of graduation. Participation in the Junior Police Cadet Program fulfills this requirement. The high school students, aged 14 to 18, serve without pay during the school year. However, during the summer months, cadets are paid. Those volunteering services during the school term are considered first for a smaller number of paid summer positions. This incentive brings hundreds of students to the Junior Police Cadet Program each year. Where funds are not available to provide paid summer jobs, the opportunity to explore career options may encourage youth in other communities to participate in a similar program.

For additional information on this program, contact Third Deputy Chief Thomas E. Moss, Sr., Detroit Police Department, 1300 Beaubien Street, Detroit, Michigan 48226. Telephone: 313-224-4475 or 313-224-1576.

Positive Interaction, Dispute Resolution, and Inhalant Abuse Programs - Houston Police Department

Problem Program Addresses:

Houston is a sprawling metropolis, covering more

than 560 square miles. It is comprised of numerous neighborhoods. Although there is much similarity across many of them, each neighborhood is distinct from the next. Crime, fear of crime, interpersonal disputes and drug abuse plague many Houston neighborhoods. The nature and extent of these problems, and neighborhood responses to them differ markedly. The Houston Police Department addresses these differences through a proactive neighborhood-oriented policing approach.

Program Goals and Operations:

The Houston Police Department operates a wide variety of unique programs as part of its multifaceted, long-term strategy to reduce crime. Police officials and neighborhood residents systematically exchange ideas, neighborhood residents are actively involved in aspects of policing directly affecting the quality of community life, and police deliver services in ways that reinforce the strengths of Houston's neighborhoods. Three of the department's programs were selected for site visits because they bring together existing community resources in new ways and help reduce citizens' fear of crime.

Positive Interaction Program

According to the Houston Police Department, the

purposes of this program are to identify community leaders with whom the police can work to reduce crime and the fear of crime, and develop activities that facilitate citizens' participation in the establishment of police priorities at the neighborhood level. Civic leaders concur, viewing the program as one that enhances communication between citizens and the police, increases their understanding of laws and how these laws work for them, informs them about their role in solving crimes, familiarizes them with the operations of the police department, makes police officials accessible to discuss their concerns, and affirms that their opinions and concerns influence the manner in which police services are provided.

The program organizes the organizers. Police officials and civic leaders meet on a monthly basis. They discuss how neighborhood problems can be resolved and the quality of life improved.

Joyce Thielepape, a civic leader representing more than 15,000 families and Chairperson of the Southeast Positive Interaction Program, told the site visit team that "One of the most important things to come out of this program, is the friendship that has come about between the citizens and the Houston police officers. ... Any resident who stops by the

substation is treated as a friend, not just a problem stopping by."

Dispute Resolution Program

This program is designed to prevent violence between family members, friends, neighbors, and high school students. It is part of the Ingrando House Project that seeks to prevent and resolve crime problems.

Dispute resolution services are provided by police officers who have been trained in mediation and conflict resolution by members of the Houston Bar Association. They review disturbance call reports involving fights, threats and assaults. Where eight or more calls have been placed by the same parties, staff interview them and schedule an appointment for a mediation session that presents an opportunity for the disputants to resolve their grievances without violence. Participation in mediation is voluntary. Where agreements are reached, pending charges may be dismissed. In addition to this outreach aspect, disputants are referred by patrol officers, school officials and housing project managers.

Inhalant Abuse Program

The goal of this program is to reduce juveniles' use of inhalants (e.g., sniffing glue) through education, police-community cooperation,

intervention and enforcement. The education component informs police officers, school officials, parents and social service providers about the nature and extent of the inhalant abuse problem, detection methods, and prevention strategies. The police and numerous other public agencies and private organizations jointly develop and implement techniques that attempt to prevent and discourage inhalant abuse. Police officers assigned to the program receive training in counseling techniques. They refer abusers to appropriate agencies and provide constructive leisure-time activities. The enforcement component encourages merchants' compliance with laws governing the sale of abusable substances.

These three programs are designed to improve the cooperative working relationships between police and various segments of the community. They are staffed by Houston police officers and primarily funded by state and local governments.

The site visit team reported that these programs probably could be replicated in other sites. However, police officials must provide opportunities for police officers and community members to systematically exchange ideas, develop mechanisms whereby community members are actively involved

in aspects of policing directly affecting the quality of community life, and bring together existing community resources in new ways.

Replication of the Positive Interaction Program requires the enthusiastic support of civic leaders. Maintaining their support probably will be difficult should the police department fail to respond in a manner consistent with their suggestions.

The Dispute Resolution Program may need external validation of its worth, particularly during the initial implementation phases. In Houston, the police department's relationship with the local bar association confers a certain amount of acceptability.

The Inhalant Abuse Program requires the cooperation of other public agencies and private organizations.

Of crucial importance to replication is careful selection of police officers assigned to work in these areas. In Houston, the police officers assigned to these programs are citizen, neighborhood and community-oriented. Their attitudes and approaches gain citizens' confidence and encourage citizens to work with them.

Whether these programs actually reduce crime is unclear. It may be too early to draw conclusions concerning their effects on crime because they are relatively recent innovations and only part of a complex long-term strategy. Given the nature of the problems addressed and the manner in which the police department addresses them, it may be necessary to look beyond crime rates to evaluate the programs' effectiveness.

For example, the site visit team observed nearly 20 senior citizens taking a field trip at night. Their willingness to venture outside their homes at night to participate in a recreational activity may be an important indicator of the program's effect on the elderly's fear of crime.

Nearly 30 civic leaders participate in monthly meetings with police. It is unlikely that they would continue to attend these meetings if their concerns were not being addressed.

Disputants voluntarily participate in mediation sessions. School officials and public housing managers have invited the police department to work with them in resolving disputes between students and tenants.

Youngsters voluntarily participate in activities sponsored by the Inhalant

Abuse Program. They also visit program offices to discuss other problems they experience. Public and private organizations have offered the police assistance in working with youth abusing inhalants and other intoxicating substances.

Thus, variables, such as citizens' perception of the crime problem, their role in reducing it, the number of individuals referred to the programs, and the types of agencies and individuals making the referrals may need to be included in analyses of these programs' effects.

For additional information on these programs, contact Officer Sandi Klien of the Positive Interaction Program, Officer Anthony Comeaux of the Dispute Resolution Program, and Officer John Blackburn of the Inhalant Abuse Program, Houston Police Department, 61 Reisner Street, Houston, Texas 77002. Telephone: 713-222-3311.

Recommendations

During the symposium, recommendations concerning the future agenda of urban police departments were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies police departments employ. Others are program

recommendations that suggest techniques to accomplish police objectives.

1. Police departments should make crime prevention a priority.

2. Police departments should work with other community institutions to improve the quality of life of inner-city residents.

3. Police departments should adopt a neighborhood-oriented policing style, similar to one developed in Houston, that a) presents opportunities for police to reinforce the concept of neighborhood and become part of it by sharing residents' problems, and b) makes it possible for residents to work with police.

4. Police departments should reduce the social distance between police and inner-city residents by organizing the department around the needs of the community. Police departments should ascertain these needs through establishment of and monthly meetings with "police chief community advisory committees" and recruiting and hiring minority group members.

5. Police departments should encourage use of civil remedies.

6. Police departments should enhance patrol

officers' crime prevention roles and give them the flexibility needed to develop innovative responses to inner-city problems.

7. Police departments should expand police training programs to include training in mediation techniques.

8. Police departments should investigate complaints concerning assaults against homosexuals and lesbians.

Courts

Introduction

One of the primary functions of courts is to provide a forum where two or more parties' grievances can be heard and resolved. Civil litigants usually are represented by counsel they select, have input into the manner in which their disputes are characterized, and are encouraged to settle their disputes outside the courtroom. In other words, they exercise some measure of control over how their disputes are handled.

On the other hand, litigants in criminal cases are rarely represented by counsel of choice, have little or no input into charging, plea agreement or sentencing decisions, and rarely are encouraged to settle their disputes without the formalities of judicial

intervention. Consequently, criminal litigants exercise virtually no control over their cases.

Victims, witnesses, police, jailers, prosecutors, defense attorneys, judges, and probation officials play critically important roles in criminal cases. Many are frustrated by courts' inability to process cases quickly.

When victims and other witnesses are called to testify, they frequently are required to make several trips to the court because of postponements and often must wait for hours to testify because of delays. Police officers also wait hours to testify against individuals who often are accused of far less serious offenses than those with which they initially were charged.

Jails are filled with defendants who have been waiting months for a trial and convicts awaiting sentencing. Court hearings frequently are delayed while jailers transport defendants to the courtroom.

Some prosecutors and defense attorneys resort to plea agreements to reduce their caseloads, while others meet their clients for the first time outside the courtroom moments before arraignment or trial.

Judges frequently require counsel to wait for weeks or

months before rendering decisions on fine points of law.

Probation officers seldom verify all information provided on pre-sentence investigation reports and usually supervise offenders through brief telephone calls or office visits.

Courts' ability to resolve disputes in an efficient and effective manner is hampered by increasing caseloads, due process and crime control considerations, and the ever-changing nature of procedural and substantive laws. In the last decade, courts have been encouraged to: 1) improve the working relationship between police and prosecutors, 2) divert first-time offenders from criminal justice agencies, 3) suggest mediation as an alternative to trial, 4) consider alternatives to incarceration, and 5) refer to sentencing guidelines. To some extent, one or more of these suggestions has been adopted by most courts. However, their adoption has not substantially reduced caseloads or satisfied litigants. A number of courts have implemented innovative programs designed to address these issues. Two examples are noted below.

Programs

Community Dispute Resolution Centers - Unified Court System of the State of New York

Problem Program Addresses:

The court system is overburdened by too many cases and too few resources. It usually takes months or years, thousands of dollars, and hundreds of hours of work before a case is disposed. Before minor disputes are resolved, conflicts often escalate to violence, in part, because individuals do not know how to resolve their problems. Many cases can be handled outside court through mediation.

Mediation essentially is a process whereby a neutral party intervenes between two or more disputants and encourages them to settle their dispute. Mediation often is a preferred method of resolving disputes because the parties participate in and agree on the solution to their problems. However, forums in which disputes can be mediated frequently are unavailable.

Program Goals and Operations:

This program provides alternative methods for resolving disputes. The Unified Court System of the State of New York contracts directly with more than 50 independent, community-based, non-profit organizations for the following purposes: 1) to provide dispute resolution resources for local communities, 2) to prevent the escalation of disputes into more serious civil or criminal matters, 3) to

relieve the courts of matters not requiring the formalities of judicial intervention, and 4) to teach individuals how to resolve their problems through mediation.

The centers are authorized by enabling legislation to hear a wide variety of civil disputes (e.g., breach of contract, consumer/merchant, family, employer/employee, landlord/tenant, school problems, small claims, ordinance violations) and criminal complaints (e.g., harassment, assaults, criminal trespass, forgery, fraud-bad check, petit larceny, reckless endangerment, theft of services). Disputants are referred to the centers by friends, neighbors, clergy, school officials, employers, police, attorneys, prosecutors, judges, and public and private agencies. Participation is voluntary, but the agreements are legally valid and binding.

Disputes are heard by volunteers and center staff trained in mediation. The mediators explain the process, allow the parties to present their positions, and discuss the issues. Written agreements are drafted by both parties. Where an agreement cannot be reached, arbitration is available. Where juveniles are involved, home visits are made before the hearings.

The program's annual budget is about \$1.7 million. Each

center receives approximately 50 percent of its operating budget from the state. Other sources of funds for each center may come from fees for services, foundations, corporations, and donations.

The obvious advantages of this program include reduction in court caseloads, providing judges with more time to deal with complex technical matters, escalation of minor matters into violent criminal offenses or more serious civil disputes may be avoided, agreements satisfactory to disputants can be fashioned, the costs of resolving the disputes are minimal, few paid staff are required because volunteers are used, and the dispute is resolved quickly (normally within 14 days after intake). Other benefits include confidentiality, a fuller opportunity for disputants to air their grievances than in court, the ability to identify underlying and related problems and to make follow-up referrals to appropriate agencies, the means for disputants to learn how to manage conflict in a peaceful and effective manner, and the creation of a forum for dialogue, mutual understanding and satisfactory agreement.

The center's usefulness can be measured by the large number of people served (nearly 61,000) and disputes resolved (over 18,000). It is difficult, however, to

determine whether the program reduces crime. Assuming that violence and other forms of crime result when minor disputes are not resolved quickly, this program may reduce crime because cases are resolved within an average of 14 days from intake, reducing the likelihood that hostilities will escalate to violent confrontations. The program also identifies underlying causes of the disputes and makes referrals to other social service agencies. Where an underlying problem, such as drug abuse, is identified and treated, it may prevent one's continued involvement in crime.

The site visit team concluded that this program probably can be replicated in other states. According to Dr. Richard Bennett, enabling legislation appears to be crucially important to replication because it renders the mediation or arbitration agreement among parties legally binding, thereby allowing the centers to function as legally-recognized alternatives to the courts and conferring upon the centers the mantle of respectability required to gain and maintain law enforcement agencies' and community residents' support.

For additional information on this program, contact Dr. Thomas Christian, Director, Community Dispute Resolution Centers Program, State of New

York, Unified Court System, Agency Building 4, 10th Floor, Empire State Plaza, Albany, New York 12223. Telephone: 318-473-4160.

Deferred Prosecution/First Offenders Unit - Dane County District Attorney's Office

Problem Program Addresses:

The process by which individuals are labeled criminal offenders may produce identification with a deviant image, contribute to secondary deviation and poor self-concept, and adversely affect subsequent educational and employment opportunities. For some offenses, it may be in society's and the offenders' best interests to forego prosecution and punishment, particularly where the offender is willing to accept responsibility for his/her behavior and refrain from additional criminal conduct. However, many offenders need more than diversion from the courts. They also need treatment and rehabilitation in order to avoid further involvement in crime. They require diversion to structured programs that help them handle the problems that contributed to their criminal behavior.

Program Goals and Operations:

The primary goal of this program is to prevent offenders' further

involvement in crime by deferring prosecution upon the condition that they satisfactorily complete treatment and/or rehabilitation programs. Although hundreds of diversion programs currently operate throughout the United States, this program is unique in several respects.

First, there is enabling legislation that gives the prosecutor the authority to establish a program whereby misdemeanants and certain felons can be handled outside the traditional criminal justice apparatus. Second, the program utilizes a network of other public and private agencies to help it fulfill its mandate. Third, the program contains crime prevention, treatment, and rehabilitation components. And, fourth, it increases the options available to police.

Police officers usually have two options available: to arrest or not to arrest. Where an officer decides to make an arrest, he or she also must draft a complaint and make court appearances. This program provides a third option. Officers may choose not to make an arrest and recommend that the district attorney refer the case to the program. Where a recommendation is not made by the police officer and the offense is a misdemeanor, the case automatically is referred to the program. The district attorney refers other offenders on a

case-by-case basis. Following referral, program staff conduct group or individual intake sessions.

Group intake sessions are held where a number of offenders have committed a similar offense (e.g., shoplifting). The offenders are advised of the program and screened to determine their suitability for program participation. Suitability is based upon the nature of the current offense, prior criminal record, admission of guilt, offender's attitude, whether offender is dangerous to himself and the community, likelihood of repeating crime, whether offender will benefit from the treatment process, agreement to participate in the treatment program prescribed (e.g., drug counseling, anti-aggression training), willingness to abide by the conditions of the diversion contract (e.g., completion of set number of hours of community service, participation in substance abuse assessment, obtain GED by end of contract, search for work each week, participate in police department's ride along program, pay restitution, write answers to essay questions that are designed to give offender better insight into himself, criminal justice agencies and society), and payment of a \$50 fee.

Individual intake sessions are held for offenders

charged with sensitive crimes such as incest and domestic abuse. During screening, appropriate public and private agencies are identified and offenders are referred to them for placement and monitoring.

Following program suitability assessment, a contract is drafted. The type and length of the contract is determined by the nature and severity of the offense. For example, where the alleged offense is one involving aggravated battery (a felony), the contract may run between 18 and 24 months and require 150 hours of community service, full restitution, alternatives to aggression training, a complete psychological assessment, a promise of no weapons possession if weapon was used during commission of offense, no contact with victim if victim and defendant are separated, no further abuse to victim, monthly telephone contact with program staff, bi-monthly personal contact with intake counselor, adherence to any existing temporary restraining orders, plus payment of a \$50 fee.

After satisfactory completion of the program, the offender's case is dismissed and he or she may request that his or her criminal record be expunged. In the event the offender fails to complete the program, he or she is terminated and the case is

returned to the district attorney's office for prosecution.

Shoplifters comprise a substantial portion of the program participants. An all-day long "retail theft workshop" is held on Saturdays. During this workshop, participants view a movie concerning the myths of shoplifting and participate in small group discussions led by program staff, police officers, probation officers, prison inmates, and ex-offenders.

The purpose of the workshop is to stop shoplifting by helping offenders and criminal justice personnel gain insights into criminal behavior through discussion of factors (e.g., marital problems, depression, unemployment, substance abuse, greed) that may have contributed to the offenders' behavior. The consequences of committing crimes are examined and offenders discuss their experiences with others who have committed similar offenses. The workshop also is designed to help offenders feel better about themselves and accept responsibility for their behavior.

An integral component of the program is voluntary community service. According to Louis Cooper, the program's former director, such service is not employed as a means to punish offenders. Its purposes are

to repay the community for the crimes committed and alter offenders' behavior patterns, thereby reducing the likelihood of recidivism. Offenders also are encouraged to improve their educational levels and employment opportunities.

The program's annual budget is \$175,000. Its sources of funds include county, state and federal governments. Operating costs are offset by participants' payment of fees, restitution, and community service. Based upon the number of community service hours completed, thousands of dollars in services are provided to the community each year.

The results of this diversion program include conservation of police, prosecutorial, judicial and correctional resources. Police officers are not required to spend countless hours waiting to testify, prosecutors can devote their time to preparation of more serious and complex cases, court dockets are relieved, and scarce jail and prison space is reserved for the most dangerous offenders. Sanctions for criminal conduct are administered more closely to the time when the offenses occurred. In addition, the offenders' lives are minimally disrupted because they can continue to pursue their occupations and fulfill family obligations.

Most participants complete the program, and only a few are known to have been re-arrested. Thus, the program may be successful in reducing crime. The site visit team concluded that this program probably can be replicated in other jurisdictions. The support of prosecutors and other social service organizations is essential.

For additional information on this program, contact Ms. Suzanne Beaudein, Acting Director, Deferred Prosecution Unit/First Offenders' Program, Dane County District Attorney's Office, 210 Martin Luther King, Jr. Boulevard, Madison, Wisconsin 53709. Telephone 608-266-4211.

Recommendations

During the symposium, recommendations concerning the future agenda of urban courts were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies courts employ. Others are program recommendations that suggest techniques to accomplish courts' objectives.

1. Court officials should educate the public about the operations and limitations of juvenile and criminal justice

agencies, and invite citizens to visit courts and meet with judges.

2. When appropriate, prosecutors and judges should encourage criminal litigants to settle their grievances outside court through mediation and other dispute resolution processes.

3. Judges should tailor sentences to individual offenders rather than rely on sentencing guidelines because these guidelines discourage consideration of mitigating or aggravating circumstances and the circumstances' relevancy on a case-by-case basis.

4. Judges should consider alternatives to incarceration, including community service, restitution, drug treatment, and house arrest.

5. Prosecutors, defense attorneys, and judges should encourage legislators to re-evaluate statutory definitions of crimes, particularly where elements of crimes do not adequately reflect the nature of offenses or extent of injuries to victims.

6. Judges' performance should be evaluated on the quality of decisions rendered rather than on the quantity of cases disposed.

7. Judges should work with community-based organizations and participate in activities

that improve the quality of life of inner-city residents.

Corrections

Introduction

The term "corrections" refers to penalties, processes, and places.

"Penalties" include execution, incarceration, fines and probation.

"Processes" include the methods by which sentences are imposed and offenders supervised. "Places" include jails, prisons and half-way houses. Each year, millions of Americans come into contact with one or more aspects of corrections.

Nearly 500,000 American citizens are incarcerated in prisons designed to punish and rehabilitate them. Approximately one-half of these are African-American; almost all are poor. Most prisons are located far from inner-cities and usually are staffed by people unfamiliar with inner-city life and the cultural backgrounds of their wards.

Observers generally agree that incarceration is enormously expensive and exceedingly ineffective in rehabilitating offenders. A 450-bed prison costs as much as \$50 million to build, and the annual cost of maintaining a prison inmate can reach \$20,000. Although prisons clearly punish

offenders, they seldom rehabilitate them. The recidivism rate (i.e., the rate at which offenders are re-incarcerated) is nearly 50 percent.

Despite prisons' costs and effects on offenders' behavior, the public frequently demands that longer and harsher sentences be imposed, that parole be discontinued and that more juveniles be incarcerated in adult prisons. The public also is reluctant to continue funding rehabilitation programs because of the perception that they coddle criminals. The argument that these programs can reduce offenders' propensity toward involvement in crime is becoming less persuasive.

Many techniques are employed in an attempt to reduce offenders' recidivism. Most of these are operated by a single agency in a relatively isolated fashion. A unique approach, which simultaneously blends the expertise and resources of several public agencies and private organizations, is operated by the State Bar of California.

Program

Volunteers in Parole - State Bar of California

Problem Program Addresses:

Youthful offenders serve more time in correctional

institutions now than ever before. After spending months or years in juvenile detention facilities and adult prisons, these youth often find themselves without family, friends, a place to stay or a job. Many are stigmatized by lengthy criminal records, uneducated and illiterate, unmarried parents of small children, struggling with drug or alcohol dependency, suspicious, fearful and uncertain. They frequently commit new crimes or violate the conditions of their parole because adequate support systems often are unavailable.

Program Goals and Operations:

Former Supreme Court Chief Justice Warren Burger recommended that attorneys help make the correctional system something more than a revolving door process. In response, the Volunteers In Parole program (VIP) was established in Los Angeles and Santa Clara in 1972. The program currently operates in seven counties throughout the State of California, and is sponsored by the California Youth Authority, the State Bar of California, and local bar associations.

Modeled after the Big Brother and Big Sister programs, VIP seeks to reduce the recidivism of youthful parolees, aged 15 to 23, by matching them with attorneys who volunteer eight hours per month of their time to ease

parolees' transition from incarceration to meaningful participation in society. More than 14,000 matches have been made. The VIP program encourages parolees to discover their capabilities, develop talents, organize time, budget income, and participate in constructive leisure time activities.

Attorneys are used because of their understanding of the legal system, familiarity with community resources, and experience in dealing with bureaucracies. As a result of their contact with juvenile or criminal justice agencies, many young parolees need legal questions answered about their relationship to those agencies and their effects, leases and other contracts, and licensing requirements.

Attorneys in the program provide positive role models, friendship, and advice on financial and personal matters. They take parolees to sporting events, help them locate employment, and assist them with their studies. They also provide hope and inspiration, increasing the likelihood that the youthful parolees will become law-abiding citizens. Program attorneys gain insight into the effects of criminal justice agencies and the satisfaction of knowing that they helped troubled youth. The community also benefits from the program. For example, parolees volunteer their services to

the elderly, taking them for walks, providing companionship, and participating in special events.

In addition to attorney-parolee matches, the program conducts street law classes. These informal lectures on legal issues are offered to parolees and other youthful ex-offenders. Presentations also are made to community groups and public and private agencies.

The program's annual budget is \$404,000. Its sources of funds include the state government and professional non-profit organizations.

The program's history strongly supports the notion that it can be replicated in various sites throughout the State of California. In 1972, the program was offered in two counties. It currently operates in seven.

The site visit team expressed some reservations about the program's transferability to sites outside California. First, the program, which responds to the difficulties youth experience on their release from detention facilities or prisons, is able to rely on the commitments of an extraordinary combination of public and private resources. The State Bar of California, the California Youth Authority, local bar associations, volunteer attorneys, and parole

officers work together with troubled youth using an informal, flexible model designed to prevent recidivism. It may be difficult to replicate this unique combination of resources and marshal them on a state-wide basis in other jurisdictions because criminal justice agencies seldom coordinate efforts and share resources even on a local level. A state-wide effort presents an additional set of challenges.

Second, the program does not provide any training for attorneys, just an information packet. Additional attorneys are recruited by current volunteers and through brochures that include a letter from a judge or other respected member of the bar. Where inexperienced volunteers are not equipped to deal with "street-wise" youth, the youth may take advantage of them, resulting in a reduction of the number of attorneys willing to participate as well as a loss of community and governmental support for such a program.

Whether this program reduces crime is unclear. However, given the costs of incarceration, if only a small number of the 14,000 matches resulted in a reduction of the number of youth being returned to detention facilities or prisons, the state probably saved millions of dollars by investing in this program.

For additional information on this program contact Ms. Mary Van Zomeren, Director, Volunteers in Parole Program, State Bar of California, Office of Legal Services, 555 Franklin Street, San Francisco, California 94102-4498. Telephone: 415-561-8250.

Recommendations

During the symposium, recommendations concerning the future agenda of corrections were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies corrections employ. Others are program recommendations that suggest techniques to accomplish corrections' objectives.

1. Corrections should provide opportunities for ex-offenders to act in new ways and encourage their full participation in community life because individuals who are a part of the crime problem also can be a part of its solution.

2. Because African-Americans are disproportionately represented as prison inmates, corrections should recruit and hire more African-Americans as corrections planners and correctional officials.

3. Alternatives to incarceration should be used whenever possible because imprisonment is very expensive and causes tremendous human suffering.

4. Funds earmarked to build adult prisons and support the growing "correctional - industrial complex" should be re-allocated and spent on programs that prevent youth involvement in crime.

5. Corrections should provide direction, guidance and support services to ex-offenders. Typically, ex-offenders are supervised only in the form of periodic telephone calls or office visits. Ex-offenders frequently need assistance in resolving personal problems that may be related to their involvement in crime.

6. Prisons should prepare inmates for employment through work training and work release programs.

7. Parole boards should require prison inmates to complete the equivalent of a high school education as a condition of parole, particularly where they have been sentenced to lengthy prison terms and are capable of fulfilling this requirement.

8. Parole boards should discontinue the practice of returning parolees to prisons for technical violations of parole when no new crime has been committed.

9. Half-way houses should provide drug, family, and job counseling services to ex-offenders. These houses also should work with state agencies, community-based organizations and inner-city residents to facilitate ex-offenders' meaningful participation in their communities.

10. Juvenile justice agencies should establish diversion programs that permit non-violent offenders to work in community service projects.

FAMILIES AND FRIENDS

Introduction

The family, as the fundamental social unit, serves as a bastion of support, encouragement, education, and guidance. Through approval or disapproval, parents and other family members transmit values and expectations that become part of the way individuals look at themselves and their world. Friends and peers also offer youngsters opportunities for sharing experiences and problems, acquiring and testing social skills, and for gaining self-respect and satisfaction.

In far too many inner-city communities, the influences of family and friends and the traditions they pass on to the young may be less than positive. For inner-city youths, significant others are frequently the peers and older people they meet on the streets. Here, in Cohen's (1955) terms, they often become part of a delinquent subculture that sees itself as unrestrained by any influences beyond those of the group itself.

Consequently, malicious acts, such as gang warfare, become ends in themselves. Within such groups, as Cohen (1955) maintains, popularity and prestige are earned by the degree to which members

demonstrate contempt for legitimate values.

The problem is complicated by the large number of children raising children. In addition to the obvious medical, educational and economic hardships accompanying teenage pregnancy, the lack of adequate parenting skills adversely affects the ability of the family unit to operate as a socialization mechanism. According to Perkins (1986), Welsing states that "There is no teenage child, male or female who is able to consistently carry out this function -- this task of shaping and molding a human being. It takes maturity to teach maturity. Children can only teach children to behave as children. ... In brief, it is impossible to have a healthy ... community in the presence of the immature and inadequate parenting of ... children."

Families and friends often are blamed for youth's involvement in crime. Two unique programs address this issue by providing surrogate families and support services to troubled youth.

Programs

Children of the Night

Problem Program Addresses:

A typical street child is 14 years old, white, female, from a middle-class family,

literate, intelligent, self-motivated, forced from home, and a runaway from psychological, physical or sexual abuse or other difficult family situations. Most of these children find themselves on the street without money, food, shelter, adequate clothing, friends, and protection.

Alone, often afraid, and without direction, these children are particularly vulnerable to negative influences and empty promises of pimps and pornographers. The flesh peddlers convince thousands of these children to sell their bodies to strangers. Most of the children's customers are white, male and married; many have children the same ages as these young prostitutes. After working a ten or twelve hour night, these children frequently are beaten by their pimps. "Too old for protective services, too young for jobs and not a serious enough criminal (pre-delinquent) to be eligible for social services," these children have few places to which they can turn for assistance (Lee, 1987). Children of the Night is one of these places.

Program Goals and Operations:

This program is in the business of raising children. It assumes the responsibility for protecting and caring for any child in trouble or in need. It is designed to insure

appropriate and long term placement of street children in the mainstream of society. Since its inception in 1979, the program has helped thousands of children. During 1985, more than 1,600 children contacted the program. Although only 11 percent of these children return home, approximately 80 percent of those served stay off the street.

Children contact the program through its 24 hour telephone hotline or its outreach workers on the streets. These volunteers direct children to the program's walk-in crisis center. The walk-in crisis center offers clothing, a place to shower, crisis intervention, housing referrals, assistance with placement in drug programs, mental health facilities, schools, and jobs, as well as assistance in obtaining birth certificates, social security cards and other forms of identification. Program staff also will make arrangements for the children to return home. In addition, staff are involved in activities designed to increase public awareness of the problem and program replication.

This program is unique in a number of respects. First, and perhaps foremost, is the guiding philosophy on which the program is based. The program's motto is "We're here to help." Although its main concern is to offer

child prostitutes an alternative to the streets, the program helps any child in need. The program has an open door policy. No child is turned away because program staff believe that children have a right to food, shelter and protection. It offers needed services without strings attached. No conditions are attached to the offer of assistance. Children are asked "What can we do for you?" rather than told what they must do in order to receive program services.

The program defines success as a child not supporting herself or himself through any kind of criminal activity including association with or dependency on others involved in criminal activity. Where a child chooses to be involved in criminal activity, the program continues to offer assistance. It does not give up on any child.

Second, the program director is skilled, highly motivated, dedicated and committed to working with troubled youth whom others often refuse to help. Dr. Lois Lee is able to move comfortably between boardrooms to raise funds and the gutters to let children know hassle-free help is available. She even opens her home to children needing a place to sleep.

Third, staff are carefully selected and well trained.

Staff members are local residents and familiar with and sensitive to the problems faced by street children. The demographic characteristics of most staff members reflect the population served. Because many street children are sexually exploited by men, no males are hired as staff members. Staff are trained in working with street children, making referrals to other agencies that will help remove the children from the streets, crisis line counseling, sharing the children's reality, and guaranteeing confidentiality. Program staff also maintain a close working relationship with police. They give police detailed information about pimps.

As mentioned above, 80 percent of the children with whom this program works stay off the streets. Because many were supporting themselves through prostitution and/or other types of illegal behavior, this program may reduce crime.

However, according to Dr. Lee, "Children of the Night is not a crime prevention program. It is a program that helps street kids." The children assisted by this program are considered victims of society's indifference to their plight, and of a dysfunctional family that abuses and abandons them. According to this

perspective, the extent to which public and private agencies and parents modify their response to children, children can be saved from the ravages of street life and placed in the mainstream of society.

Children of the Night has received numerous awards, including the 1984 President's Volunteer Action Award. It has been featured on CBS's "60 Minutes", the subject of a movie, and the topic of dozens of newspaper articles. Its annual budget is \$234,000. It is funded by private corporations and individual contributions. It does not accept government or United Way funds.

For additional information on this program, contact Dr. Lois Lee, Executive Director, Children of the Night, Inc., 1800 North Highland, Suite 128, Hollywood, California 90028-4520. Telephone: 213-461-3160.

House of UMOJA Boystown

Problem Program Addresses:

Tens of thousands of boys and girls belong to gangs. Hundreds more join each year. These gangs often kill and maim rival gang members and innocent bystanders, traffic in drugs, extort money from businesses, terrorize neighborhoods, disrupt school classes, and scrawl graffiti on buildings.

Many believe that gangs are completely evil and hedonistic. Those with this perspective recommend forceful police action and implementation of punitive crime prevention measures. The House of UMOJA Boystown approaches this complex and often deadly problem from a vastly different perspective.

Program Goals and Operations:

For nearly 20 years, the House of UMOJA has been working with boys to help them overcome massive social and economic problems. This residential program, located in one of Philadelphia's toughest neighborhoods and occupying 23 buildings, is designed to save the lives of high-risk, violence-prone youth. It is, in Robert Woodson's (1986) words, "a home with a family, not a government social service agency."

The House of UMOJA Boystown reduces youth gang violence by addressing, in a holistic manner, the interrelated problems faced by youth. It provides a surrogate family, food, shelter, emotional and spiritual support, and a host of services including life skills and job training, job placement, employment opportunities, counseling, reintegration planning, stress and aggression control training, values clarification and problem solving skills, remedial reading, remedial math, GED preparation, vocational

education, conflict resolution and communication skills, and recreational activities.

Program staff are involved in social work seminars and provide technical assistance to those attempting to replicate their program. In addition to the Boystown, the House of UMOJA Community Development Corporation operates a Security Institute, catering business, culinary arts academy, information center, and moving and hauling company.

The House of UMOJA works closely with local and state government agencies, other community-based organizations, religious groups and planning bodies. Its annual budget is approximately \$400,000. Activities are funded through local, state and federal government agencies, multi-national corporations, regional foundations, youth-sponsored car washes, neighbors' pocket change, and cake sales.

In addition to being selected by the United States Department of Health and Human Services as an exemplary program for replication, the House of UMOJA has been recognized by President Ronald Reagan and former President Jimmy Carter, the National Council on Crime and Delinquency, the YMCA, the National Business League, the National Association of Blacks in

Criminal Justice, the United Negro College Fund, the National Black Police Officers Association, the Urban Coalition, and the National Black Law Students Association. It has been featured on such television programs as the "MacNeil-Lehrer Report" and "That's Incredible", as well as in magazines including Reader's Digest, books, and newspapers. And it has received nearly eighty community service awards.

According to Dr. James Scott, the concept on which the House of UMOJA operates appears to be based upon three interrelated premises: 1) it is better to approach the problem from the viewpoint that people are attempting to comply with others' expectations than to approach it with a perspective that seeks to prevent people from violating others' rules, 2) it is better to start by providing protection from harmful influences than to start by eliminating these influences, and 3) the basic protection resources needed to begin resolving the problem exist in individuals' ties to other people -- peers, family, and co-workers. This concept involves the belief that impoverished neighborhoods, largely cast off as being unworthy of substantial public attention, possess human resources that can be developed to remedy neighborhood problems.

The House of UMOJA builds upon the positive characteristics of gangs such as loyalty, trust, sharing, and mutual respect among members. The concepts, "respect for self and others", "trust", "love", and "responsibility for one's own life," are some of the most important "things" the program gives to youth. By providing a feeling of self-worth, the program assumes that youth will be less likely to view others as worthless; and, by instilling a sense of responsibility, they will be less likely to fall victim to the negative belief that their lives are determined purely by fate and luck.

According to Dr. James Scott, at the individual level, the fundamental notion seems to be that ego strengthening is the first step in reducing the influence of a delinquent environment. At the neighborhood level, the program assumes that facilities must be provided to which young people can attach themselves if the delinquent influence in the community is to be blocked. The same theoretical principles applied to individuals will also, it is assumed, hold at the community level.

This is not a novel idea. However, it is unique in that the initial locus of resources for developing ego-strength and for

community development lies in gang and family attachments and in neighborhood pride. While these terms are often employed rhetorically by various groups, the House of UMOJA is a concrete and programmatic embodiment of them.

Loyalty, trust, sharing and mutual respect among members are attributes of a family and represent basic needs of youth. Thus, each Boystown resident is encouraged to view himself as a member of the "family." "Family" in this context is not viewed as a label, casually assigned for the purpose of stifling individuality. Its purpose is to motivate young people to develop and demonstrate the fullest sense of personal responsibility.

Consequently, success is not measured by the extent to which young people relinquish gang membership; rather, by the transferal of their gang loyalties to the House of UMOJA family. By linking the gang and family, individuals can abandon the destructive aspects of the delinquent gang and simultaneously commit themselves to the House of UMOJA without creating a psychological vacuum in their lives.

For this reason, the House of UMOJA's success, at the individual level, cannot be gauged in the conventional sense and must be seen in light of long-term gradual behavioral changes. At the

community level, family and kinship are seen as principles for broader community development. Evaluation of success at this level also requires assessment of long-term changes. Where success is measured in conventional terms, the House of UMOJA is successful in reducing the number of gang-related homicides and assaults. Before this program began, Philadelphia frequently was referred to as the gang capital of the United States. Forty or more young people were murdered each year; hundreds were maimed. Last year only a few gang-related homicides were reported.

The House of UMOJA Boystown program appears to be more applicable to communities characterized by strong juvenile gang organizations and less organized conventional family structures. Experience has shown that the House of UMOJA Boystown can be replicated in other geographical areas and with other ethnic groups. Currently, a Delaware-based replication site is operating and program staff have traveled to and are communicating with community groups in Belfast, Ireland.

Dr. James Scott noted that it should be realized, however, that any program which so closely reflects the aspirations and concern of its founder, as does the House of UMOJA, involves a

subjective dimension unique to the personal characteristics of its organizer. The commitment, dedication, and involvement of Sister Falaka Pattah are important ingredients in the program's success. This program aspect, which was essential during its formative stages, cannot be duplicated. However, it is possible that someone else, possessing similar personal skills and orientations, could apply their persuasive powers to their particular situation and produce remarkable results.

For additional information on this program contact Sister Falaka Pattah, Chief Executive Officer, The House of UMOJA Community Development Corporation, 1410-1426 North Prazier Street, Philadelphia, Pennsylvania 19131. Telephone: 215-473-2723.

Recommendations

During the symposium, recommendations concerning the future agenda of urban crime control within the context of the family were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest specific techniques.

1. The concept of "family" should be defined more

broadly to include extended family structures. The family typically has been viewed as a nuclear family, i.e., two parents and their children. However, in the inner city, various family forms exist. Many families are headed by single parents, while numerous households are comprised of several generations.

2. Mothers should be trained for well-paying jobs, taught how to teach their children problem-solving skills, and provided day-care facilities.

3. Youth leaders, many of whom may be involved in delinquent or criminal activities, should be identified, targeted for leadership development, and provided opportunities to use their skills in socially acceptable ways.

4. "Human resource banks" should be established. These banks should be designed to provide emotional, educational, recreational, and economic growth support services to youth. They should consist of parents, youth and professional child care workers.

5. Parent support groups should be established to assist parents because they are subject to burnout just as are other caretakers and service providers working with troubled youth.

SCHOOLS AND EDUCATIONAL PROGRAMS

Introduction

According to President Ronald Reagan (1987), "America's schools have prepared our young people, whatever their origins or circumstances, for adult life and for the responsibilities of citizenship. We have an obligation to see to it that this ladder of success works as well for young people today as it did for those in our past." Although schools are major vehicles for adult life preparation, education, training and recreation, in many inner-city communities the school's influence often is not as strong or positive as it should be.

Inner-city schools are characterized by truancy and dropout rates far above the national average and by lower than average standardized test scores. According to the United States Department of Education (1987), "Dropout rates are more than three times higher for poor children than for affluent children. Nearly half of all poor children (47 percent) score in the bottom quarter on achievement tests."

The major reason for low academic performance may lie in the general failure of what Hirschi (1969) calls the "manifestly middle-class institution" of public

education to meet the needs of children who bring to the classroom norms, values, and manners of different social class backgrounds. Silberman (1978) notes that it might be due to the fact that legitimate school and career opportunities available to youngsters in impoverished inner-city areas are usually pale in comparison to opportunities for learning and applying criminal techniques in a more profitable manner. The National Commission on Excellence in Education (1983) suggests that low academic performance may be caused by this nation's "act of unthinking, unilateral educational disarmament."

Schools are not totally responsible for the current dilemma. They face awesome obstacles, particularly in our inner-cities. According to the United States Department of Education (1987), "Schools in low-income areas face a difficult challenge. Their students may come from communities with high rates of crime and drug use. Parents may have limited educational backgrounds. Often it is difficult to attract or retain good teachers. ... In the worst instances, these schools must contend with gang violence, vandalism, a high incidence of teen pregnancy, and poor nutrition."

Inner-city schools are addressing these issues. In

addition to innovative education programs designed to teach basic skills, many schools are operating programs that prepare youth for adult life and helping them to avoid such dangers as drug abuse.

Problems concerning the adequacy of education and training extend far beyond inner-city classrooms. Criminal justice professionals frequently are unprepared to work with inner-city youth or respond to the special needs of other segments of the population. This issue is of significance, in part, because the service providers' backgrounds usually differ from those to whom they are providing services. Most criminal justice professionals are Anglo-Americans. Many live in the suburbs. Relatively few are familiar with inner-city life, the cultural diversity of inner-city populations, and the special problems inner-city residents face.

Although educational and training programs are offered to increase criminal justice professionals' knowledge about inner-cities and improve their ability to respond to inner-city residents' problems, the curricula typically are developed and taught by individuals who have little or no direct experience with inner-city life. Consequently, many of the

issues of importance to inner-city residents are completely ignored. In recent years, this problem has been addressed by several innovative training projects.

Programs

School Program to Educate and Control Drug Abuse (SPECDA) - New York City Board of Education and New York City Police Department

Problem Program Addresses:

Illegal drugs are readily available. Drug peddlers often market a full line of products in and near schools. Children's peers and advertisements, prominently displayed on billboards, in magazines, and on radio and television stations, encourage them to consume alcohol. As a result, millions of children smoke marijuana and crack, snort PCP and cocaine, and drink beer and wine coolers.

Drug and alcohol abuse is considered one of the most pressing problems facing this society. Substance abuse prevention efforts generally focus upon curtailing sales to customers by arresting retailers. This "supply-side" strategy has enjoyed limited success. More recently, education has been viewed as a means to prevent substance abuse by changing attitudes toward it. This "demand-side" strategy attempts to

eliminate the desire to use drugs and alcohol.

Program Goals and Operations:

SPECDA is a partnership between the New York City Police Department and the New York City Board of Education. Its primary goal is to reduce substance abuse by preventing drug sales near schools, altering children's attitudes toward substance abuse, increasing children's awareness of substance abuse effects, building a foundation for constructive dialog among children, police officers and drug counselors, and improving the working relationship between the New York City Board of Education and New York City Police Department.

A grade-specific curriculum was developed for 5th and 6th graders, and lesson plans have been prepared for kindergarten through the 12th grade. The curriculum covers self-awareness, peer pressure, strategies for resisting peer pressure, drug pharmacology, consequences of drug use, and positive alternatives to drug abuse. The educational program lasts 16 weeks. Students participate in eight sessions during the 5th grade, and another eight sessions during the 6th grade. Each session is 45 minutes long. All 16 sessions are taught by the same team, which consists of one uniformed police officer and one board of education drug counselor. In addition

to speaking with children, the nearly 100 police officers assigned to the SPECDA program meet with parent groups, deliver presentations to a wide variety of community organizations, and participate in neighborhood activities.

In addition to salaries the program's operating budget is \$210,000. Funding is provided by the City of New York.

The site visit team concluded that this program probably can be replicated in other sites. It appears that the support of the police chief and superintendent of schools is vital to the development and implementation of a SPECDA-type program because it requires at least two large government agencies, with very different philosophies, goals and objectives, to work together closely over an extended period of time. The course materials probably can be adapted to suit almost any school district. Most police departments have a contingent of young, bright and enthusiastic officers who can capture the imagination and hold the attention of 5th and 6th graders. And, many teachers welcome any assistance they can obtain to deal with the drug abuse problem, particularly as it manifests itself in the classrooms and hallways of America's schools.

However, implementation of such an approach may be difficult where the community is reluctant to accept uniformed police officers in schools as educators rather than law enforcers. The old debate concerning the police role is likely to be fueled by introduction of this program. Teaching schedules also may have to be adjusted, leaving less time to devote to reading, writing, and arithmetic or lengthening the school day.

Despite these potential difficulties, it appears likely that most will view this as an extension of the "Officer Friendly" concept and welcome its addition.

For additional information on this program, contact Mr. Gerard Cottam, SPEEDA, New York City Police Department, One Police Plaza, New York, New York 10038. Telephone: 212-374-6770.

Special Project on Training of Professionals in Sexual Exploitation Prevention of the Developmentally Disabled-Bellevue Hospital Auxiliary

Problem Program Addresses:

The term "developmentally disabled" refers to individuals, from all age categories, suffering from physical or mental impairments. These impairments may have been caused by birth, accident or injury. Those who are blind,

deaf, paraplegic, or mentally retarded are included in this definition.

The developmentally disabled are almost a forgotten segment of our society. Most are forced from the mainstream, hidden in institutions, rarely discussed, and stereotyped as being childlike, helpless and asexual. According to George Worthington, the project's director, society's negative perceptions and the fact that developmentally disabled people are taught to be passive and negate their sexuality make them easy prey for rapists.

Accurate statistical information concerning the extent of the sexual exploitation of developmentally disabled people is difficult to obtain because many, if not most, incidents are unreported. However, available data indicate that these offenses frequently occur, and offenders include strangers, acquaintances, and relatives. Adding insult to injury, the traditional agencies that assist victims or "survivors" of sexual assaults usually ignore the developmentally disabled and their special needs.

Program Goals and Activities:

Sponsored by the New York State Developmental Disabilities Planning Council and operated through the Auxiliary to Bellevue

Hospital and the Department of Community Relations of Bellevue Hospital Center in New York City, this project seeks to increase public awareness about sexual exploitation of the developmentally disabled, train human service and criminal justice professionals in the special needs of the developmentally disabled, and stimulate thinking about ways in which local networks of medical, psychological and legal assistance to the developmentally disabled can be established.

The project is based on several concepts. First, many developmentally disabled people are sexually abused. Second, society's perceptions of the developmentally disabled increases their vulnerability to sexual abuse. And, third, sexual abuse of the developmentally disabled can be prevented if society's perceptions about them change and they are taught to defend themselves.

The project addresses these issues through a "training-of-trainers" approach. Human service and criminal justice professionals are trained in the special counseling, communication, and accessibility needs of the developmentally disabled. Many of these professionals have worked extensively with rape victims. However, they often fail to address the impact of rape on those who are disabled.

The training project is operated in conjunction with local agencies throughout the State of New York. The project contacts local agencies and they promote the training sessions.

The training sessions focus on prevention. Much of the training is interactive. It emphasizes that disabled people are capable of independence, assertiveness, and self-defense. Trainees are encouraged to examine existing policies and services in light of their sensitivity to issues facing the disabled, are taught numerous techniques concerning how the disabled can avoid victimization and cope with the psychological trauma of sexual exploitation, and taught how to take care of caretakers and prevent staff burnout.

Rather than attempt to develop one action plan that can be implemented in every city, the project encourages professionals to think about ways in which individuals and organizations can establish a local network of medical, psychological, and legal services to which the disabled can turn before or after they have been abused. This "seeding" technique is employed because one of the objectives of training is to promote and facilitate local self-help approaches to service delivery and education by creating a permanent local training capacity that continues to

operate after the project ends.

The project's budget is \$50,000. Its sources of funds include the State of New York, training fees, and in-kind contributions.

It appears that this program can be duplicated in virtually any community. First, it is unlikely that the concept would be rejected by practitioners as being too theoretical or ethereal to be implemented. Second, training trainers is inexpensive. Few staff are required, a separate physical plant is not needed, and the program can be incorporated into the operations of existing agencies. The training program is relatively easy to promote because it offers systematic problem solving techniques specifically tailored to the local community that will be using them.

For additional information on this program contact Mr. George Marshall Worthington, 345 West 21st Street, Suite 3D, New York, New York 10011-3033. Telephone: 212-243-5883 or 212-561-4514.

Recommendations

During the symposium, recommendations concerning the future agenda of urban crime control within the context of education were proposed by speakers, panelists and other

participants. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest specific techniques.

1. Schools and other community institutions should work to prevent youth from dropping out of school. Because inner-city youth frequently see high school graduates on welfare and college graduates unemployed, they often do not believe in the value of education. The emphasis for obtaining a good education should be placed on stronger philosophical pillars. Community institutions should no longer talk in terms of a good job at the end of the proverbial rainbow. They should stress the importance of knowledge for knowledge's sake because one requires a certain amount of knowledge to be a superior person and successfully negotiate his or way through our social, economic and political systems.

2. Schools should help students organize peer support groups or clubs that promote educational attainment, leadership development and community service.

3. Schools should work with families and community-based groups to reinforce the importance and relevance of education.

4. Schools should establish advisory committees comprised

of teachers, students and parents that discuss and resolve school-related problems and develop alternative forms of discipline.

5. Schools should develop curricula that teach students about values, sexuality, career choices, drug abuse, practical law, conflict resolution without violence, mediation, and juvenile justice agencies.

6. Schools should teach students the disciplines of work as well as basic skills.

7. The federal government should require that elementary and secondary schools teach children life skills such as time management, goal setting, decision-making, nutrition, physical fitness, parenting, the dynamics of family and community, and non-violent conflict resolution.

8. Educational and training programs should be developed for police officers and other social service professionals. These programs should teach them about cultural differences and prepare them to respond to the special needs of various segments of the population.

CHURCHES AND OTHER RELIGIOUS ORGANIZATIONS

Introduction

Organized religion generally influences behavior toward compliance with the law (Stark et al., 1982). By joining together as congregations, participants create communities of common beliefs, interests, and concerns. Religion, as Smith (1982) observes, traditionally has been a major force among inner-city residents, especially among African-Americans, whose leaders and spokesmen often include members of the clergy.

Lasswell and McKenna (undated) see the influence of organized religion on inner-city life as generally favorable. But this influence may be rapidly eroding. Although the buildings typically are in inner cities, the members of the congregations have often moved away from the neighborhoods where their places of worship are located. As a result, congregations usually are less involved in the life of the neighborhood and seldom sponsor programs designed to resolve neighborhood problems. Two comprehensive crime prevention programs, sponsored by religious organizations, are discussed below.

Programs

Centro Sister Isolina Ferre
Programa del Dispensario San Antonio, Inc.

Problem Program Addresses:

Ponce is the second largest city in Puerto Rico. Approximately 10 percent of its population resides in a section called La Playa. La Playa is characterized by poverty, unemployment, illiteracy, teen-age pregnancy, crime, youth gangs and drug abuse.

Program Goals and Operations:

The Center was founded nearly twenty years ago by a group of religious and community leaders. The theme of the organization is "La Gloria De Dios es El Hombre." The entire program and related activities are based on this guiding principle. Religious principles are applied in a community setting without attempts to indoctrinate those assisted by the center.

The Center attempts to help the poor become less poor and better human beings through education, advocacy, and revitalization at both the individual and community levels. At the individual level, the center emphasizes personal values such as dignity, respect, love, self-esteem, ethics and lawful behavior. At the community level, it stresses

community awareness of its resources and abilities to create an environment in which its members can fully develop.

Approximately 2,000 people each year are involved in the center's numerous programs. The educational programs are designed to develop individual's social and academic strengths. Cosmetology, photography, lamination, ceramics, agriculture, book binding, audio-visual, home economics, silk screening, woodworking and ballet are taught. These courses stimulate youth's interest in learning fundamental literacy skills, demonstrate to them the relevance of education, and prepare them for employment and adult life. In addition to teaching basic skills, staff provide warmth, love and understanding to prevent youth from abandoning education.

One of the major strengths of the center is its advocacy component that struggles against injustice while striving to make the community independent. The advocacy programs attempt to foster and maintain unity and community spirit. Advocates teach parents about their responsibilities, the laws that protect them, and the methods by which they collectively can work to assist children. They also train families to be advocates for themselves, counsel abused children,

accompany children to court, and counsel youth to remain in school. Advocates encourage parents and other community members to realize their greatness and take an active role in determining their futures by establishing networks of families, friends and neighbors for the purpose of transforming the entire community into an advocate for its members. In this way, "The community comes alive."

The third major component of the center is community revitalization. This component provides hope for a better life by awakening a sense of community through personal relationships and economic development. Economic development activities include producing and selling goods and providing a wide range of services. Through these activities, employment opportunities for community residents are created. Although the center initially used volunteers, it currently employs about 180 people. It shifted its focus from voluntaryism to paid employment in order to help reduce the area's high rate of unemployment.

The center's annual budget is \$850,000. Approximately half of these funds are obtained from government grants and private donations; the other half from revenue-producing activities such as the sale of Christmas cards and agricultural products.

Empirical data indicate that this program has reduced crime. While other sections of Ponce have reported increases in the number of juveniles arrested, La Playa has reported significant decreases. These results are attributable to the center as a whole, and particularly its community outreach program that emphasizes prevention of juvenile delinquency through education.

The site visit team concluded that this approach can be replicated in other sites because the concept on which it is based transcends ethnic, religious and geographical boundaries. Of importance to replication are: 1) awakening a sense of self worth and awareness of human dignity, 2) community revitalization and organization, 3) economic development, 4) leadership building, 5) education, 6) job training, 7) youth advocacy, and 8) high moral values. According to Sister Falaka Fattah, Executive Director of the House of UMOJA, where attempts are made to replicate this program in a piecemeal fashion, it will likely run a high risk of failure.

For additional information on this program, contact Sister Rosita Bauza, MSBT, Executive Director, Centro Sister Isolina Ferre, Programa Del Dispensario San Antonio, Inc., Apartado 213-Playa Station, Ponce, Puerto Rico 00734-3213.

Telephone: 843-1225 or
843-1910.

Community Re-entry Program -
Lutheran Metropolitan
Ministries Association

Problem Program Addresses:

The majority of juvenile and adult offenders are re-incarcerated in detention facilities or prisons. The response most often is to incarcerate them for longer periods of time and assign new labels such as "career criminals." The Community Re-Entry program approaches this problem by providing opportunities for ex-offenders to become a productive part of their community.

Program Goals and Operations:

The program is cosponsored by the Commission on Catholic Community Action, the Episcopal Diocese of Ohio, the Greater Cleveland Interchurch Council, the Presbytery of the Western Reserve, and the Western Reserve Association of the United Church of Christ. It is administered by the Lutheran Metropolitan Ministries Association.

The Community Re-Entry program is based upon several interrelated concepts: 1) "people more readily act their way into a new kind of thinking, than think their way into a new kind of

acting," 2) through community service one is able to explore his/her talents and become more productive, 3) offenders must be integrated into the community for the good of the society and the offender, and 4) people should be self-determining.

The goal of the program is to resettle ex-offenders in the community in a way that reduces their recidivism. Ex-offenders' talents and skills are used for the purposes of benefiting the community and enhancing their self-image. Community Re-Entry accomplishes these goals through a variety of complimentary techniques, including Care Teams, the Denise McNair New Life Center, the "Cops, Crooks, and Kids" program, and entrepreneurship.

The Care Teams captured the community's imagination, respect and support, and increased the community's willingness to work with ex-offenders. Care Teams assist and protect the elderly living in low-income high-rise apartment buildings. The teams provide escort services for the elderly, cash their checks, do their shopping, and provide security services in order to minimize the number of elderly victimized by crime. The teams also spend time speaking with the elderly, many of whom are lonely and without families. The teams also established a resident grocery-variety store for the elderly.

None of the ex-offenders who are Care Team members has returned to prison, and no elderly person has been victimized when a Care Team was on duty. The teams are effective because those most likely to cause disorder respect team members. Thus, the Care Teams are a means to reduce crime and the fear of crime among the elderly.

Many law enforcement officials are strong supporters of the Care Teams because the teams help to maintain order. Additionally, team members are able to facilitate police-community relations improvement efforts.

The Denise McNair New Life Center is designed to improve neighborhood residents' quality of life by helping families with their problems, intervening in crisis situations, providing court-related advice, making referrals to other community-based organizations, and conducting home visits. The center also coordinates the "Cops, Crooks, and Kids" program. This program is based upon the Big Brother/Big Sister concept and brings together police officers, ex-offenders, and pre-delinquent youth for the purpose of preventing the youngsters' involvement in criminal activities. Center staff also work with gang members and have negotiated several truces. In addition, the center provides counseling to ex-offenders

with substance abuse problems.

In the "No Drugs Today" Campaign, ex-offenders discourage substance abuse. Staff interact with youth at recreation centers, play grounds, settlement houses, and on street corners. Juvenile and adult ex-offenders give lectures at area high schools. Visits also are made to juvenile institutions for the purposes of developing relationships with incarcerated youth and providing support services to help these youth remain drug free after their release.

Rather than spend time knocking on doors in search for jobs, the Community Re-Entry program has helped create jobs. Five ex-offender managed businesses provide employment opportunities for ex-offenders, as well as low-cost services to other community residents. Paint Plus does interior and exterior painting as well as remodeling. Maintenance Plus performs a variety of services, including yardwork, hauling, carpet cleaning, gutter cleaning, window washing and other odd jobs. Fresh Lunch/Fresh Start caters luncheons and dinners and has prepared and served meals for groups ranging from a dozen to over 300 people. Creative Printing prints brochures, reports, booklets, and business cards, and also sells paper products. The Wick Band plays a wide

variety of music, from jazz to polka, and has appeared on local television programs, in churches, and at civic meetings.

The program works closely with social service agencies, other community-based organizations, local universities, juvenile and criminal justice agencies, local businesses, and the public housing authority.

The program has been recognized by the Foundation for the Improvement of Justice. It received the Aninfeld Wolfe Award (Cleveland's most prestigious community service award), Liberty Bell Award from the Greater Cleveland Bar Association, and the Mayor's Human Relations Award.

The program's annual budget is \$360,000. Funding sources include foundations, United Way, banks, private industry, individual donors, churches, and contracts with the local housing authority.

There is evidence to support the notion that this program reduces crime and rehabilitates ex-offenders. No senior citizens have been victimized when a Care Team was on duty. The program has worked with hundreds of previously incarcerated offenders. Only one has returned to prison.

The Community Re-Entry program probably can be replicated by other

organizations to the extent that there is a broad base of community support, an effective advisory board, skilled and dedicated staff, and carefully selected program participants. Gaining and maintaining community acceptability is crucial. The ability to develop links with well-established and highly respected individuals and organizations is essential particularly during the formative stages.

While most organizations' advisory boards provide guidance and help raise funds, the Community Re-Entry advisory board also plays a pivotal role in the program's acceptability. Several judges and other community leaders lend their support to this program and open windows of opportunity for expansion of program activities.

One of the most important elements of this program is its staff. They are experienced program managers, indigenous to the community, creative and dedicated. They command the respect and support of other community-based organizations, the community served and the ex-offenders with whom they work.

Most ex-offenders participating in the Community Re-Entry program are over age 28, have been incarcerated several times, and are ready to change their lives. The program helps them make this change through

service to the community. Because services often are provided to the most vulnerable members of the community, such as the elderly, it is imperative that breaches of trust or other negative incidents be avoided. The Community Re-Entry program has been able to avoid such incidents that might seriously jeopardize a program of this nature by carefully screening, training and counseling program participants.

For additional information on this program, contact Mr. Charles See, Director, Community Re-Entry, 1468 West 25th Street, Cleveland, Ohio 44113. Telephone: 216-696-2717.

Recommendations

During the symposium, recommendations concerning the future agenda of urban crime control within the context of religion were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest specific techniques.

1. Churches and other religious organizations should sponsor programs, such as Centro Sister Isolina Ferre Programa del Dispensario San Antonio, that

help revitalize inner-city neighborhoods through education, advocacy and community development.

2. Churches and other religious organizations should sponsor programs, such as Community Re-Entry, that prevent drug abuse and violent crime, and provide opportunities for ex-offenders and senior citizens to participate in the life of their communities.

3. Churches and other religious organizations should sponsor programs that improve the quality of life of inner-city residents. Programs, such as Detroit's Joy of Jesus, that expose youngsters to positive experiences outside public housing projects should be adopted.

4. Churches and other religious organizations should work to eliminate racism and sexism.

BUSINESS AND EMPLOYMENT OPPORTUNITIES

Introduction

One of the major indicators of a community's viability is the existence of a strong economy. By this criterion, inner cities generally are the least viable communities within our society. In most places, depressed inner-city economies have not improved. In some places, they have become worse. Urban industries have relocated, idling thousands of adult workers and leaving millions of inner-city youths with little hope of employment.

Larger, more prosperous businesses are reluctant to locate or maintain establishments in inner cities because of unacceptable financial and physical risks. Rather than chance delivery and service disruptions and incur higher operating costs and losses, merchants often avoid inner-city areas. As a result, the economic base of inner cities is eroded, and already limited legitimate employment opportunities decline even further.

The economies of inner-city areas are characterized by small and struggling "mom and pop" businesses that can employ only a few people, are forced to pay enormous business insurance premiums, and must sell their goods at

inflated and widely fluctuating prices. Cash flow is stifled because potential customers who can travel choose to spend their money in other neighborhoods. Subterranean illegal economies often emerge and flourish because the demands of inner-city residents for goods and services are not matched by the existence of legitimate economic opportunities for meeting these demands.

Although many programs address these problems, the capital needed to facilitate inner-cities' economic growth and permanent employment opportunities for inner-city residents generally is not available to the indigenous members of inner-cities. Fattah (1987) notes that Community Development funds, that should be used for neighborhood restoration and revitalization, are being depleted by large developers for downtown commercial ventures.

Hundreds of programs address the problem of unemployment. However, most of those focus on placing individuals in low-paying, short-term, dead-end jobs. Few are employment-driven, preparing the chronically unemployed to compete in the job market.

Two programs that attempt to break the cycles of poverty and welfare dependency are discussed below.

Programs

Sunbow Foundation, Inc.

Problem Program Addresses:

Although most poor and unemployed people do not commit crimes, many of those who do are poor and unemployed. Millions of American women, many with children, live below the poverty line or are unemployed.

They often are totally dependent on the money, food commodities and public housing or rent credits provided by a public welfare system that chides them for their inability to be self-sufficient. Employment in long-term, well-paying occupations often is out of reach because these women have few marketable skills.

Due in part to affirmative action programs, thousands of jobs in non-traditional occupations are available. However, stiff competition for those well-paying jobs and the attitudes of men that hold virtually all of the positions make it difficult for women to enter and remain in these occupations.

Program Goals and Operations:

Sunbow Foundation was founded by Patricia Porter for the purpose of preparing economically disadvantaged women for employment in the building construction

trades. All of the women participating in this program are poor, most are minority group members, many have children, and a few spent time in prison.

Sunbow offers education, training, counseling and job placement. The pre-construction training component provides 360 hours of classroom instruction over a ten-week period. It emphasizes basic education and construction-related employment options.

The pre-apprentice carpentry component provides 2,000 hours of work experience training. Program participants are exposed to all aspects of this construction trade at actual training sites. They learn how to remodel a building through exercises that entail demolishing its exterior or interior, then rebuilding it with new materials and designs.

The maintenance training component provides training in the areas of demolition, painting, taping, and repair work. Participants spend from six to 12 months acquiring these skills.

The program also familiarizes participants with drafting, blueprints, construction math, masonry, plumbing, electrical, HVAC, and the use and care of hand and power tools. In

addition, program participants attend workshops on safety, first aid, fitness, career planning, and human relations.

Counseling services are provided for the purpose of facilitating participants' completion of the program and easing their transition from dependency on public assistance to the independence of a job in a well-paying non-traditional occupation. Program participants are paid at a rate equal to the minimum wage or they receive a classroom training stipend.

After participants complete the program, program staff help them locate jobs. Approximately 80 percent of the 270 trainees have been placed with leading construction companies in Illinois, Florida and other states. Many of these women earn \$16 per hour or more.

In addition to enhancing women's employment opportunities, the program helps improve the quality of life of other low- and moderate-income Chicagoans. Using their newly acquired skills, program participants remodel deteriorated public housing units and rehabilitate offices for financially strapped community service agencies. Program participants also built a sculpture garden out of a vacant lot in a housing project, and rehabilitated a 35-room house that now serves

as a residence for women recently released from prison.

Program staff maintain contact with the participants' caseworkers and parole officers, as well as a wide variety of public and private organizations throughout the City of Chicago.

The program's annual budget is \$900,000. It is funded by federal and local governments, philanthropic organizations, fund-raising events, and individual contributions.

The site visit team was not able to determine whether this program reduces crime. However, according to Dr. Vernetta Young, if we assume that crime is related to poverty and unemployment, then the extent to which this program enables individuals to move from a life of welfare dependency, it may contribute to a reduction in crime.

Because the Foundation owns the Lexington Hotel, made famous by the gangster Al Capone, the program has received national and international publicity. While news media attention is important for raising funds, hotel ownership has been misinterpreted. Many potential donors assume that the program is financially well-endowed, making it difficult to raise funds needed to pay program

participants during their training period.

Despite this unique problem, the site visit team concluded that this program probably is transferable to other inner-cities.

Potential obstacles to replication in other sites include absence of training funds, industry resistance to employing women, and a sluggish economy that might reduce the amount of construction activity.

For additional information on this program, contact Ms. Joanne Thatcher, Director, Sunbow Foundation, Inc., 1825 South Michigan, Chicago, Illinois 60606 Telephone: 312-225-5662.

Wildcat Service Corporation

Problem Program Addresses:

Most people incorrectly assume that ex-offenders, drug addicts, and welfare recipients do not want to work. Many believe that they cannot be taught how to work. The Wildcat Service Corporation is based on the idea that these and other chronically unemployed individuals want to work, need employment, and can develop skills that help them compete in the mainstream job market.

Program Goals and Operations:

The Wildcat Service Corporation was established

in 1972. It is a non-profit transitional employment program that breaks the cycle of welfare dependency by facilitating chronically unemployed individuals' movement into the regular work force.

Wildcat offers a variety of programs including a Youth Literacy and Work Experience Program for juvenile offenders, Enhanced Work Experience Youth Program for those receiving public assistance or from low-income families, Clerical Work Experience/Classroom Training Program for adults on public assistance or unemployed, Clerk-Typist Training Program for adults on public assistance, and Supported Work Program for offenders currently in New York City-based state correctional institutions who are in work release programs and within six months of parole.

Wildcat's primary goal is to prepare and place in unsubsidized jobs people who have been viewed as unemployable because of histories of drug addiction, crime, welfare dependency, or lack of education. The programs offer participants 1) fundamental job skills, 2) life skills training, 3) basic education, 4) GED preparation, 5) paid work experience, 6) a stable work history as evidenced by a reference from Wildcat, and 7) job placement. Program participants are referred by public assistance, substance

abuse and correctional agencies.

Following referral, individuals are interviewed by Wildcat staff for prospective job placement. Participants are screened for attitude and motivation, and tested for aptitude and skills. After admission into a program, participants complete an orientation session and are matched with an appropriate job. Participants are required to complete a life skills course that addresses issues concerning appropriate demeanor and dress, coping techniques, interpersonal relations, and conflict resolution.

Participants work 35 hours per week and are paid minimum wages plus fringe benefits, which include holidays, personal and sick leave, and health insurance. They are employed and paid by Wildcat, but are assigned to worksites at public agencies, non-profit organizations, and private firms in jobs such as construction, painting, maintenance, security guard work, home health aides, printing, microfilming, and clerical tasks.

Agencies providing worksites only are charged on a per hour basis for work performed. Wildcat absorbs the cost of fringe benefits, pays all disability and unemployment insurance and

workers compensation, and handles all personnel and payroll functions.

Wildcat provides supervisory support for its employees. It is through this supervisory arrangement that participants' performance is monitored, problems resolved, and preliminary decisions made.

The program allows agencies to "showcase" workers without being obliged to hire them, helps agencies meet equal employment opportunity requirements because most participants are African-American or Hispanic, guarantees high performance and quality work, replaces unsatisfactory employees at the agencies' request, and when the agency contracts for a work crew an experienced Wildcat staff member is included as a "crew leader" at no extra cost.

The corporation's annual budget is \$8 million. Its programs are funded by state and local governments, and philanthropic organizations.

Approximately 60 percent of the participants have been placed in non-subsidized jobs. More than 20,000 previously chronically unemployed individuals are now contributing to the economy through their work, saved welfare payments, and payment of income taxes.

Whether this approach reduces crime is unclear.

However, preliminary results of a recent study by researchers from Harvard University indicate that the recidivism rates of Wildcat participants is lower than that of comparable groups.

Wildcat staff members traveled to Germany, where they helped establish two Wildcat-like programs. This demonstrates its transferability across geographical areas and ethnic groups.

For additional information on this program, contact Ms. Amalia V. Betanzos, President and Chief Executive Officer, Wildcat Service Corporation, 161 Hudson Street, New York, New York 10013. Telephone: 212-219-9700.

Recommendations

During the symposium, recommendations concerning the future agenda of urban crime control within the context of business and employment opportunities were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish economic development and jobs creation objectives.

1. Business leaders should help inner-city business owners and residents

interested in business ownership to develop the entrepreneurial skills needed to survive in today's fast changing and extremely competitive national and international market places.

2. Businesses should help inner-city residents develop the skills necessary to work in the growth-oriented, technology-driven industrial sectors.

3. Businesses should establish business training and entrepreneurial projects. These projects should be based upon the Junior Achievement model and involve high school drop outs, gang members and youth at risk of becoming gang members.

4. Businesses should invest financial and personnel resources in inner-city neighborhoods and schools. They should implement "shadow" programs whereby inner-city youngsters are matched with local business people and follow them all day, for at least two days per month, for the purpose of teaching the youngsters how businesses operate.

5. Businesses should promote the formation of domestic and international joint venture enterprises that are likely to create more jobs and are better capitalized than "mom and pop" operations.

6. Businesses should support collaborative partnerships between African-American and Asian-American trade organizations, and other types of organizations engaged in economic development.

7. Banks and other financial institutions should extend lines of credit to and capitalize community-based businesses.

8. Government agencies, particularly those at the local level, should contract with community-based businesses for goods and services.

9. The federal government should make equity investments in community-based businesses that enable them to expand operations and offer permanent full-time employment opportunities for inner-city residents.

CIVIC AND SELF-HELP GROUPS

Introduction

The highways into the small towns that epitomize most Americans' notion of community are dotted with signs announcing the presence of chapters of the Rotary Club, Lions Club, Kiwanis Association, and other groups (Fyfe and Pope, 1985). They work to support community interests by providing community members with opportunities for fuller social, economic, and political participation. Even where populations are ethnically homogeneous, there usually exists a cross-section of social classes and a tradition that places on the more fortunate members some sense of responsibility for the welfare of their less prosperous neighbors.

In the inner city, however, pervasive low income levels often mean that residents must devote almost exclusive attention to their own economic survival. Few individuals are able to devote their time or resources to community improvement and reorganization efforts. However, amid these generally bleak conditions, there are some hopeful signs. Four examples of inner-city residents' work in supporting community interests are noted below.

Programs

Around the Corner to the World

Problem Program Addresses:

Adams-Morgan is the most densely populated and ethnically diverse neighborhood in our nation's capital. During the past ten years, residents in this neighborhood have witnessed fierce competition for limited space between commercial and residential groups, rapidly escalating housing costs resulting in the displacement of hundreds of long-time low-income residents, inter-racial tensions as the population composition changes, and an increase in drug trafficking and other crimes.

Program Goals and Operations:

Around the Corner to the World (ACW) is a grassroots response to the causes and symptoms of crime in the Adams-Morgan section of Washington, D.C. Poverty, ignorance and exclusion are identified as the root causes of crime. Operating on the assumption that neighborhood organizations are in the best position to prevent crime, ACW maintains that alternatives to crime are just around the corner and can be realized to the extent that the neighborhood addresses the underlying causes of crime.

ACW's primary goal is to revitalize Adams-Morgan. It uses neighborhood resources to resolve neighborhood problems. It emphasizes personal empowerment (confidence and self-esteem), community empowerment (reinforcement of basic institutional relationships), and primary prevention (promotion of belief that the neighborhood has the motive, means and capacity to live positively and independently from destructive forces).

ACW attempts to increase community pride through activities that foster cross-cultural enrichment. It promotes economic development and self-sufficiency through teaching marketable skills and providing jobs to neighborhood residents. ACW encourages neighborhood residents' involvement in civic affairs and institutions affecting their lives. It cooperates with other community-based organizations and public and private agencies. It also develops and implements programs that specifically address the causes of crime.

ACW, in conjunction with other organizations, operates the Adams-Morgan Crime Prevention Program. This program is a comprehensive community-wide effort to reduce the causes of crime and opportunities to commit crime in the neighborhood.

A unique feature of this program is its cooperative

relationship with the police department. The program and police department entered into a crime prevention contract wherein both parties agreed to do their best to prevent crime. Neighborhood residents agreed to watch for and report crimes and the police department agreed to make appropriate responses to calls for assistance. In addition to this component, the program consists of a computer training course, Crime Prevention Corps, Commercial Crime Prevention Program, and recreation program.

The computer training course familiarizes youth with computer hardware and software and prepares them for entry level positions in the computer field. The Crime Prevention Corps provides tutoring in reading and math, social and cultural enrichment activities, leadership training, training in theory and practice of graphic media and community education, preparation for entry level positions in the graphic arts field, and information to and positive role models for other youth.

The Commercial Crime Prevention Program maintains liaisons with businesses located in the neighborhood and coordinates short and long-term strategies for reducing crimes against them. Recreational opportunities are provided because sporting events are easy, fun, and inexpensive alternatives to drug abuse

and other forms of criminal behavior.

Each of these techniques is designed to: 1) help individuals obtain a better understanding of themselves that leads to positive self images and motivation to work toward successful participation in society, and 2) provide meaningful experiences that help individuals appreciate their environment and understand their responsibility towards it.

The budget for this program is approximately \$140,000 and is funded, in part, by the Eisenhower Foundation.

ACW pays special attention to the family, and the relationship between young people and their elders in particular. An adolescent's peers, more often than elders, play a pivotal role in the learning and development of values, tastes and life-styles. Consequently, many of ACW's programs seek to build an extended family network and develop youth leadership skills.

In addition to serving as the lead organization for the Adams-Morgan Crime Prevention Program, ACW sponsors two other innovative programs. The first of these is entitled the Environmental Impact Committee. This program attempts to reduce crime and the fear of crime, not as an end itself, but

rather as a means to stimulate economic development. It attempts to create environmentally responsible employment opportunities for youth.

The second program is called the Community Empowerment Committee. This program focuses upon the employment and family dimensions of the crime problem. It is designed to serve as a foundation for neighborhood-based minority enterprises. The program trains individuals in skills that can be used by neighborhood residents. The program encourages self-reliance and profitability. Business profits are used to leverage private, foundation, corporate and governmental support. In addition, the program establishes and builds extended family networks by providing support, discipline, and moral guidance for neighborhood youth.

ACW is based in a ethnically heterogeneous neighborhood. It works with neighborhood residents, other community-based organizations, families, schools, religious organizations, businesses, news media, and criminal justice agencies. It employs popular mechanical crime prevention measures such as block/neighborhood watches as well as unique cause-removing crime prevention programs.

There is evidence to support the notion that this program may reduce crime or at least displace it to other areas. Neighborhood residents noted that open drug dealing and burglaries have declined since the intervention's introduction.

Whether this model can be transferred to other sites may depend on acceptance of the underlying concept on which ACW is based. ACW is based on the notion that poverty, ignorance and exclusion cause crime and that particular forms of unacceptable behavior are symptomatic of these root causes. According to this perspective, socioeconomic development, education and full participation in the life of the neighborhood and larger society at both the individual and neighborhood levels must be a priority. Also of importance to replication is the existence of cooperative relationships among community institutions that can be used to further program goals.

For additional information on the is program, contact Mr. Darnell Bradfor-El, Executive Director, Around the Corner to the World, 1631 Euclid Street, N.W., Washington, D.C. 20009. Telephone 202-332-1399.

Cabrini-Green Youth Options Program -Chicago Urban League

Problem Program Addresses:

Cabrini-Green is a high-rise public housing project located on Chicago's north side. It is within eyesight of the "Gold Coast," one of the city's most affluent areas. Living in its substandard housing are thousands of impoverished, unemployed, and illiterate African-Americans. This decaying pocket of poverty has a reputation as being one of the most dangerous public housing projects in the United States because of the incidence of gang-related homicides and other forms of personal and property crimes.

Enormous social and economic problems confront the residents of Cabrini-Green. Youth gang violence is one of the most deadly. It is influenced by older, more organized groups that require younger individuals to complete a variety of malicious assignments. Violence among these adolescents creates an environment of fear and distrust that permits more economically rewarding types of criminal activity to occur, such as drug trafficking, burglary rings, and prostitution. These gangs survive by continually replacing those members who die or are incarcerated.

Program Goals and Operations:

The Cabrini-Green Youth Options program is sponsored by the Chicago Urban League with a grant from the Chicago Intervention Network. In

conjunction with the Al Carter Youth Foundation, the Cabrini-Green Youth Options Program seeks to prevent violent youth gang activities by disrupting gangs' recruitment processes. Program staff believe that a systematic attempt to disrupt this replacement process will eventually lead to the demise of gangs or force older gang members to move to other areas for young recruits.

The Urban League's program is designed to limit youth contact and involvement with adult gang leaders by providing positive alternative activities. It has two main components: employment services and educational counseling.

The employment services component features job readiness training and job placement. Job readiness training prepares youth for employment responsibilities and sharpens their job-finding skills. Lack of basic skills, improper appearance and poor work habits make many adolescents unprepared for the job market. The program works to reduce those deficiencies and increase juveniles' ability to handle employment interviews and meet work place expectations.

Job placement activities use the Urban League's on-going relationships with local businesses. The Urban League works with hundreds of local businesses, many of

which are fast food restaurants. Employment opportunities are located for participants with these businesses. The program continues after hiring, working with employers and youth to help them maintain employment for at least a 60-day period.

Some estimates indicate that 40 percent or more of the young people in Cabrini-Green drop out of school. Thus, the educational counseling component focuses on counseling these juveniles to remain in school and improve their academic performance.

The Urban League's program budget is \$85,000. Of this amount \$50,000 is provided by the Chicago Intervention Network. The Urban League leverages this grant with \$35,000 of its own funds.

The Urban League program works closely with the Al Carter Youth Foundation. Al Carter and Paulette Rhodes have been working with youth in Cabrini-Green for over a decade. Before the Foundation was given office space in the housing project, Carter and Rhodes worked out of their homes. When the Foundation established its headquarters in Cabrini-Green, it represented the first time in ten years that any program was located in the housing project.

The main focus of the Foundation is to offer

alternatives to violent gang behavior. It works with family members and schools, provides recreational activities and mediates gang disputes. According to Rhodes, the Foundation's program can operate in Cabrini-Green because staff are willing to "sit where the roaches are crawling" as they provide needed services to youth and their families.

The Foundation is provided office space by the public housing authority. Carter and Rhodes serve without pay. They use personal funds and small donations to support program activities.

Urban League and Foundation staff can work closely together because their goals are similar and their objectives complimentary. The Urban League's objectives can be attained through its elaborate organizational structure that offers a wide variety of services throughout the City of Chicago. On the other hand, the Foundation's origin was in the Cabrini-Green area. Its organization does not involve a high degree of formality in structure or in the relations between staff and clients.

According to Dr. James Scott, the overall organizational approach to reducing gang violence in Cabrini-Green is an amalgam of the formal and informal. While such a mixture is found within any large

organization, the difference here is that this fusion occurs between two groups. The formal city-wide Urban League structure requires and accommodates very well the informal neighborhood-based organization of the Foundation, and vice versa.

Whether this strategy reduces violent youth gang activity is unclear. However, the team generally agreed that in the absence of this approach one can reasonably assume that the amount of violence would be greater.

A strategy of attrition or containment is by definition a long-term approach. According to David Fattah, it probably takes 10 to 20 years before one observes a substantial reduction in gang-related violence. Because the Urban League's program is relatively new, it probably is too early to ascertain its effects in reducing gang violence. Although the Foundation's program has been operating for a decade, its resources always have been pale in comparison to the immediate financial rewards organized gangs can offer youth.

A strategy of attrition or containment approach can be replicated in other communities. The House of UMOJA and the Community Youth Gang Services Project also employ basic aspects of this approach.

Although there are elements of the Cabrini-Green Youth Options Program that probably can be transferred, it is unlikely that the particular structural arrangement existing between the Urban League and the Al Carter Youth Foundation can be replicated. This program depends upon a community-based approach. The need for that approach stems from the requirement that resources within a community must be initially mobilized to deal with the problem. Equally important is the necessity for the definition of the problem, the strategies for dealing with it, and the indicators of success to be made meaningful to the targeted community.

Replication of this approach in other sites requires that it be related to groups within and outside the targeted community. This is accomplished here through a unique coordinated effort by the Urban League, Al Carter Youth Foundation, and the Chicago Intervention Network. In addition, the program staff must have an intrinsic interest in remaining with the program especially in the face of difficulties. These difficulties might be related to absence of financial resources, as in the Foundation's case, or stiff opposition from gangs.

Gang opposition may take the form of threats against

program staff. However, the approach gangs most likely will use is to increase the financial rewards for gang membership. This approach becomes more viable as the socioeconomic conditions facing inner-city youth become more unbearable and the influence of organized crime on youth gangs increases.

For additional information on this program, contact Mr. David Wolfe, Director, Cabrini-Green Youth Options Program, Urban League, 920 North Franklin, Suite 206, Chicago, Illinois 60610. Telephone: 312-280-2600; Ms. Paulette Rhodes, President, Al Carter Youth Foundation, 1119 North Cleveland, Chicago, IL 60610. Telephone: 312-943-2861.

Community Youth Gang Services Project

Problem Program Addresses:

Los Angeles frequently is called the gang capital of the world. In Los Angeles, approximately 50,000 children and young adults belong to over 450 gangs representing all the major ethnic groups including African-Americans, Mexicans, Puerto Ricans, Chinese, Koreans, Vietnamese, Filipinos, Hondurans, Salvadorans, Nicaraguans, Guatemalans, Samoans, Tongans and Anglo-Americans. Some gangs practice devil worship, while others operate gambling

emporiums or drug distribution networks.

The gang culture is firmly entrenched. Some mothers even dress their small children in gang colors and call them "baby gangsters." Hundreds of youth are killed or maimed each year, thousands of citizens are terrorized, and graffiti covers residences, businesses, and public buildings throughout the city and county.

Program Goals and Operations:

The Community Youth Gang Services Project (CYGS) is a private non-profit corporation that started as a replication of Philadelphia's Crisis Intervention Network. It provides gang violence reduction services to the city and county of Los Angeles. Its primary goal is to reduce and prevent drive-by shootings, gang-related homicides and other gang violence. It also attempts to prevent youth from joining gangs.

CYGS intervenes in gang activities by 1) mediating disputes between warring gangs, 2) discouraging gang membership, 3) organizing structured parent, youth and community groups to improve safety through problem solving and mutual cooperation, and 4) providing street counseling and rumor control services.

CYGS street teams respond to gang-related violent incidents and provide security gang watches during critical morning and afternoon periods to at least 12 elementary, 18 junior high and nearly 30 senior high schools. Special events, such as dances, concerts, and athletic events, also are patrolled by the street teams.

More than 5,000 parents, educators, and concerned citizens have been trained by CYGS in identifying early signs of gang membership, positive parenting and strategies for curtailing recruitment of new gang members. A family help-line, staffed by volunteers and celebrities, offers referral services to parents experiencing problems with gang-involved youth.

Over 350 young people are involved in CYGS sports challenge clubs. Target area strategy crews provide pre-release counseling to gang members being released from detention centers. CYGS also operates a graffiti removal project that has removed graffiti from hundreds of buildings. In addition, CYGS facilitates communication among others involved in gang-violence reduction activities, including law enforcement agencies, schools, prisons, community-based organizations, and parents.

Its annual budget is \$3 million. Its sources of funds include contracts with the city and county of Los Angeles, State of California, public, corporation and foundation grants, and contracts to remove graffiti.

Although firm conclusions concerning the amount of crime prevented by this program were not reached by the site visit team, the team reported that the intervention probably reduces the number of drive-by shootings and helps to defuse potentially explosive situations, thereby preventing violence. Also, the graffiti removal project disrupts the gangs' communications systems that mark their turf, provide information on who was killed and where, and advertise that drugs are marketed by gangs.

Although the project began as a replication of another model, it has developed into a flexible approach that involves every major ethnic group and community institution in Los Angeles. The project expanded the Philadelphia model to include an educational component that addresses the problem where it is thought to begin, with youth in elementary school.

Elements of this program probably can be replicated in other cities experiencing youth gang violence. Of importance to replication is the staff recruitment methodology. Ex-gang members

are recruited, before their release from prison, to work on the front line with gangs and gang members.

The graffiti removal service may be important for those experiencing difficulty in raising funds for program activities. CYGS has been able to contract with public and private agencies for the removal of graffiti. This entrepreneurial aspect raises money that can be used to fund other components of the program, provides jobs for those removing the graffiti, improves the aesthetic qualities of a neighborhood, and impairs gangs' communications systems.

For additional information on this project contact Mr. Steve Valdivia, Executive Director, Community Youth Gang Services Project, 144 South Fetterly Avenue, Los Angeles, California. Telephone: 213-626-GANG.

Soul-O-House Drug Abuse Program

Problem Program Addresses:

Millions of Americans abuse drugs. Thousands of adults and teenagers are hooked on crack. Hundreds of babies are born addicted to heroin. Homicides, robberies, burglaries, theft and prostitution often occur as a result of drug addiction. Poor health, including contracting AIDS, also is a

common consequence of drug abuse.

Most drug treatment programs are located outside the neighborhoods in which individuals live and consume the drugs, are operated by people the abusers do not know, and are expensive. Many promote use of substitutes like methadone. Few encourage family members' participation in the treatment process. Almost none address the causes of drug dependency.

Program Goals and Operations:

In 1974, residents of the Scudder Homes public housing project in Newark asked the local housing authority to help them reduce the drug problem in their community. The result of their petition was the Soul-O-House Drug Abuse Program, a drug-free, outpatient, community-based prevention and rehabilitation center designed and operated by residents and serving the poorest of the poor. Its goals are to reduce drug abuse and crime by helping individuals achieve productive and meaningful lives. The program provides services to adults, 80 percent of whom have children, and high-risk youth.

Soul-O-House Drug Abuse Program is based upon the notion that drug abuse is a symptom of other problems occurring in one's life such as difficult family

situations, inadequate housing, lack of education, low self-esteem, and unemployment. The program works to reduce the causes of drug dependency by addressing clients' family, education, employment, and health issues through daily counseling, group therapy, tutoring, jobs, cultural awareness, advocacy, athletics and forging relationships with clients' families, schools, courts, and other private and public social service agencies.

Adult clients pay a modest fee (ranging from \$12 to \$18 every three months). They are required to take urine tests and encouraged to remain drug free. Services provided to them include individual, group and family counseling, court advocacy, referrals to health care facilities, employment counseling and job referrals. Some clients are employed by the program. When clients miss scheduled appointments, staff contact them by sending personalized postcards and making home visits.

Juvenile drug abusers are referred to the program by parents, the probation department, family crisis unit and schools. These clients enter into 30-day contracts whereby they agree to change their behavior at home and in school. On successful completion of the contract, they receive an award (e.g., calculator,

African-American history book, t-shirt). Counselors work with these youngsters' families and teachers, encourage them to attend school, resist peer pressure, handle responsibility, and make positive decisions. Clients also are exposed to different careers.

Soul-O-House operates a "latchkey" program for elementary school age children. This program focuses on prevention, education, and training. High school students are paid the minimum wage to work with these youngsters for three hours after school. Children are helped with homework assignments, tutored, given snacks and shown affection. The children participating in the latchkey program often have drug abusers in their families and see drug addicts on a regular basis. Participants' parents told the site visit team that this program has improved their relationships with their children and the children's schools.

In addition to providing services to clients, Soul-O-House sponsors parent meetings, health seminars on AIDS, field trips, and athletic events for area residents. It also promotes African-American cultural awareness.

Its annual budget is \$211,000. It is funded by the federal, state, and local governments, and client fees.

The program has received numerous community service awards. It also has been recognized by the Newark branch of the National Association for the Advancement of Colored People, Frontiers International, Newark Housing Authority, and the City Council of Newark.

Program activities center upon strengthening the relationships between their clients and those social institutions that are the sources of problems in their clients' lives. Program components reflect, at an operational level, the tangible manifestation of the idea that one should seek to treat the causes of the problem rather than just the symptoms. Thus, there is a relatively smooth and consistent transformation of ideas into action that is directed toward accomplishing a realistically attainable result.

Empirical measures of the program's ability to reduce crime generally were lacking. However, it appears that the program discourages drug use among children, teenagers, and adults.

Although this program works primarily with African-Americans, it probably can be replicated with other ethnic groups. The notion that drug abuse can be prevented through education, treatment, and

provision of positive alternatives certainly serves as a basis for many drug prevention programs. Individuals, familiar with their neighbors' problems and committed to helping resolve them, can be found in every community.

Of critical importance to replication in other sites are: 1) an indigenous staff that is trusted, skilled and creative; 2) support of the area residents, public housing authority, local politicians, teachers, juvenile and criminal justice agencies, and other public and private organizations; 3) a flexible organizational design that incorporates modifications as circumstances dictate and encourages client input; 4) a location where people needing services live; 5) little or no fee required for participation; and 6) development of a natural support system for people with the greatest needs and fewest resources to fill them.

For additional information on this program, contact Ms. Edna Thomas, Director, Soul-O-House, Inc., 165 Court Street, Newark, New Jersey 07103. Telephone: 201-643-3888.

Recommendations

During the symposium, recommendations concerning

the future agenda of urban crime control within the context of civic and self-help groups were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

1. Civic and self-help groups should establish urban youth leagues that promote academic achievement and life skills development. Male role models should be used to aid youth in their "rites of passage" to adulthood.

2. Civic and self-help groups should establish mentor programs that provide positive role models, build character, bond children to community institutions, and expose children to experiences and places beyond public housing projects.

3. Community councils should be established for the purpose of developing community-specific responses to problems facing the community. These councils should consist of senior citizens, educators, ministers, business people, civic leaders, and youth.

ENTERTAINMENT AND NEWS MEDIA

Introduction

Recreational opportunities for inner-city residents are limited. Within their neighborhoods, recreation facilities are inadequate or non-existent. Most inner-city residents cannot afford the costs associated with participation in leisure-time activities that are based outside their neighborhoods. Thus, many spend hundreds of hours each year viewing a wide variety of television programs.

The entertainment and the news media industries, particularly as presented on television, have been examined since the early 1950's to ascertain their effects on the behavior of viewers. In 1971, the Surgeon General's Scientific Advisory Committee on Television and Social Behavior acknowledged the possibility that "particular aspects of television viewing will overstimulate the child, lead to disturbed sleep and nightmares, or incite the child to aggressive behavior." The Committee stated that "If viewing violence leads to an increase in the viewer's aggressive behavior, it may do so either by 'teaching' novel aggressive acts which can be learned and imitated or by instigating aggressive behaviors which have previously been learned."

In recent years, there has been a concerted effort to reduce the amount of violence included in children's programs, to de-glamorize criminal behavior, and to encourage entertainers, particularly athletes, to present positive role models to youth.

Recommendations

During the symposium, recommendations concerning the future agenda of urban crime control within the context of entertainment and news media were proposed by speakers, panelists and other participants. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

1. News media should cover positive aspects of inner-city neighborhoods.
2. News media should cosponsor activities with community-based organizations.
3. Newspaper editors should conduct training sessions in the fundamentals of newspaper production for community-based organizations attempting to develop community newsletters or other written means of communication.

4. News media should exercise caution when covering crime-related incidents. When publishing stories about victims and children who are runaways, news media should refrain from using their names and faces. The filing of criminal complaints and indictments should not be characterized as evidence of guilt and, when defendants are acquitted, news media also should report these facts.

5. Entertainers should participate in community-based organizations' fund-raising events and present positive role models for youth.

**INNER-CITY CRIME PROBLEMS:
RECOMMENDATIONS FOR THE
FUTURE AGENDA OF URBAN
CRIME CONTROL POLICY**

Introduction

The following topics were identified in the survey questionnaires and during the site visits as the most pressing crime problems facing inner cities. During the symposium, two discussion groups were held on each crime problem. The first set of discussion groups considered specific causes of major urban crime problems and current strategies that prevent and control them. The second set of discussion groups considered developing the future agenda from the perspective of bridging the gaps between theory, research, policy and practice.

Each discussion group was designed to elicit specific recommendations for the future agenda of urban crime control policy and research. The moderator of each group noted the recommendations made. At the conclusion of each discussion, these notes were collected by project staff. The notes were given to the moderators of two subsequent plenary sessions where all participants had the opportunity to comment on the issues raised and recommendations offered.

Because of the diversity of participants' perspectives,

consensus was not reached on all of the recommendations. However, they agreed that each recommendation should be included in this report on the symposium project.

Drug Abuse

Alcohol, marijuana, heroin, methadone, cocaine, crack, PCP, LSD, and other depressants and hallucinogens are used by millions of Americans. All of these intoxicating substances are readily available, most are relatively inexpensive, and many are highly addictive.

Drug abuse by youth and adults is considered one of the most pressing problems facing this nation. It is linked to other more serious forms of delinquent and criminal behavior, and it adversely affects workplace productivity.

Symposium participants acknowledge that interdiction and other efforts to reduce supplies are useful. However, they generally agree that "supply-side" successes are overshadowed by "demand-side" dynamics.

The recommendations focus upon methods by which the demand for drugs can be reduced. They pertain to the prevention and treatment of drug abuse. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

Recommendations

1. Adult family members, particularly parents, should teach children coping skills and provide positive role models by refraining from alcohol and drug abuse.

2. Schools and other educational institutions should develop curricula designed to dispel myths about drug use. Drug prevention education programs, similar to SPECDA in New York City, should be adopted.

3. Civic and self-help groups should encourage community support for and involvement in drug abuse treatment and prevention programs.

4. Programs that address the causes of drug abuse, such as the Soul-O-House Drug Abuse Program in Newark, should be adopted.

5. The entertainment and news media industries should work with public agencies and private organizations to enhance the educational campaign against substance abuse and expand youngsters' role models to include elected officials and community leaders.

6. Congress should restore funds previously allocated to implement the 1986 anti-drug abuse legislation. Modifications to that legislation also should be

made. Funds should be channeled directly to cities and community-based organizations in order to decrease administrative costs and increase direct service delivery to drug abusers and those at risk of becoming drug abusers.

7. Assets seized or forfeited by drug dealers should be used to establish drug education programs.

8. Legislators should enact laws that a) enhance penalties for adults convicted of selling drugs near schools, and b) divert first-time juvenile offenders to "shock probation camps."

9. Prisons should establish therapeutic wings or sections designed to provide inmates with intensive drug treatment.

10. Treatment facilities for substance abusers should be established.

Youth Gangs

Thousands of youngsters join gangs each year. These gangs participate in a wide variety of delinquent and criminal acts.

David Fattah, Director of Community Outreach for the House of UMOJA, stated that "Most people are concerned about the young gang members they see on the streets. However, they should be worried about the gang

members they don't see because these are the ones that recruit, orient and direct gang activities. ... One must approach a gang from the perspective that it is an organization with an unwritten charter, philosophy, claimed turf, communications system, purpose and agenda. Gang activities are not haphazard or spontaneous. ... Once one understands the composition and objectives of the gang, then one can change its direction."

Symposium participants generally agreed that gang violence can be reduced if the growth in gang membership is contained and gang members' activities are redirected. To the extent gangs lack young recruits to fill vacancies caused by gang-related homicides and imprisonment, gangs will not possess the manpower needed to carry out their violent activities. This long-term strategy of attrition is based on the notion that the best hope for preventing youth gang violence is in preventing youngsters from joining gangs.

The recommendations focus upon methods by which youth gang violence can be reduced. They pertain to the prevention of youth gang violence. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

Recommendations

1. Parents should be held accountable for their children's behavior and required to participate, with their children, in programs designed to prevent or discourage youth gang membership.

2. Schools and educational programs should develop curricula that discourage youth (grades 3 through 6) from joining gangs. These curricula should stress gang membership prevention using a model similar to that employed by the Community Youth Gang Services Project in Los Angeles.

3. Urban boystowns, similar to the model developed by the House of UMOJA in Philadelphia, should be established. In addition to providing housing, these boystowns should offer a variety of educational, employment and recreational services and maintain cooperative working relationships with juvenile justice agencies, businesses, and human service agencies.

4. Newspapers should exercise caution when publishing stories about youth gang violence. Gang members regularly read newspapers and often perceive articles concerning their violent activities as certificates of notoriety and success.

5. Federal, state and local

governments should expand summer youth employment programs and establish year-round jobs programs emphasizing community service and neighborhood improvement projects such as graffiti removal. These programs should employ gang members and youth at risk of becoming gang members. Ample supervisory positions also should be allocated.

6. A national task force on gangs should be established. It should a) analyze youth gang violence, b) develop a comprehensive plan to eliminate youth gang violence and gang warfare, and c) provide technical assistance to public and private agencies working to eliminate these problems. The task force should consist of representatives from various community institutions and operated under the direction of a national coalition of community-based organizations.

7. A national research and training institute on gang violence and membership reduction should be established. This institute should study the issue of conflict resolution without violence, and collect and analyze data pertaining to gangs, gang-related crime, and gang violence prevention programs. It also should maintain a survey bank from which survey questionnaires are periodically sent to gang violence reduction programs. These programs should submit

questions for inclusion in the survey instruments. The institute should disseminate the findings to public and private agencies through publications and formal training programs. Juvenile and criminal justice officials should be encouraged to attend these training programs. This institute should be operated under the auspices of a national coalition of community-based organizations.

Sexual Abuse and Exploitation

Rape, incest, prostitution, and pornography are the most common forms of sexual abuse and exploitation. Statutory definitions differ, but they typically refer to rape as carnal knowledge of a female with force and without consent. Incest refers to a wide range of behaviors including sexual intercourse between ancestors and descendants, or brothers and sisters. Prostitution generally involves the performance of a sex act for money. And pornography usually refers to obscene literature or movies.

Young children, teenagers, and developmentally disabled people are particularly vulnerable to victimization. Family members, caretakers, and trusted acquaintances frequently are the offenders.

Symposium participants recommend increasing public

awareness about sexual abuse and exploitation and tailoring services to fit the targeted populations' needs.

The recommendations focus upon methods by which sexual abuse and exploitation can be reduced. They pertain to the prevention and treatment of sexual abuse and exploitation. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

Recommendations

1. A sensitive crimes and sexual assault unit should be established by police departments and/or prosecutors' offices. These units should provide a coordinated community response to sexual abuse between family members. Deferred prosecution should be considered as an alternative to incarceration, particularly where incarceration would have an adverse impact on the family.

2. When dealing with young incest victims, social service agencies should tailor services to the needs of the individual victim rather than base services on a set of rigid guidelines.

3. Social service agencies' policies should be consistent

with the intent, as well as the letter, of laws designed to provide assistance to troubled children. Social service agencies should provide placement, residence and emancipation for street children. When developing programs, social service agencies should solicit input from and incorporate suggestions made by members of the targeted population.

4. Programs, similar to Children of the Night in Hollywood, should be adopted. This program provides needed services to child prostitutes who often are ineligible to receive services from traditional social service agencies.

5. Housing facilities for street children should be provided.

6. Projects, similar to the Special Project on Training Professionals in Sexual Exploitation Prevention of the Developmentally Disabled in New York City, should be adopted. This project seeks to increase public awareness about sexual exploitation of the developmentally disabled, train human service and criminal justice professionals in the special needs of the developmentally disabled, and stimulate thinking about ways in which local networks of medical, psychological and legal assistance to the developmentally disabled can be established.

7. Community-based programs designed to reduce sexual abuse and exploitation should work closely with law enforcement agencies.

8. News media should focus on the larger problem of sexual abuse and exploitation, its causes, and programs designed to reduce it, rather than merely highlighting and sensationalizing individuals' tragic stories.

9. Treatment facilities for victims of sexual abuse should be established.

Crimes Against Inner-City Businesses

Crimes against inner-city businesses include shoplifting, employee theft, till-tapping, vandalism, burglary, fire bombing, gang intimidation, extortion, and robbery. The frequency with which these crimes occur deter many from establishing or maintaining businesses in inner cities. As a consequence, employment opportunities decline, tax bases are eroded, and neighborhoods deteriorate.

Jerie H. Tang Powell, Vice President of the Asian Pacific American Chamber of Commerce, and others maintain that crimes against inner-city businesses "impede America's economic prosperity."

Although crime often is an intra-racial phenomenon,

crimes against inner-city businesses frequently are inter-racial. Clashes between African-American inner-city residents and Asian-American business people appear to be increasing.

Symposium participants recommend forging a partnership between inner-city residents and the business community.

The recommendations focus upon methods by which crimes against inner-city businesses can be reduced. They pertain to the prevention of crimes against inner-city businesses. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

Recommendations

1. Businesses should provide grants to community-based organizations to enable them to develop innovative programs that reduce intergroup conflict and crimes against inner-city businesses.

2. A forum, through which cross-cultural understanding between the Asian-American business community and inner-city residents can be promoted, should be established.

3. A community-based mediation mechanism should be established whereby disputes between merchants and inner-city residents can be resolved.

Arson

Arson, the malicious burning of buildings, occurs thousands of times each year. Arson is a crime, a fire, a housing issue and a social problem that seriously hurts neighborhoods. It reduces available low-income housing units and erodes local governments' tax bases. Arson often is committed to displace low-income residents, as a means to circumvent condominium conversion regulations, to collect insurance proceeds, or to cover evidence of other crimes.

Arson prevention programs usually rely upon predictive formulas that pinpoint buildings at risk. Those objective sets of measures enable one to distinguish which buildings are likely to burn. Indicators of at-risk buildings include degenerative decay, benign neglect, unstable real estate markets, racial transition of neighborhoods, increase in value of property in proportion to tenants' income, erosion of mortgage availability, tax liens, and abandonment.

Once an at-risk building is identified, it should be

placed under surveillance and targeted for arson prevention activities, including notification of law enforcement officials, tenant organizing, and building rehabilitation.

Symposium participants recommend increasing public awareness about the problem and proactive efforts designed to prevent building deterioration.

The recommendations focus upon methods by which arson can be reduced. They pertain to the prevention of arson. Some of these are policy recommendations that address the strategies employed. Others are program recommendations that suggest techniques to accomplish the objectives.

Recommendations

1. Police and fire departments should place arson prevention as a priority.
2. Police and fire departments should use the predictive formulas developed by arson prevention programs.
3. Police and fire departments should work closely with prosecutors to develop guidelines for investigating and prosecuting arson cases.
4. Building inspectors should regularly check buildings for building code violations.

5. Legislators should enact statutes that require back property taxes to be paid out of fire insurance proceeds and abandoned buildings to be placed in receiverships.

6. Mayors should establish arson prevention task forces that include representatives from police and fire departments, building inspection, insurance companies, community-based organizations, and tenant associations.

7. Tenants associations should be formed. These associations should a) educate tenants about building codes and code enforcement procedures, b) teach tenants how to identify arson factors, c) encourage owners' compliance with codes to prevent building deterioration, d) inform tenants of their occupancy rights following fires, and e) organize juvenile fire-setter prevention programs.

8. Banks and local governments should re-invest in deteriorated buildings for the purposes of refurbishing them to prevent arson.

9. Insurance companies should offer equity insurance policies that insure against loss in property value due to social circumstances.

10. The federal role in arson prevention and detection should continue. Grants should be provided to

community-based organizations to help them establish arson prevention programs and rehabilitate deteriorated buildings.

11. Housing and community development organizations should establish arson prevention programs because arson adversely affects housing and commercial revitalization. Vacant buildings should be rehabilitated. And resident management should be encouraged.

Crimes Against the Elderly

Senior citizens attempt to reduce their vulnerability to criminal victimization by staying behind locked doors and limiting contact with strangers. However, they frequently are victims of purse snatchings, strong arm robberies, vandalism, family violence, passive neglect by care takers, psychological abuse, financial exploitation, and fraud.

Frequently isolated, alone, frail, and afraid, the elderly probably suffer more than any other group from victimization and fear of crime.

The recommendations focus upon methods by which crimes against the elderly can be reduced. They pertain to the prevention of crimes against the elderly. Some of these are policy recommendations that address the strategies

employed. Others are program recommendations that suggest techniques to accomplish the objectives.

Recommendations

1. Programs similar to Cleveland's Community Re-Entry and Detroit Police Department's Junior Police Cadet Section should be adopted. Such programs raise public awareness concerning crimes against the elderly, foster an attitude of help, safety and caring toward the elderly, form partnerships and alliances that protect the elderly, and teach youth to appreciate and respect the elderly.

2. Police should help reduce senior citizens' fear of crime by providing them with information about the extent of crime in their neighborhoods.

3. Senior citizen advisory councils should be established. These councils should: a) provide support systems for the elderly, b) encourage elderly to participate in community activities, c) operate programs that reduce the elderly's victimization and fear of crime, d) match senior citizens with youth who will assist them with shopping, banking, letter writing and other activities, and e) advise service providers of their needs.

4. Public agencies and private organizations should provide financial and personnel resources to help senior citizens develop programs that increase their participation in the life of their communities.

**XII. TOWARD THE TRANSFER AND ASSESSMENT
OF EFFECTIVE INNER-CITY CRIME PREVENTION PROGRAMS:
RECOMMENDATIONS FOR FUTURE RESEARCH**

Introduction

We have examined programs that appear to be effective on a variety of fronts. Their apparent effectiveness stems not only from strong signs of success in achieving the primary goals of the programs --which have to do largely with serving inner-city ills other than crime--but also in terms of the potential for those programs to prevent crime by attacking its causes.

As we turn to the future to develop an agenda for the control of urban crime, it is essential that we take full advantage of available research methodologies so that tomorrow's programs can benefit from the best systematic evidence about what works and what doesn't. This entails two basic steps. First, we must identify what appear to be the salient features of the most potentially effective programs, to provide a core technology that new programs can be built around prior to evaluation. Second, we must refine existing measures of effectiveness so that they correspond to the objectives of the programs under evaluation, both the crime control objectives and noncrime objectives.

**Salient Features of Model
Inner-City Programs**

While each of the model programs described in this report is unique, they tend nonetheless as a group to have a host of desirable characteristics:

(1) They work to eliminate the causes of crime; many of them address specific concerns that have been identified as correlates with, if not causes of, inner-city crime, concerns such as drug and alcohol abuse, juvenile gangs, emotional or family instability, lack of education or vocational skills, sexual abuse and exploitation.

(2) They build on the strengths of their communities by marshalling existing resources and coordinating efforts with private organizations and government agencies.

(3) They incorporate natural support systems as they work with other community institutions in a cooperative effort.

(4) Virtually all of them have an identifiable group of clients they serve, clients who, for the most part, are first attracted to the program and who then tend to stay with it because they perceive distinct value from it.

(5) Virtually all of the programs target people who have been largely deprived of the privileges that are common to more affluent communities; the targeting criteria tend to be explicit.

(6) Most of them have a clearly stated set of goals and a fairly well-defined set of procedures for achieving those goals, involving such activities as early intervention, outreach, treatment and rehabilitation, crisis intervention, student assistance and vocational training.

(7) Most of them have sufficient resources to permit them to carry out their basic mission.

(8) Most of them have a leader who leads, a person who is clear-minded about the need for the program and who runs the program with intentionality; the leaders usually live in the neighborhoods served by the programs.

New programs to be instituted and evaluated should aim to incorporate as many of these salient features as possible, features that conform not only to the model programs described in this report, but also to common sense.

Replicating New Programs and Measuring their Effectiveness

The second aspect of the evaluation of promising inner-city programs is the development and refinement of

measures of effectiveness. Inner-city programs that have anything to do with crime prevention will invariably be evaluated in terms of a measure that is both obvious and available--the reported crime rate. Reported crime statistics can be useful measures of effectiveness, but their limitations should be clearly understood.

To begin with, our understanding of crime and its causes is limited. We do not really know how many crimes occur. We do not fully understand what prevents individuals from violating others' rights or the relationships between community institutions and inner-city crime. We have not developed procedures that allow us to unambiguously measure or test the effectiveness of urban crime control efforts, particularly those that are operated by community-based organizations.

Most studies that measure crime rely on data from the Federal Bureau of Investigation's Uniform Crime Reports. Those data frequently are used to test theoretical formulations, to evaluate the efficacy of strategies and techniques, and to make predictions about the nature and extent of crime. Those data, however, were not collected for these purposes. They were obtained from police agencies to "generate a reliable set of criminal statistics for use in law enforcement administration, operation, and management" (Federal Bureau of Investigation, 1987:1).

A common alternative to the use of the FBI's Uniform Crime Reports for crime measurement is use of the victimization surveys, managed by the Bureau of Justice Statistics and the Bureau of Census. These surveys indicate that only about half of all victimizations are reported to the police. (That the number of crimes committed is probably about twice as large as the number reflected in the UCR points to a basic limitation of the UCR data.) The victimization surveys are flawed too, primarily because people cannot be counted on to have perfect recall and total honesty about their experiences as victims.

If inner-city programs are not to be evaluated primarily on the basis of crime statistics, then on what basis should they be evaluated? A growing body of literature on the effectiveness of community programs suggests that the members of the community have long been excluded from the process of evaluating the programs that were designed ostensibly to serve them. This is particularly true in the domain of measuring the effectiveness of law enforcement programs. It has become increasingly clear that one of the most appropriate ways to evaluate the effectiveness of community-oriented programs is to survey the community on its perceptions of crime, and on residents' fear of crime and sense of insecurity.

Modeled along lines that resemble private sector

market surveys of consumer preferences, these surveys also inquire: whether the citizens are satisfied with the services they receive from the police and from other institutions; what aspects of those services they like and dislike the most; and how they would like those services changed.

Unfortunately, it is extremely difficult to evaluate programs already in existence in terms of their ability to respond to the needs of the community as expressed by the members of the community, since it is too late to know how the community felt about crime, fear of crime, satisfaction with police services, and related issues before those programs were instituted. To learn about the effectiveness of promising inner-city programs in a definitive way, it will be necessary to read the community's perceptions of crime, fear of crime, and so on both before and after the programs are instituted.

Measuring Program Effectiveness: A Literature Review

Despite the obvious lack of consensus about the nature and extent of crime, criminal justice research is useful for shaping the future agenda of urban crime control because "neither the general public nor the elected representatives is willing to invest public funds in schemes or programs with little evidence about their actual or

potential effect" (Talarico, 1980). Obviously, the methods by which crime reduction strategies and techniques are evaluated play an important role.

Talarico (1980), Hagan (1982), Posavac and Carey (1985) and others maintain that evaluations of crime control efforts are crucial to planning the future. Posavac and Carey (1985) suggest that program evaluations include "rational processes of assessing needs, measuring the implementation of programs to meet those needs, evaluating the achievement of carefully formed goals and objectives, and comparing the degree of achievement and the costs involved with those of similar programs." They caution, however, that program evaluations should be conducted only when the program is ready to be evaluated. In their view, "A program is not ready to be evaluated until its theoretical basis has been developed, sufficient resources have been allocated, and sponsors are ready to implement it in a substantial fashion" (Posavac and Carey, 1985).

The importance of theoretical bases should not be underestimated. Hudzik and Cordner (1983) explain that "no sophistication of method or abundance of data can overcome faulty premises about the fundamental structure of the problem and how it changes." How problems are defined and key variables are identified should be carefully considered.

It might be possible to begin by attempting certain limited evaluations of the 18 programs noted herein. Using Posavac's and Carey's, (1985) criteria, these programs appear "ready" for evaluation because their theoretical bases have been fairly well developed, sufficient resources have been allocated, and sponsors are implementing them in a substantial way. The evaluations might examine the relationships between the resources allocated and activities completed, as well as these factors' effects on objectives accomplished.

Role of Experimentation in the Evaluation of Inner-City Programs

Replication of programs built around the salient elements of the 18 model programs in other geographical areas and with other ethnic groups would provide considerably greater opportunities to evaluate their efficacy, since such replications could use experimental or quasi-experimental designs. Under such experimentation, measurements of effectiveness would be taken prior to program implementation and again afterward; ideally, residents would be surveyed in both the neighborhoods where the programs are implemented and matched control neighborhoods. Such a design would permit comparisons of both the extent of success--primarily in terms of client satisfaction--and costs of the new programs.

An Example: The Philadelphia House of UMOJA Boystown

The House of UMOJA Boystown in Philadelphia serves to illustrate problems in program evaluation. That program seeks to save the lives of high risk violence-prone youth by providing a surrogate family to African-American gang members. The House of UMOJA is labeled a success because the number of gang-related homicides has decreased since its inception nearly twenty years ago. Although we know that the number of gang-related homicides has decreased, we do not know how many were prevented as a result of the House of UMOJA's program.

If we had predicted a significant decrease in the number of gang-related homicides before the program's inception, we might conclude that the House of UMOJA had no effect on the number of gang-related homicides occurring. On the other hand, had we predicted a significant increase we might conclude that the House of UMOJA had an effect on the number of youth killed. Because we had little basis for predicting 21 years ago how many youth would have been killed in 1987, we do not know what effect the House of UMOJA had on the number of gang-related homicides. In short, we do not know how many homicides this program prevented. Given the Los Angeles and Chicago experiences, it appears likely that more homicides were prevented than the reported Philadelphia decreases suggest.

Measuring the effectiveness of the House of UMOJA is a difficult task that is complicated further by the following considerations. Even if we could accurately predict the number of homicides prevented by the program, we do not fully understand how the program works, why it works and what role it plays in ameliorating negative social conditions influencing youth's involvement in violent gang-related behavior.

The House of UMOJA has been operating for two decades. Significant changes have occurred in Philadelphia's political, economic and social environment during that time. Some of these changes may have contributed to an amelioration of criminogenic conditions that produce gang-related violence. Thus, the extent to which the program itself reduces crime is unclear, and determining its level of success requires unraveling a tangled web of complex and multi-dimensional variables.

This discussion does not imply that the House of UMOJA is not successful. Rather, it identifies only a few of the difficulties one encounters when attempting to measure the effectiveness of community-based programs operated by non-criminal justice community institutions. It also encourages researchers to look beyond crime statistics.

In the absence of empirical evidence to support the notion that programs such

as the House of UMOJA are "successful," policy makers may err by concluding that they do not work. Crime prevention/intervention programs are designed to forestall criminal and delinquent behavior. We cannot yet accurately estimate or predict how many crimes would have occurred in the absence of these interventions. To rely excessively on crime statistics as a measure of their efficacy is inappropriate; crime statistics will not tell us whether these programs really reduce inner-city crime.

Recommendations for Research

The following recommendations were made by symposium participants during plenary sessions and discussion groups. Consensus was not reached on all of the recommendations made. However, participants agreed that each recommendation should be listed in this report on the symposium project.

1. Researchers should study the successes of criminal justice agencies and other community institutions rather than their failures to determine: a) how they work; and b) how their operations can be improved.
2. Researchers should identify factors that prevent individuals from committing crimes as well as those that cause them to commit crimes.

3. Researchers should involve inner-city residents and community-based organizations in aspects of their research projects, including problem definition, data collection, interpretation, and report writing.
4. Researchers should report findings to those from whom they collect data. Written reports and oral presentations should be made to research subjects and community-based organizations operating crime prevention/intervention programs.
5. Researchers should identify and include key variables or factors in their analyses, such as the multi-faceted nature of the approaches employed, the level of staff commitment, the type of problem addressed, and the resources available to address the problem.
6. Researchers should identify indicators of success and develop appropriate measures of the efficacy of particular techniques. They should move beyond excessive reliance on crime statistics as evidence of program success and fluctuations in these data as measures of program effectiveness.
7. Researchers should conduct comprehensive evaluations of the effects of public policies on crime.

XIII. CONCLUSION

Responsibility for the prevention and control of inner-city crimes, such as drug abuse, youth gang violence, sexual abuse and exploitation, crimes against inner-city business, arson, and crimes against the elderly, must be shared by family and friends, schools and other educational programs, churches and other religious organizations, businesses, civic and self-help groups, news media, entertainers, and juvenile and criminal justice agencies. However, inner-city crime is not just the central cities' problem, and cannot be solved only by the efforts of local community institutions. It is America's problem, and its nature and extent are influenced by national trends including government policies, a shifting economy, and changing demographics.

In a changing political, economic, and social environment, shaping the agenda of urban crime control policy and research cannot be accomplished by a few people over a short period of time. It requires an entire nation's continual re-assessment of its basic notions about crime, its causes, and its control.

Including new participants in the decision-making processes, fashioning new roles for current actors, and redistributing resources may threaten those more comfortable with the status

quo. However, policy makers must begin to acknowledge that more of the same simply is not enough. An entire generation is at risk, as is America's future political stability, economic prosperity and social order.

At the project conference in Washington, Mayor Henry Cisneros mentioned that past gains in revitalizing the commercial and residential sectors of central cities are rapidly eroding. As more Americans are less able to participate fully in this society, it is highly unlikely that crime and other forms of social disorder will disappear.

The 18 programs discussed herein are examples of some of this nation's most outstanding inner-city crime reduction efforts. These approaches hold great promise for the future because they work to eliminate the causes of crime. They build on the strengths of their communities by marshalling existing resources and coordinating efforts with private organizations and government agencies. These programs also incorporate natural support systems as they work with other community institutions in a cooperative effort that is facilitated by community leaders living in those neighborhoods most affected by the problems.

These programs, as well as dozens of recommendations made by symposium

participants, provide guidance for law enforcement agencies, community institutions, and government officials. To the extent that we ignore their work and ideas, our future may be less predictable and controllable.

Clearly, policies are key elements of successful crime control efforts; they determine who gets how much and for what purpose. Research is a tool by which the efficacy of policies can be measured. Thus, the future agenda of urban crime control research should include comprehensive evaluations of the impact of broad-based policies on the phenomenon of crime, as well as studies that assess the effectiveness of specific interventions on particular forms of socially unacceptable behavior.

Although much has been written on evaluation research, few have focused their attention on how problems are defined and how important factors are identified. As a result, many evaluations do not provide policy makers with the type of information they need to make decisions and establish priorities.

Policies determine what types of resources are allocated to which community institutions and for what purposes. Those factors may have an effect on the root causes of crime. Where the root causes of crime are eradicated, we should observe a decrease in the amount of crime. An example of several factors that might be included

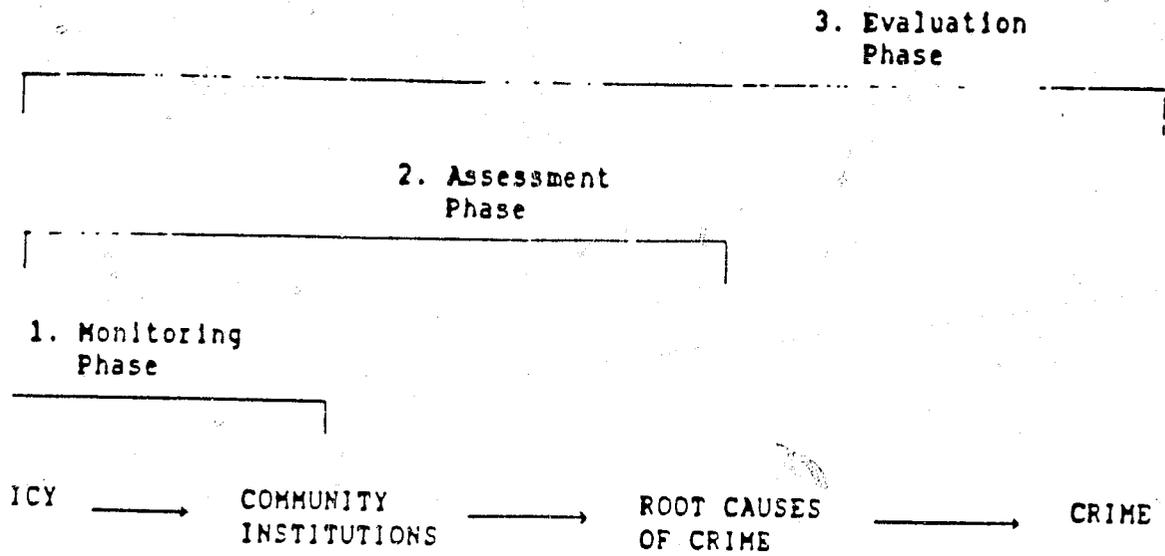
in an evaluation of broad-based policies on the phenomenon of crime is presented on the following page.

According to this model, researchers would begin with a pragmatic and systematic view of the issues. First, they would monitor the relationships between the policies, the resources allocated to community institutions, and the techniques employed (i.e., the monitoring phase). According to Posavac and Carey (1985) "Program monitoring includes an assessment of how much effort in the form of human and physical resources is invested in the program and whether the effort is expended as planned."

Second, researchers would assess the monitoring phase factors' relationships to and effects on the root causes of crime (i.e., the assessment phase). Assessment involves comparing the data obtained in the monitoring phase with the standard of effectiveness (Posavac and Carey, 1985). However, to determine whether the approach achieves its goals, "methods are needed that help the evaluator develop standards and assess whether those standards or objectives were achieved" (Posavac and Carey, 1985).

And third, researchers would evaluate the policies' impact on the nature and extent of crime in light of the resources allocated, techniques employed, and their effects on the root causes of crime (i.e., the evaluation phase).

Policy Evaluation Model



In this model, as Hagan (1982) suggested, criminal justice researchers would employ "a full array of qualitative and quantitative approaches, pure and applied research efforts, and theoretically incisive as well as methodologically sound studies and evaluations."

Clearly, new patterns of cooperation among public and private sectors at the local level are emerging as more individuals and organizations move from a posture of cursing the darkness to lighting matches. This approach to crime control does not imply that the federal government should abandon its commitment to "help people help themselves." Nor does it suggest that financial resources alone will remedy the complex problems facing inner cities. Rather, it signals a need to re-evaluate our current perceptions of inner-cities, the people who live there and the problems they face. It also suggests viewing resolution of crime problems from a holistic perspective and avoiding artificial distinctions between community institutions.

More frequently than not, discussions concerning policing focus on "police-community relations" as though police agencies are separate from the communities they serve. On the contrary, police and other juvenile and criminal justice agencies are part of the social fabric that make up a particular community. We often discuss families and their

responsibilities to socialize children are though they are not affected by political, economic and social forces. Education usually is viewed as the sole responsibility of schools. In fact, schools are only one of the community institutions charged with providing education and preparing children for adult life. Religious organizations, businesses, civic and self-help groups, news media and entertainers also educate youngsters and influence their responses to urban life.

Perhaps of greatest importance to planning the future agenda of urban crime control policy and research is recognition that inner-city residents must participate when priorities are established and programs planned because they do know what is best for their communities. Currently, inner-city residents' participation usually is limited to reviewing plans developed by those least familiar with inner-city life and being subjects of research projects having little relevance to the problems they face.

Self-determination and community control are essential elements of crime reduction in the inner city, and must be incorporated as priorities in the future agenda of urban crime control policy and research. Therefore, inner-city residents and the community-based organizations that serve them must have a central role when problems are defined, strategies developed, and techniques selected.

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Education Press, 1986.

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APPENDIX A

**LIST OF SITE VISIT TEAMS AND
PERSONS INTERVIEWED DURING SITE VISITS**

**AROUND THE CORNER
TO THE WORLD
Washington, D.C.**

Site Visit Team

Jawanza Kunjufu; Rose Ochi;
and Anne Sulton.

Persons Interviewed During
Site Visit

Terry Amsler; Scott Beckman;
Paulett Bell; Bob Boulter;
Darnell Bradfor-El; Kevin
Bradford; Ray Burns;
Josephine Butler; Rodwell
Catoe; Ron Clark; William
Dent; Otis Dupree; Lt.
Greenfield; Ben Holloman;
Edward Jackson; Lori Kaplan;
Elijah Karriem; Brian Kenner;
Steve Matthews; Lucy Murphy;
Hilda Rivas; Enrique Riveria;
Neil Seldman; Drew Wechsler;
Rosetta Windley; and program
participants.

**CABRINI-GREEN YOUTH
OPTIONS PROGRAM
Chicago, IL**

Site Visit Team

David Fattah; Sister Falaka
Fattah; William Matthews;
James Scott; and Anne Sulton.

Persons Interviewed During
Site Visit

Alvin Carter; Eugenia Harden;
Stanley Jasper; Useni Eugene
Perkins; Paulette Rhodes;
David Wolfe; and program
participants.

**CENTRO SISTER ISOLINA FERRE
PROGRAMA DEL DISPENSARIO SAN
ANTONIO, INC.
Ponce, PR**

Site Visit Team

Hattie Carrington; Federico
Costales; David Fattah; and
Sister Falaka Fattah.

Persons Interviewed During
Site Visit

Sister Marta Alcoz; Sister
Rosita Bauza; Juanita Cruz;
Sister Isolina Ferre; Miguel
Forres; Gloria Hernandez;
Sergio Rainho; Delia Ramos;
Annie Rosario; Rosa
Satomayor; Berto Seda; Elia
Vega; Sister Mildred Vazquez;
Gulleimo Tejas; and program
participants.

**CHILDREN OF THE NIGHT
Hollywood, CA**

Site Visit Team

Anne Sulton and Vernetta
Young.

Persons Interviewed During
Site Visit

Ed Hocking; Lois Lee; Gary
Yates; and program
participants.

**COMMUNITY DISPUTE RESOLUTION
CENTERS PROGRAM
Albany, NY**

Site Visit Team

Richard Bennett and Anne
Sulton.

*NEW 107811

*010 National Symposium on Community Institutions and Inner-city Crime:

] Shaping the Future Agenda of Urban Crime Control Policy and Research, Final Report

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*04C ~~A1117~~ Police Foundation

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*04F ~~A7713~~ National Institute of Justice

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*090 From National Symposium on Community Institutions and Inner-City

] Crime, Washington, D.C., March 5-8, 1987

*095 F ~~Conf symposia proceedings/reports/~~

*095 BB ~~model program descriptions~~

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*100

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*100 08770 ~~Urban criminality~~

*100 04778 ~~Community crime prevention pgs~~

*101 00259 ~~Crime control programs~~

*200 This report describes 18 outstanding existing programs for reducing inner-city crime and presents recommendations from a 1987 symposium on the ways that various institutions and organizations can help deal with this problem.

*300 Symposium participants included elected officials, criminal justice system personnel, academicians, directors of community-based crime prevention programs, civil leaders, business people, ministers, ex-offenders,

victims, new reporters, and entertainers representing all geographic areas and all major ethnic groups and community institutions. Discussions focused on current crime problems, strategies and techniques for dealing with them, and recommendations for urban crime control policy and research. The roles of community institutions such as the family and friends, schools and educational institutions, churches and other religious groups, business and employment opportunities, civic and self-help groups, entertainment and news media, and juvenile and criminal justice agencies are examined. Effective efforts by these community institutions and the importance of shared responsibility are emphasized. The operations of the 18 programs selected for site visits are detailed. Appended symposium agenda, background survey questionnaire, addresses of the nearly 350 programs that responded to the survey, and related materials.

*ABI cfw

Persons Interviewed During
Site Visit

Paul Bringewatt; William
Bristol; Thomas Christian;
Edward Nowak; Howard Relin;
Jessie Ryan; and Andrew
Thomas.

COMMUNITY RE-ENTRY
Cleveland, OH

Site Visit Team

Veronica Pierson, James
Scott, and Anne Sulton.

Persons Interviewed During
Site Visit

Ronald Adrine; Wanda Boyle;
Charlynn Carter; Fletcher
Colvin; Gary Erickson; Ron
Farmer; Karl Hampton; Wayne
Hardwick; George James;
Raheem Jami; Harllet Jones;
Stephanie Tubbs Jones;
Richard Markus; Mary
McKnight; Rajeeyah Murphy;
Lorenzo Norris; Jay Pewitt;
Paul Price; Charles See;
Richard Sering; Billy White;
Willa Williams; Barry
Withers; and program
participants.

COMMUNITY YOUTH GANG
SERVICES PROJECT
Los Angeles, CA

Site Visit Team

David Fattah; Sister Falaka
Fattah; Anne Sulton; and
Vernetta Young.

Persons Interviewed During
Site Visit

Rudy DeLeon; Marianne Diaz;
Ed Edelman; Dan Guzman; James
Joseph; Lydia Lopez, Tony
Massengale; Dale Stewart;
Alton Trimble, Steve
Valdivia; Kenneth Wheeler;
and program participants.

DEFERRED PROSECUTION UNIT/
FIRST OFFENDERS PROGRAM
Madison, WI

Site Visit Team

Carl Pope and Anne Sulton.

Persons Interviewed During
Site Visit

Louis Cooper; James Dankey;
Betty Franklin; Dave Haas;
Hal Harlowe; Lisa Mousher;
Rosemary Nehmer; Eugene
Parks; Susan Sanford-Ring;
Joanne Hanson-Stone; Michael
Torphy Jr.; Curtis Wittwer,
and program participants.

EAST DALLAS COMMUNITY-POLICE
AND REFUGEE LIAISON OFFICE
Dallas, TX

Site Visit Team

Hattie Carrington; South
Kousoum; and Jerie Hikedo
Tang Powell.

Persons Interviewed During
Site Visit

Lowell Cannady; Walt Collins;
Ronald Cowart; Brian Curts;

Thao Dam; Craig Holcomb;
Charles Kemp; Leck Keovilay;
John Marcucci; Meng Ngo;
Panous Pan; Pov Thai, Rama
Touch; Betty Vondracheck; and
program participants.

HOUSE OF UMOJA BOYSTOWN
Philadelphia , PA

Site Visit Team I

Hattie Carrington and Anne
Sulton.

Site Visit Team II

Patricia Porter and James
Scott.

Persons Interviewed During
Site Visit

Robert Allen; Dwight
Campbell; Robert DuBose;
David Fattah; Sister Falaka
Fattah; Dwayne Green; Curtis
Jones; Augustine Keirans;
Thomas Massaro; Irene
Pernsley; George Theiman;
Ella Torrey; and program
participants.

JUNIOR POLICE CADET SECTION
Detroit, MI

Site Visit Team

Hattie Carrington and William
Matthews.

Persons Interviewed During
Site Visit

Robert Boyce; Prentise
Edwards; Ray Ellison; William
Hart; Betty Hines; Fred

Martin; Johnson McKinney;
Thomas Moss; Claude Young;
and program participants.

POSITIVE INTERACTION, DISPUTE
RESOLUTION, AND INHALANT
ABUSE GUIDANCE AND DIVERSION
PROGRAMS

Houston, TX

Site Visit Team

Federico Costales; Peggy
Triplett; and Anne Sulton.

Persons Interviewed During
Site Visit

Lee Brown, Sandi Klien,
Anthony Comeaux, John
Blackburn, Joyce Thielepape,
and programs' participants.

SCHOOL PROGRAM TO EDUCATE AND
CONTROL DRUG ABUSE (SPECDA)
New York, NY

Site Visit Team

A. Reginald Eaves; Rose Ochi;
and Anne Sulton.

Persons Interviewed During
Site Visit

Frank Bruno; Mildred
Burchett; Gerard Cottam; Gary
Curasi; Randy Parham; Joseph
Perry; Phillip Smith; Robin
Vance; and program
participants.

SPECIAL PROJECT ON TRAINING
OF PROFESSIONALS IN SEXUAL
EXPLOITATION PREVENTION OF
THE DEVELOPMENTALLY DISABLED-
BELLEVUE HOSPITAL AUXILIARY
New York, NY

Site Visit Team

Hal Harlowe; Carl Pope; and
Anne Sulton.

Persons Interviewed During
Site Visit

Ellen Doherty; Linda
Fairstein; Kathleen Gygi;
Melissa Mertz, Pamela
McDonnell, Harold Trieber;
and George Marshall
Worthington.

SOUL-O-HOUSE DRUG
ABUSE PROGRAM
Newark, NJ

Site Visit Team

James Scott; Anne Sulton; and
Peggy Triplett.

Persons Interviewed During
Site Visit

Khalid Ahmad; Karman Beamon;
Samuel Robertson; Edna
Thomas; and program
participants.

SUNBOW FOUNDATION, INC.
Chicago, IL

Site Visit Team

Balorie Curry Sells; Anne
Sulton; and Vernetta Young.

Persons Interviewed During
Site Visit

Kelvin Alexander; Stan
Becton; Willie Brown; Rick
DeVries; George Fields; Cindy
Garcia; Chris Joanet; Shirley

McCondichie; Chuck McGee;
Patricia Porter; Guy
Stringer; Joanne Thatcher;
Sister Margaret Traxler; and
program participants.

VOLUNTEERS IN PAROLE
San Francisco, CA

Site Visit Team

A. Reginald Eaves; Hal
Harlowe, and Anne Sulton.

Persons Interviewed During
Site Visit

Wilbur Beckwith; Sue Bonney;
Steve Cohn; Henry Collins;
Mike Cooper; Leroy Cordova;
David De Alba; Scott Ewbank;
James Heath; Mike Hennessey;
Peter Hubert; Jeffrey
Gunther; Deanna Lamb; Donald
Lawson; Douglas Littlejohn;
Rudolph Loncke; David Mann;
Rheta Olsen; Rodolfo Rubio;
Edmundo Sanchez; Renard
Shepard; Karen Sly; Sue
Sullivan; Mary Van Zomeren;
and program participants.

WILDCAT SERVICE CORPORATION
New York, NY

Site Visit Team

Anne Sulton and Warren Young.

Persons Interviewed During
Site Visit

Eric Arroyo; Dennis Breslin;
Amalia Betanzos; Michael
Greene; Carlton Irish; Gail
Roberts; and Morris Silver.

APPENDIX B

**PROJECT STAFF, CONSULTANTS, AND
ADVISORY BOARD MEMBERS**

PROJECT STAFF

Dr. Anne Sulton, Esq.
Project Director
Police Foundation
Washington, D.C.

Ms. Hattie Carrington
Project Coordinator
Police Foundation
Washington, D.C.

CONSULTANTS

Dr. Richard Bennett
Professor
School of Justice
American University
Washington, D.C.

Mr. Federico Costales
District Director
United States
Equal Employment
Opportunities Commission
Miami, FL

Honorable A. Reginald Eaves
Commissioner
Fulton County
Atlanta, GA

Sister Falaka Fattah
Executive Director
House of UMOJA
Philadelphia, PA

Mr. Hal Harlowe, Esq.
District Attorney
Dane County
Madison, WI

Dr. South Kousoum
IRAC
Washington, D.C.

Dr. Jawanza Kunjufu
President
Afro-American Images
Chicago, IL

Mr. William Matthews
Director of Security
Housing Authority
Baltimore, MD

Ms. Rose Ochi, Esq.
Executive Assistant to the
Mayor
Director, Criminal Justice
Planning
Los Angeles, CA

Ms. Veronica Pierson
Consultant
Kensington, MD

Dr. Carl Pope
Professor
Criminal Justice Program
School of Social Welfare
University of Wisconsin
Milwaukee, WI

Ms. Patricia Porter
Founder
Sunbow Foundation, Inc.
Chicago, IL

Ms. Jerie Hideko Tang Powell
Vice President
Asian Pacific American
Chamber of Commerce
Washington, D.C.

Dr. James Scott
Professor
Department of Sociology
Howard University
Washington, D.C.

Ms. Balorie Curry Sells
Consultant
Los Angeles, CA

Ms. JoAnn Smith
Professor
Criminal Justice Program
Atlanta University
Atlanta, GA

Ms. Peggy Triplett
Regional Vice President
National Organization for
Black Law Enforcement
Executives
Washington, D.C.

Mr. Robert Williams, Esq.
Professor
Law School
University of Wisconsin
Madison, WI

Dr. Vernetta Young
Professor
Institute of Criminal Justice
and Criminology
University of Maryland
College Park, MD

Mr. Warren Young
Warden
Waupun Correctional
Institution
Waupun, WI

ADVISORY BOARD MEMBERS

Dr. Lee Brown
Chief of Police
Houston Police Department
Houston, TX

Mz. Fred Rice
Superintendent of Police
Chicago Police Department
Chicago, IL

Mr. Bishop Robinson
Commissioner of Police
Baltimore City Police
Department
Baltimore, MD

Mr. Benjamin Ward
Commissioner of Police
New York City Police
Department
New York, NY

Mr. Warren Woodfork
Superintendent of Police
New Orleans Police Department
New Orleans, LA

APPENDIX C

**SYMPOSIUM AGENDA AND
LIST OF SPEAKERS**

NATIONAL SYMPOSIUM ON COMMUNITY INSTITUTIONS AND INNER-CITY CRIME

**March 5-8, 1987
Vista International Hotel
Washington, D.C.**

Agenda

Thursday, March 5

4:00 - 8:00 p.m. **Registration** **Ballroom**

6:00 - 8:00 p.m. **Reception (Displays of 18 programs)** **Ballroom**

Friday, March 6

8:00 - 3:30 p.m. **Registration** **Ballroom**

8:00 - 9:00 a.m. **Coffee and Danish
(Participants Only)** **Ballroom**

9:00 - 10:30 a.m. **Plenary Session** **Ballroom**

Moderator: Rose Ochi

Welcome: Mayor Marion Barry

**Opening
Remarks: Hubert Williams**

Remarks: Hon. James K. Stewart

Remarks: Robert Woodson

**Keynote
Address: Congressman Charles Rangel**

10:30 - 10:45 a.m. **Break**

10:45 - 12:00 p.m. **Discussion Groups: Current Strategies
that Prevent and Control Major Urban
Crime Problems**

Group I: Youth Gangs **Ballroom C**
Moderator: James Scott
Panelists: Sister Falaka Fattah
David Fattah
Ozie Hall
Paulette Rhodes
Anthony Massengale
David Wolfe

Group II: Drug Abuse **Ballroom B**
Moderator: Vernetta Young
Panelists: John Blackburn
Gerard Cottam
Hon. A. Reginald Eaves
Edna Thomas

Group III: Sexual Abuse and Exploitation **Ballroom West**
Moderator: Carl Pope
Panelists: Louis Cooper
Lois Lee
George Worthington

12:00 - 1:45 p.m. Luncheon (Ticket Required) **Ballroom**
Moderator: Warren Woodfork
Opening
Remarks: Hon. A. Reginald Eaves
Address: Mayor Henry Cisneros

1:45 - 2:00 p.m. Break

2:00 - 3:15 p.m. Discussion Groups: Current Strategies that Prevent and Control Major Urban Crime Problems (Continuation of Morning Discussion Groups)

Group IV: Crimes Against Inner-City Businesses **Ballroom C**
Moderator: Louis Cooper
Panelists: Thel Davis
Jerie H. Tang Powell
Richard Titus

Group V: Arson Ballroom B

Moderator: Cliff Karchmer
Panelists: James Coyle
Michael Moore
Fred Ringler

Group VI: Crimes Against the Elderly Ballroom West

Moderator: Peggy Triplett
Panelists: Thomas Moss
Lee Pearson
Charles See
George Sunderland

3:15 - 3:30 p.m. Break

3:30 - 4:45 p.m. Discussion Groups: Developing the Future Agenda - The Role of Community Institutions in Preventing and Controlling Urban Crime Problems

Group I: Family and Friends Ballroom B

Moderator: Sister Falaka Fattah
Panelists: Anthony Comeaux
Joyce Thielepape
Mary Van Zomeren

Group II: Schools and Educational Programs Ballroom C

Moderator: Richard Bennett
Panelists: Gerard Cottam
Edward Dews, Jr.
Edward O'Brian
Arcadio Torres

Group III: Business and Employment Opportunities Ashland North

Moderator: Federico Costales
Panelists: Darnell Bradfor-El
Carlton Irish
Patricia Porter

Group IV: Churches and Other Religious Organizations **Ballroom West**

Moderator: JoAnn Smith
Panelists: Sister Rosita Bauza
Rev. Eddie Edwards
Thomas Patota

Group V: Civic and Self-Help Groups **Sherwood**

Moderator: Helen Green
Panelists: Gwen Hall
Felice Jergens
Sandi Klein
Gary Mendez
Andrew Thomas

Group VI: Entertainment and News Media **Woodlawn**

Moderator: Alice Thomas
Panelists: Phil Chenier
Robert Heyges
Lois Lee

5:00 - 6:30 p.m. Executive Session for Program Directors and Project Consultants **TBA**

End of Friday Sessions - Evening Free

NATIONAL SYMPOSIUM ON COMMUNITY INSTITUTIONS AND INNER-CITY CRIME

Saturday, March 7

8:00 - 2:15 p.m. Registration Ballroom

**8:00 - 9:00 a.m. Coffee and Danish
(Participants Only) Ballroom**

9:30 - 10:30 a.m. Plenary Session Ballroom

Moderator: Atkins Warren

Opening

Remarks: Anne Sulton

Address: Dick Gregory

10:30 - 10:45 p.m. Break

**10:45 - 12:00 p.m. Discussion Groups: Developing the
Future Agenda - The Role of Criminal
and Juvenile Justice Agencies in
Preventing and Controlling Urban
Crime Problems**

Group I: Police Ballroom A

Moderator: Patrick Murphy

**Panelists: Lee Brown
Ron Cowart
James Fyfe
Wilhelmina Holliday**

Group II: Courts Ballroom B

Moderator: Hal Harlowe

**Panelists: Judge William Bristol
Thomas Christian
Judge Stephanie Jones
Jerry Miller
Larry Ray**

Group III: Corrections **Ballroom C**

Moderator: Warren Young
Panelists: Peter Lejins
Charles See
Walter Ridley
Willa Williams
Mary Van Zomeren

12:00 - 1:45 p.m. Luncheon (Ticket Required) **Ballroom**

Moderator: Ira Harris
Opening
Remarks: Judge Stephanie Jones
Address: Hon. James K. Stewart

1:45 - 2:00 p.m. Break

**2:00 - 3:15 p.m. Discussion Groups: Developing the
Future Agenda - Bridging the Gaps
Between Theory, Research, Policy
and Practice**

Group I: Youth Gangs **Ballroom A**

Moderator: William Matthews
Panelists: Rev. Eddie Edwards
David Fattah
Robert Heyges
Joan Moore

Group II: Drug Abuse **Ballroom C**

Moderator: Anne Sulton
Panelists: John Blackburn
Gerard Cottam
Bernard Gropper
John Russell
Edna Thomas

**Group III: Sexual Abuse and
Exploitation** **Woodlawn**

Moderator: Mary Ann Wycoff
Panelists: Lois Lee
George Worthington
Vernetta Young

Group IV: Crimes Against Inner-City Businesses **Sherwood**

Moderator: Jerie H. Tang Powell
Panelists: Louis Cooper
Thel Davis
Ira Harris

Group V: Arson **Ballroom B**

Moderator: Carl Pope
Panelists: Edward Wall
Michael Moore
Fred Ringler

Group VI: Crimes Against the Elderly **Ballroom East**

Moderator: Peggy Triplett
Panelists: Thomas Moss
Charles See
Willa Williams

3:15 - 3:30 p.m. Break

3:30 - 4:45 p.m. Plenary Session: Agreeing on the Approach - Adoption of Resolutions and Recommendations for Future Agenda **Ballroom**

Facilitators: Judge William Bristol
Federico Costales
William Matthews
Rose Ochi

End of Saturday Sessions - Evening Free

NATIONAL SYMPOSIUM ON COMMUNITY INSTITUTIONS AND INNER-CITY CRIME

Sunday, March 8

9:30 - 11:00 a.m. Breakfast (Ticket Required) Ballroom

Moderator: Hattie Carrington

Address: Hubert Williams

Closing

Remarks: Anne Sulton

End of Symposium

NATIONAL SYMPOSIUM ON COMMUNITY INSTITUTIONS AND INNER-CITY CRIME

SPEAKERS

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Mayor
Washington, D.C.

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Director
Centro Sister Isolina Ferre
Ponce, Puerto Rico

DR. RICHARD BENNETT
School of Justice
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JOHN BLACKBURN
Inhalant Abuse Guidance
and Diversion Program
Police Department
Houston, Texas

DARNELL BRADFORD-EL
President
Around the Corner to the World
Washington, D.C.

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City Court Judge
Rochester, New York

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Police Department
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Project Coordinator
National Symposium on Community
Institutions and Inner-City
Crime Project
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PHIL CHENIER
Boys and Girls Club
Shiloh Baptist Church
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Director
Community Dispute Resolution
Centers Program
Unified Court System of New York
Albany, New York

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Mayor
San Antonio, Texas

ANTHONY COMEAUX
Police Department
Houston, Texas

LOUIS COOPER
Director
Deferred Prosecution Unit/
First Offender Program
District Attorney's Office
Dane County, Wisconsin

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Opportunities Commission
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School Program to Educate
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East Dallas Community Police and
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Prevention and Arson Control
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Fulton County
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REV. EDDIE EDWARDS
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Joy of Jesus
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Positive Interaction Program
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Police Executive Research Forum
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DR. LOIS LEE
Director
Children of the Night, Inc.
Hollywood, California

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Professor Emeritus
University of Maryland
College Park, Maryland

WILLIAM MATTHEWS
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Baltimore, Maryland

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American Association of Retired Persons
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Vice President
Pacific Asian American
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Washington, D.C.

HONORABLE CHARLES RANGEL
Congressman
New York, New York

LARRY RAY
Director
Standing Committee on
Dispute Resolution
American Bar Association
Washington, D.C.

PAULETTE RHODES
President
Al Carter Youth Foundation
Chicago, Illinois

WALTER RIDLEY
Acting Deputy Director
D.C. Department of Corrections
Washington, D.C.

FRED RINGLER
President and CEO
People's Firehouse
New York, New York

JOHN RUSSELL
New York State
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Project Director
National Symposium on Community
Institutions and Inner-City
Crime Project
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Criminal Justice Services
American Association of
Retired Persons
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Positive Interaction Program
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ALICE THOMAS
Associate Publisher
Jackson Advocate Newspaper
Jackson, Mississippi

ANDREW THOMAS
Director
Center for Dispute Settlement
Rochester, New York

EDNA THOMAS
Director
Soul House Drug Abuse Program
Newark, New Jersey

ARCADIO TORRES
ASPIRA of America, Inc.
Washington, D.C.

PEGGY TRIPLETT
Vice-President Region II
National Organization of Black Law
Enforcement Executives
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ANTHONY MASSENGALE
Community Youth Gang Services Project
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National Administration of
Justice Specialist
Community Relations Service
Department of Justice
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Police Foundation
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Community Re-Entry Program
Lutheran Metro Ministries
Cleveland, Ohio

DAVID WOLFE
Director
Cabrini-Green Youth Options Program
Urban League
Chicago, Illinois

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National Center for
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Director
Sexual Exploitation of the Developmentally
Disabled Prevention Training for Human
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MARY ANN WYCOFF
Project Director
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Institute of Criminal Justice
and Criminology
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College Park, Maryland

WARREN YOUNG
Warden
Waupun Correctional Institution
Waupun, Wisconsin

MARY VAN ZOMEREN
Director
Volunteers in Parole
State Bar of California
San Francisco, California

APPENDIX D

LIST OF PERSONS ATTENDING SYMPOSIUM

SYMPOSIUM PARTICIPANTS

In addition to key speakers and panelists, the following persons participated in the symposium.

Harvey Adams
Pittsburgh Housing Authority

Bishop John Hurst Adams
Congress of National Black Churches

Owusu-Ansah Agyapong
Florida A & M University
Department of Criminal Justice, Sociology & Social Welfare

Samad Ali
International Youth Organization
Newark, NJ

Mary Allen
Martin House
Rockford, IL

Ray Armand
Police Department
Ft. Worth, TX

Thomas Baker
Federal Bureau of Investigation

Allen Barrett
Department of Criminal Justice
Virginia Commonwealth University

John Basting
Police Department
Aurora, CO

Gwendolyn Dilworth-Battle
Hall of Justice
San Francisco, CA

Wilbur Beckwith
Department of Youth Authority
State of California
Sacramento, CA

Edwinyann Bell
Joy of Jesus
Detroit, MI

Efren Figueroa Benitez
Polideportivo-Guardia Municipal
Rio Piedras, P.R.

Kevin Berrill
National Gay and Lesbian Task Force
Washington, D.C.

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Paul Cascarano
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David Chavis
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Benson Collett
Police Department
Newport News,

Perry Curtis
Junior Police Cadet Section
Police Department
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Thomas Cutler
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Everlean David
Pittsburg Housing Authority

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Court Employment Project
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Estaben De Jesus
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Carol Dorsey
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Olivia Doswell
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Marvin Evans
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Carlos Lopez Feliciano
Police Department
Government of Puerto Rico
San Juan, P.R.

David Felsen
Germantown Friends School
Philadelphia, PA

Raul Gonzalez Fernandez
Polideportivo-Guardia
Municipal
Rio Piedras, P.R.

Jean Flores
Martin House
Rockford, IL

Gloria Floyd
Cities in Schools
Washington, D.C.

Emmett Folgert
Dorchester Youth
Collaborative
Boston, MA

Dorothy Ford
U.S. Treasury Department

Don Freeman
WPFW Radio Station
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Jackson State University
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Jim Gately
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Charles Habjan
Task Force on Violent Crime
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Victoria Hansley
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Asbury Harrison
Bureau of Police
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James Harrison
Police Department
Newport News, VA

William Harrison
Metropolitan D.C. Police
Department
Washington, D.C.

William Heffernan
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Fred Heinzelmann
National Institute of Justice

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Police Executive Research
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Criminal Justice Department
Grambling College

Al Kanalos
Manufacturers Bank
Detroit, MI

Victor Kauzlarich
Police Department
Kansas City, MO

Dede Ketover
Safe Street
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Sandra King
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Ronald Klein
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Dr. Leah Lambert
Planning and Research
Metropolitan Toronto Police
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Felix Lamela
Police Department
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Betsy Lindsey
Eisenhower Foundation
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Barbara Manili
Research Management
Associates
Alexandria, VA

Eleese Marsh
Pittsburgh Housing Authority

Lester Martin
Police Department
Greenwood, MS

Linda Marye
City of New Orleans
New Orleans, LA

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Houston Police Department

Jim Matthews
Assistant Director
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Commission on Accreditation
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Northeast Neighborhood
Portland, OR

Inez McDonald
Pittsburgh Housing Authority

Phyllis McDonald
Police Department
Dayton, OH

Honorable Terry McKane
Mayor
Lansing, MI

Honorable George Milhim
Mayor
Hempstead, NY

Lois Mock
National Institute of Justice

Jerry Montpool
Metropolitan Toronto Police
Canada

Boston Moody
Near North Development
Corporation
Chicago, IL

Mickey Moss
DeKalb County Police
Department
Decatur, GA

Gaston Neal
WFW Radio Station
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Harry Neal
Police Department
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Kenneth Oaks
Housing Authority of
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Judy O'Neal
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National Crime Prevention
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Canada

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Wanda Rambo
Miami Police Department

Eli Reed
Magnum
New York, NY

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N.E. Neighborhood
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Volunteers in Parole
Sacramento, CA

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Detroit, MI

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Volunteers in Parole
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Association
Washington, D.C.

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State of New Jersey
Trenton, NJ

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Baltimore City

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Black Law Enforcement
Executives
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Military Police of the State
of Rio de Janeiro
Brazil

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National Institute of Justice

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Towson State University
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APPENDIX E

SURVEY QUESTIONNAIRE AND FOLLOW-UP POSTCARD

NATIONAL SYMPOSIUM ON COMMUNITY INSTITUTIONS
AND INNER-CITY CRIME PROJECT
SURVEY QUESTIONNAIRE

I. Background Information:

1. Organization _____
2. Program Title _____
3. Program Director _____
4. Address _____
5. Telephone Number _____
6. Sponsoring Agency _____
7. Year In Which Program Started _____

II. Program Focus:

8. What is the primary goal of your program? _____

9. List up to three (3) problems addressed by your program.
Please list them in the order of their importance. _____

10. What are the major obstacles to accomplishing your
program's goals? _____

11. How does your staff respond to these problems? _____

12. What is your program's definition of success? _____

13. What kinds of changes in the clients or the community
constitute program success? _____

- 22 In what capacity are volunteer staff employed?
- a. involved in planning program activities
 - b. involved in implementing program activities
 - c. involved in evaluating program activities
 - d. other (specify) _____

23. In what capacity are members of your recipient group involved in your program? Circle all that apply.
- a. program planning
 - b. program implementation
 - c. program evaluation
 - d. receive services only
 - e. other (specify) _____

IV. Program Activities:

24. List up to five (5) activities in which the program has been engaged in the last year (e.g., organizing blockwatches, providing job training for area residents, conducting drug awareness seminars). Please list them in the order of their importance.

25. What are the immediate results of the above-listed activities (e.g., 20 blockwatch groups were organized, 20 youths completed a computer training course, 20 drug awareness seminars were held)?

26. Who are the primary recipients of your program's services? Please circle the appropriate response.

- a. ethnic group
 - 1. black
 - 2. white
 - 3. Hispanic
 - 4. Asian
 - 5. American Indian
 - 6. other (specify) _____

32. In which one of the following six categories does your program best fit?

- a. families and friends
- b. schools and other educational programs
- c. churches and other religious organizations
- d. business and employment opportunities
- e. civic and self-help groups
- f. police and other parts of the juvenile and criminal justice systems.

33. To what extent does your program work informally or formally with any of the following? Please indicate by an "X" in the appropriate box.

	Formally			Informally		
	Frequently	Seldom	Never	Frequently	Seldom	Never
a. family & friends						
b. schools						
c. churches						
d. business & employment						
e. civic & self-help						
f. police and justice systems						

34. Has your program been replicated by any other organization?
 YES NO

If yes, please indicate their name and address. _____

35. What societal factors do you think would contribute to a reduction in inner-city crime? _____

36. Please indicate other programs in your city that focus on reducing or preventing inner-city crime.

Name of Program _____
 Address _____
 Name of Program _____
 Address _____

APPENDIX F

**LIST AND BRIEF DESCRIPTION OF PROGRAMS
RESPONDING TO SURVEY QUESTIONNAIRE**

**PROGRAMS RESPONDING TO SURVEY
QUESTIONNAIRE**

Project staff contacted over 3,500 individuals and organizations and requested that they identify outstanding programs having an effect on inner-city crime. Nearly 1,300 programs were identified. A survey questionnaire, requesting detailed information about their operations, was sent to each program. The following programs responded. Their names, sponsoring organizations, addresses, and brief summary of their activities is provided below. Additional information on each program can be obtained by contacting the Police Foundation.

Abilene Crime Stoppers, Inc.
Abilene Police Department
P.O. Box 2114
Abilene, TX 79604
(provides money for information on crime)

Absconder Apprehension Task Force
New York City Police Department and New York State Division of Parole
314 West 40th Street
New York, NY
(apprehends violent felony parole violators)

Access
Boston Plan for Excellence in the Public Schools
60 State Street
Boston, MA 02109

(provides advice and scholarships to Boston public high school students)

Adult Service Program Against Substance Abuse
East Harlem Community Against Drugs, Inc.
P.O. Box 471
New York, NY 10029
(provides support and guidance for parents and adults confronted with substance abuse problems in their families)

Advocacy Program
Guardian Angel of Joliet
1550 Plainfield Road
Joliet, IL 60436
(works to preserve and reunify families)

Al Carter Youth Foundation
1119 North Cleveland Street
Chicago, IL 60610
(works to prevent youth gang violence by providing alternative activities for youth living in the Cabrini-Green housing project)

Alaska Council on Prevention of Alcohol and Drug Abuse, Inc.
7521 Old Seward Highway,
Suite A
Anchorage, AL 99518
(provides statewide primary prevention services, information and skill development to local communities)

Allegheny Conference
Education Fund
Allegheny Conference on Community Development
600 Grant Street

Pittsburgh, PA 15219
(works to reduce isolation of
Pittsburgh public schools
from the broader community)

Alternatives to Incarceration
New York State Division of
Probation and Correctional
Alternatives
60 South Pearl Street
Albany, NY 12207
(provides money and technical
assistance to innovative new
programs offering alternative
punishments, enhanced
supervision and increased
opportunities for
rehabilitation)

Alternative Program
Public Action in Correctional
Effort (PACE)
1505 North Delaware, Suite 7
Indianapolis, IN 46202
(provides alternatives to
incarceration for drunken
drivers)

Alternative Sentencing
Program
Public Defender's Office
112 State Street, Suite 700
Albany, NY 12207
(provides alternatives
sentences for offenders)

Alternatives for Youth Inc.
839 Meeker Street
Longmont, CO
(works to prevent children
from dropping out of school)

Else Clemente Center, Inc.
3616 Elm Street
East Chicago, IN 46312
(provides recreational,
social and educational
programs to encourage
completion of high school)

Anti-Addiction Services
Box 21414
Rio Piedras Station
Rio Piedras, PR 00928
(reduces alcohol and drug
abuse)

Anti-Crime Program
Whittier Alliance
9 East 26th Street
Minneapolis, MN 55404
(works to reduce criminal
opportunity)

Anti-Crime Through the
Initiation of Volunteer
Efforts (ACTIVE)
Lenox Hill Neighborhood
Association
331 East 70th Street
New York, NY 10021
(works to reduce crime and
fear of crime through
neighborhood involvement)

Around the Corner to the
World
1738 Kalorama Road, NW.
Washington, D.C.
(works to reduce crime
through individuals'
development and neighborhood
revitalization)

Arson Prevention
Boston Arson Prevention
Commission
One City Hall Plaza, Suite
113
Boston, MA 02201
(monitors conditions that
could lead to arson and
organizes neighborhood
residents to secure their
communities against arson)

Atlanta Women Against Crime
670 Fair Street, S.W.
Atlanta, GA 30314
(educates community about
crime prevention)

Basketball and Reading Clinic
Germantown Friends School
31 West Coulter Street
Philadelphia, PA 19144
(provides summer activity for
teenagers in basketball,
reading, math and computers)

Battered Spouses and Homeless
Crime Victims
House of Imagene
214 P Street, NW.
Washington, D.C. 20001
(provides temporary emergency
shelter for crime victims)

Becoming Neighbors Again
Lancaster City Council of
Neighborhoods
39 East Chestnut Street
Lancaster, PA 17602
(creates protective awareness
in neighborhoods)

Beat Walking Program
Everett Police Department
3002 Wetmore
Everett, WA 98201
(works to reduce complaints
to chief's office about
transients and street
children in the central
business district)

Black on Black Crime
Prevention
Urban League of Greater
Miami, Inc.
8500 Northwest 25th Avenue
Miami, FL 33147
(works to reduce black on
black crime)

Block Security Programs
Chesapeake City Police
Post Office Box 15225
Chesapeake, VA 23320
(educates public about crime
prevention techniques)

Block Watch Programs
Hartford Police Department
50 Jennings Road
Hartford, CT 06120
(promotes neighborhood crime
awareness and police
notification)

Boise Neighborhood Watch
Program
Boise Police Department
7200 Barrister Street
Boise, ID
(involves neighborhoods in
crime prevention and
reduction)

Boulder County Partners
1860 Industrial Circle
Suite B
Longmont, CO 80501
(provides positive adult role
models to youth at risk of
drug abuse)

Brighton Neighborhood
Improvement Program, Inc.
55A Brighton 10 Court
Brooklyn, NY 11235
(acts as extra eyes and ears
for police)

Burning Bush Dojo
Kuroshi-Do System
164 Ashburton Avenue
Yonkers, NY 10701
(counsels high school
dropouts to return to school)

Business Education
Drake Business Schools
10 East 38th Street
New York, NY 10016
(provides career training and
job placement to help people
move off welfare)

Cabrini-Green Youth Options
Program
Chicago Urban League
920 North Franklin Street

Suite 206
Chicago, IL 60610
(works to prevent youth gang
violence by locating
employment and providing
educational counseling)

Career Criminal Apprehension
Program
Visalis Police Department
303 South Johnson
Visalis, CA 93291
(targets and catches career
criminals)

Catholic Family and Community
Services
216 Henry Street
Herkimer, NY 13350
(works to strengthen families
and prevent their involvement
with judicial system and drug
abuse)

Centro Sister Isolina Ferre
Programa Del Dispensario San
Antonio, Inc.
Apartado 213 Playa Station
Ponce, PR 00734
(works to improve individuals
and community through
education, advocacy, and
economic development)

CHARLEE Program
Cattaraugus Community Action
262 Broad Street
Salamanca, NY 14779
(provides daily living care
for abused, abandoned, and
neglected children)

Chicago Intervention Network
City of Chicago
Department of Human Services
City Hall
Chicago, IL 60606
(works to prevent youth
crime, gang activity, and
nurture positive youth
development)

Chief's Citizen Advisory
Council
Minneapolis Police Department
1915 Polk Street, NE.
Minneapolis, MN 55418
(advises chief on citizen,
precinct and police concerns,
and to links public and
chief)

Child Assault Prevention
Project
Post Office Box 02005
Columbus, OH 43202
(works to reduce children's
vulnerability to assault and
abuse)

Children of the Night, Inc.
1800 North Highland
Suite 128
Hollywood, CA 90028
(provides assistance to child
prostitutes and other street
children)

Chrysalis Project
Post Office Box 523
Contract Station 2
Denver, CO 80206
(provides treatment in a
highly structured residential
child care center for
adolescent girls who have
been sexually abused, victims
of incest and involved in
prostitution)

Citizens Alliance to Prevent
Drug Abuse
City Hall
Rome, NY 13440
(develops drug and alcohol
abuse prevention education
programs)

Citizens Crime Commission of
Delaware Valley
1518 Walnut Street

Philadelphia, PA 19102
(works to improve criminal
justice system and reduce
crime)

Citizens Service Unit
Post Office Box 199
Lynchburg, VA 24505
(works to increase citizen
awareness and to reduce crime
and substance abuse)

Civic and Self Help Groups
ESHAV, Inc.
531 East Burleigh Street
Milwaukee, WI 53212
(works to revitalize and
stabilize community, empower
neighborhood residents, and
maintain housing stock)

Commission on Accreditation
for Law Enforcement Agencies
4242B Chain Bridge Road
Fairfax, VA 22030
(establishes body of
standards to increase law
enforcement agencies
capabilities to prevent and
control crime)

Community Relations/Crime
Prevention Unit
Burlington Police Department
82 South Winooski Avenue
Burlington, VT 05401
(works to reduce crime
through citizen awareness and
involvement and promotes
better relations between
police and community)

Community Relations
Philadelphia Police
Department
1328 Race Street
Philadelphia, PA 19107
(works to prevent crime and

improve public safety by
promoting good relations
between police and community)

Community Services
Arlington Police Department
500 East Border Street
Arlington, TX 76010
(promotes crime prevention
concepts)

Community Services
LaCrosse Police Department
400 LaCrosse Street
LaCrosse, WI 54601
(encourages citizens to
participate in crime control
programs, promotes senior
citizen safety, and develops
school safety programs)

Community Services
Stockton Police Department
22 East Market Street
Stockton, CA 95202
(works to reduce crime
through education and
involvement of community)

Community Services
York Police Department
50 West King Street
Box 509
York, PA 17405
(works to reduce serious
crimes and maintain
comprehensive crime
prevention program for
residents and businesses)

Community Block Club #1, Inc.
Concerned Citizens of Masten
Park
485 Best Street
Buffalo, NY 14208
(promotes unity in community
and encourages involvement of
each person in order to
improve general well-being of
community)

Community Action Policing
Program
Elkhart Police Department
175 Waterfall Drive
Elkhart, IN 46516
(works to involve police in a
positive manner with citizens
in their homes, businesses,
schools and during
recreational time)

Community-Based Alternatives
Intervention Program
Hill Memorial Center
416 Ontario Street
Joliet, IL 60436
(works to give youth an
alternative to gangs and
serious crimes through
community involvement)

Community Board Center for
Policy and Training
149-9th Street
San Francisco, CA 94103
(works to maintain an
organization of democratic
neighborhood forums to enable
neighborhoods and their
residents to express and
resolve a broad range of
individual and community
conflicts)

Community Crime Prevention
Seattle Police Department
610- 3rd Avenue
Seattle, WA
(organizes neighborhood block
watches as a crime prevention
effort directed toward
reducing residential
burglary)

Community Crime Prevention
Beloit Police Department
100 State Street
Beloit, WI 53511

(works to reduce property and
personal crimes in the
Merrill School District)

Community Crime Resistance
Program
Montebello Police Department
1600 West Beverly Boulevard
Montebello, CA 90640
(educates the community about
crime prevention techniques
and related city services
aimed at reducing crime and
improving quality of life)

Community Crime Watch
Greenwood Police Department
406 Main Street
Greenwood, MS 38930
(works to reduce residential
crimes and increase number of
crimes reported to police
through a community approach
to crime prevention)

Community Dispute Resolution
Centers Program
Unified Court System
State of New York
Agency Building 4
10th Floor
Albany, NY 12223
(contracts with
community-based organizations
to provide dispute resolution
services)

Community Family Life
Services
305 E Street, NW.
Washington, D.C. 20001
(provides assistance to
homeless, poor and
ex-offenders)

Community Programs
Pomona Police Department
505 South Garey Avenue
Pomona, CA 91766

(works to reduce crime, drug abuse and aids dysfunctional families through education)

Community Re-Entry
Lutheran Metro Ministries
1468 West 25th Street
Cleveland, OH 44113
(works to re-integrate ex-offenders into community through community service)

Community Relations and Crime Prevention Unit
Burlington Police Department
82 South Winooski Avenue
Burlington, VT 05401
(works to reduce crime and improve police-community relations)

Community Services
Oakland Police Department
455-7th Street
Oakland, CA 94607
(works to increase residential and commercial security and senior citizen and youth safety)

Community Treatment Center for Pre-Releasees
Volunteers in America,
Delaware Valley, Inc.
Post Office Box 1070
Camden, NJ 08101
(works to re-integrate prison inmates into community through pre-release involvement inn counseling, education and vocational training)

Community United Against Violence
514 Castro Street
San Francisco, CA 94110
(works to prevent anti-gay

violence and provides counseling and advocacy services to victims)

Community Youth Gang Services
144 South Fetterly Avenue
Los Angeles, CA 90028
(works to prevent youth gang violence)

Comprehensive Crime Prevention
Fort Worth Police Department
925 Taylor Street
Fort Worth, TX 76102
(works to reduce crime and improve police-community relations through police-citizen interaction)

Consortium for Youth Alternatives
701 Maryland Avenue, NE.
Washington, D.C. 20002
(works to divert youth from juvenile justice system, have them re-enter school and remain crime and drug free)

Counseling/Community Education
Rape Crisis Center of Syracuse, Inc.
423 West Onondaga Street
Syracuse, NY 13202
(provides treatment to victims of sexual assault and lectures to schools and community groups)

Crime Abatement Committee
The Chamber/New Orleans and the River Region
Post Office Box 30240
New Orleans, LA 70190
(works to reduce crime and its economic impact)

Crime Analysis/Problem Solving Model

Newport News Police
Department
224-26th Street
Newport News, VA 23607
(works to develop a crime
analysis system whereby
police can understand the
dynamics of a crime problem)

Crime Prevention
Allentown Police Department
425 Hamilton Street
Allentown, PA 18101
(works to prevent crime
through citizen involvement)

Crime Prevention
Arnold Police Department
Post Office Box 468
Arnold, MO 63010
(works to reduce crime and
increase citizen
participation in crime
prevention)

Crime Prevention
Benton Harbor Crime
Prevention Unit
200 East Wall
Post Office Box 648
Benton Harbor, MI 49022
(works to prevent crime and
improve neighborhoods)

Crime Prevention
El Paso Police Department
500 East San Antonio Street
El Paso, TX 79925
(works to prevent residential
and commercial crimes through
citizen involvement)

Crime Prevention
Green Bay Police Department
307 South Adams Street
Green Bay, WI 54301
(initiates programs to reduce
specific community crime
problems)

Crime Prevention
Kensington-Bailey
Neighborhood Housing Services
1048 Kensington Avenue
Buffalo, NY 14215
(works to prevent crime and
improve neighborhood)

Crime Prevention
Knoxville Police Department
800 East Church Avenue
Knoxville, TN 37915
(uses a systems approach to
crime prevention that
involves residents and other
government agencies)

Crime Prevention
Marshall Police Department
461 West Arrow Street
Marshall, MO 65340
(works to reduce crime and
help citizens help
themselves)

Crime Prevention
McComb Department of Public
Safety
Post Office Drawer K
McComb, MS 39648
(works to prevent crime
through neighborhood and
merchant watches)

Crime Prevention
Milwaukee Police Department
6680 North Teutonia Avenue
Milwaukee, WI 53209
(works to increase citizen
support of and involvement in
crime prevention activities)

Crime Prevention
Minot Police Department
515-2nd Avenue, S.W.
Minot, ND 58701
(educates community on crime
prevention methods, and drug
and alcohol abuse)

Crime Prevention
Mt. Lebanon Police Department
710 Washington Road
Mt. Lebanon, PA 15228
(works to prevent crime by
stimulating crime prevention
projects within community)

Crime Prevention
New Orleans Police Department
715 South Broad Street
New Orleans, LA
(works to reduce crime
through neighborhood watches)

Crime Prevention
Portland Police Department
1111 SW 2nd Avenue
Portland, OR 97204
(works to prevent sexual
assault, commercial burglary,
and other targeted crimes)

Crime Prevention
City of Richmond
330-25th Street
2nd Floor
Richmond, CA 94806
(works to reduce crime and
fear of crime through a
citizens' action task force)

Crime Prevention
Salisbury Housing Authority
Post Office Box 159
Salisbury, NC 28144
(assists residents in their
crime prevention efforts)

Crime Prevention
Tacoma Police Department
930 Tacoma Avenue
Tacoma, WA 98402
(educates public about crime
prevention methods)

Crime Prevention
Topeka Police Department
500 Van Buren
Topeka, KS 66603

(works to reduce residential
and commercial crime through
education on crime prevention
techniques)

Crime Prevention
University of Texas Police
Department at Austin
Post Office Box 7787
Austin, TX 78713
(works to prevent crime
through campus awareness of
crime prevention techniques)

Crime Prevention
Virginia Commonwealth
University Department of
Public Safety
VCU Box 2024
Richmond, VA 23284
(provides information about
how to avoid victimization)

Crime Prevention
Wentworth Institute of
Technology Campus Police
550 Huntington Avenue
Boston, MA 02115
(works to reduce crime and
increase fire safety through
public awareness)

Crime Prevention
Worcester Police Department
911 Lincoln Square
Worcester, MA 01608
(works to reduce crime by
educating public)

Crime Prevention and
Community Relations
Atlanta Bureau of Police
165 Decatur Street
Atlanta, GA 30315
(works to obtain citizen
trust, involvement and
cooperation through joint
police-citizens efforts)

Crime Prevention and
Community Relations

Somerville Police Department
220 Washington Street
Somerville, MA 02143
(works to reduce crime by
creating communications
channels between police and
citizens)

Crime Prevention/Juveniles/
Missing Persons Unit
Fall River Police Department
158 Bedford Street
Fall River, MA 02722
(works to educate citizens
and increase their
participation in preventing
crime, handling juveniles in
need of services and locating
missing persons)

Crime Prevention NCO
1606 Security Police Group
1606 SPG/SPIR
Kirtland AFB, NM 87117
(works to minimize
opportunity and desire to
engage in criminal activities
on airforce base)

Crime Resistance Involvement
Council
447 North El Molino Avenue
Pasadena, CA 91101
(works to prevent elderly's
victimization and assists
elderly victims of crime)

Crime Stoppers Program
Cedar Rapids Police
Department
310 Second Avenue, S.W.
Cedar Rapids, IA 52404
(works to increase calls with
information about crimes and
criminals)

Crime Stoppers, Inc.
Paducah/McCracken County
Post Office Box 2267
Paducah, KY 42002

(provides money for
information about crime)

Crime Stoppers
Johnston County
Post Office Box 1886
Smithfield, NC 27577
(provides money for
information about crime)

Crime Stoppers
Texas Advisory Council
Post Office Box 12428
Capital Station
Austin, TX 78711
(assists communities
developing new local crime
stoppers programs and
provides grants and technical
assistance to existing
programs)

Crime Stoppers
Topeka
204 West 5th Street
Topeka, KS
(works to solve and reduce
crime by offering money
rewards)

Crime Stoppers, Inc.
Trident Area
Post Office Box 10100
North Charleston, SC 29411
(provides a clearinghouse for
dissemination of criminal
information to 43 area law
enforcement agencies)

Crime TRAC, Inc.
Post Office Box 1250
Gainesville, FL 32602
(promotes community
cooperation with police and
provides police with
information on unsolved
felonies and fugitives)

Crime Victim Center
Minnesota Citizens Council on
Crime and Justice
822 South Third Street
Minneapolis, MN 55415

(works to assure
accessibility of victim
services to crime victims in
a seven county metropolitan
area)

Crime Watch Program
Innovative Human Resources
354 Congress Street
Boston, MA 02210
(works to reduce petty crimes
in business district)

Criminology Project
Scientists Institute for
Public Information
355 Lexington Avenue
New York, NY 10017
(works to widen channels of
communication between press
and criminal justice
community)

Crisis Intervention Network
415 North 4th Street
Philadelphia, PA 19123
(works to reduce the
frequency and intensity of
youth and neighborhood
disturbances)

Cuban-American Policy Center
Cuban National Planning
Council, Inc.
300 SW 12th Avenue
Miami, FL 33130
(conducts policy research and
analysis on socio-economic
issues related to Cuban-
American community)

Daytop Village, Inc.
54 West 40th Street
New York, NY 10018

(works to persuade substance
abusers to abandon anti-
social and self destructive
behavior)

Deferred Prosecution Unit/
First Offenders Program
Dane County District
Attorney's Office
210 Martin Luther King Jr.
Boulevard
Madison, WI 53709

(seeks to reduce recidivism
by diverting offenders from
criminal justice system and
referring them to other
public and private agencies)

DeLancey Street Clean Block
5220 DeLancey Street
Philadelphia, PA
(works to bring neighbors
closer together and develop
neighborhood)

Delinquency Prevention and
Law Enforcement Support
Northern Oklahoma Youth
Services Center and Shelter
415 West Grand
Ponca City, OK 74601
(works to help youth and
their families function more
effectively)

Delinquency Prevention/
Streetwork Program
Centro de la Comunidad Unida
1029 South 9th Street
Milwaukee, WI 53204
(provides supportive
assistance to youth having
difficulties in school or
community)

Directed Patrol-Shift Level
Toledo Police Department
525 North Erie Street
Toledo, OH 43624

(works to increase citizen satisfaction through apprehension of criminals and elimination of juvenile noise and disorderly conduct)

Detroit Police Department
1300 Beaubien Street
Detroit, MI 48226
(works to reduce crime through police-community cooperation and implementation of innovative programs such as the Junior Police Cadet Section)

Domestic Abuse-Mandatory Arrest Policy
Duluth Police Department
City Hall
Duluth, MN 55802
(works to deter domestic abuse through arrest, court orders, counseling and treatment)

Domestic Violence Shelter Program
Women's Horizons, Inc.
Post Office Box 792
Kenosha, WI 53141
(offers protection, support and advocacy for battered women and their children)

Dorchester Youth Collaborative
1514 A Dorchester Avenue
Dorchester, MA 02122
(provides comprehensive self-help approach to delinquency prevention through mediation, block clubs, recreation, education, counseling and employment)

Drop-A-Dime
Report Crime, Inc.
Post Office Box 644

Dorchester, MA 02125
(collects information about drug activity and reports to police)

Drugs and Alcohol Prevention Education - "Just Say No"
Optimists of York - Self Help Counseling and Education Centers
822 East Market Street
York, PA 17403
(works to prevent drug and alcohol abuse among inner-city youth and associated street crimes)

Drug Detection Center
D.C. Pretrial Services Agency
400 F Street, NW
Washington, D.C. 20001
(assists judges by identifying arrestees who are drug users and works to reduce rearrest rates of drug-using pretrial releasees)

Drug Related Involvement in Violent Episodes (DRIVE)
Narcotic and Drug Research, Inc.
55 West 125th Street
New York, NY 10027
(conducts research)

Dutchess County Probation Department
28 Market Street
Poughkeepsie, NY 12601
(works to reduce crime and protect community by monitoring probationers, and works with juveniles and their families to divert juveniles from court)

East Harlem Community Against Drugs, Inc.
Post Office Box 471
New York, NY 10029

(works to prevent substance abuse and provides parent support group)

East New York Crime and Fear Prevention Program
Local Development Corporation of East New York
116 Williams Avenue
Brooklyn, NY 11207
(works to reduce crime and fear of crime)

Elder Abuse Program
Gustave Hartman YM -YWHA
1800 Seagirt Boulevard
Rockaways, NY 11691
(provides crime victim assistance to senior citizens)

Emergency Care
Neutral Ground Runaway Shelter
708 North 9th Street
Kansas City, KS 66101
(provides emergency care and counseling for juveniles)

Emergency Preparedness Programs
12th District Neighborhood Watch
18917 Nordhoff Street
Northridge, CA 91324
(works to reduce crime, establishes volunteer networks, and develops search and rescue strategies)

End Violence Against the Next Generation, Inc.
c/o Newhard
Indian Valley Medical Center
Novato, CA 94947
(collects and disseminates information on corporal punishment to educate and promote alternative methods of raising children)

Erie County Rape Crisis Center, Inc.
4518 Peach Street
Erie, PA 16509
(provides crisis intervention and supportive counseling to rape victims and their families)

Evaluation and Treatment of Adolescent Sex Offenders Sexual Behavior Clinic
New York Psychiatric Institute
722 West 168th Street
New York, NY 10032
(conducts evaluations and provides outpatient treatment of adolescent sex offenders to prevent recidivism)

Every Kid
Young Life National Urban Office
2801 East Colfax Street
Denver, CO 80206
(invites children to join for weekly Christian meetings and offers recreational programs and community service projects)

Exploited and Missing Children Unit
Louisville-Jefferson County
400 South 6th Street
Louisville, KY 40202
(investigates sexual exploitation of children and tracks, locates and returns missing children)

Family Crisis Services
Post Office Box 1092
Garden City, KS 67846
(works to strengthen family relationships through education)

Family Stress Team
Phoenix South Community
Mental Health Center
1424 South 7th Avenue
Phoenix, AZ 85007
(provides immediate
intervention, support and
focused problem solving to
enhance police effectiveness
in dealing with families and
individuals experiencing
stress of a crisis)

Family Support Center
622-23rd Street
Ogden, UT 84401
(works to prevent child
abuse)

Foot Patrol Program
Santa Ana Police Department
24 Civic Center Plaza
Santa Ana, CA 92702
(works to suppress crime and
develop links between
community and other
government agencies to
improve quality of life)

The Fortune Society
39 West 19th Street
New York, NY 10011
(offers public education
about prisons and problems of
inmates and ex-offenders)

Fugitive Investigative Strike
Team
U.S. Marshals Service
1 Tysons Corner Center
McLean, VA 22102
(works to remove dangerous
felons from society)

Gemini Shelter
Family Tree, Inc.
1629 Summs
Lakewood, CO 80215

(provides residence for
abused, neglected and
delinquent teenagers)

Greenwood Neighborhood Patrol
Clearwater Police Department
1301 North Greenwood Avenue
Clearwater, FL 33515
(works to improve residents'
quality of life)

Grosse Pointe-Harper Woods
Youth Assistance
158 Ridge Road
Grosse Pointe Farms, MI
48236
(works to reduce recidivism
among juvenile offenders)

Grosse Pointe Woods
Department of Public Safety
20025 Mack Plaza
Grosse Pointe Woods, MI 48236
(works to increase safety and
prevent crime through public
awareness, education and
involvement)

Handguns and Housewives
Panama City Police Department
1209 East 15th Street
Panama City, FL 32405
(provides handgun training to
housewives for protection
against and prevention of
sexual assault)

Hastings Youth Advocate
Program
7 Maple Avenue
Hastings-on-Hudson, NY 10706
(works to prevent substance
abuse among youth)

Helping HAND
Family Service of Hancock
County
1104 North Cory Street
Findlay, OH 45840

(provides trained peer counselors to assist youth to promote self growth)

Homeless and Runaway Youth Services
Hoyleton Youth and Family Services
36 Loisel Village
East St. Louis, IL 62203
(works to keep youth out of foster placement and in their own homes)

House of UMOJA Boystown
1410 North Frazier Street
Philadelphia, PA 19131
(residential program designed to save lives of high-risk violence prone youth by providing surrogate family and social services)

Houston Police Department
61 Reisner Street
Houston, TX 77002
(operates numerous programs designed to reduce crime and improve citizens' quality of life through neighborhood-oriented policing)

I'm In Charge
Parents and Children Together
2908 Country Lane
Hays, KS 67601
(provides children with safety skills so that they will know how to handle emergencies and feel comfortable when they are home alone)

Informed Families of Dade County, Inc.
420 South Dixie
Coral Gables, FL 33146
(works to prevent drug abuse by organizing parent groups)

ICAN
Inter-Agency Council on Child Abuse and Neglect
4024 North Durfee Avenue
El Monte, CA 91732
(involves major county agencies in child abuse program development and systems integration)

John F. Kennedy Youth Crime Watch
Youth Organization
1901 Avenue S
Riviera Beach, FL 33404
(trains youth to take pride in themselves, friends, school and community)

Join Hands With the Badge
Metro, Nashville and Davidson County Police Department
802-2nd Avenue South
Nashville, TN 37210
(informs citizens of crime prevention methods and proper crime reporting techniques)

Just Say No Clubs
Just Say No Foundation
1777 North California Boulevard
Walnut Creek, CA 94596
(works to prevent drug abuse among youth)

Juvenile Anti-Shoplifting Program (JASP)
Alaska Coalition to Prevent Shoplifting, Inc.
7708 Regal Mountain Drive
Anchorage, AK 99504
(diverts juveniles from criminal justice system, teaches them not to shoplift and addresses underlying problems)

Juvenile Assistance Diversion Effort (JADE)

8650 California Avenue
South Gate, CA 90280
(works to relieve pressure on
overloaded juvenile justice
system and maintain cost-
effective community-based
diversion and delinquency
prevention programs)

Juvenile Diversion and
Delinquency Prevention
Program
Poughkeepsie Police
Department
253 Church Street
Poughkeepsie, NY 12601
(works to divert first
offenders from juvenile
justice system through short
term behavior modification
counseling and supervision)

Juvenile Intensive Probation
Service
Hennepin County Department of
Court and Field Services
Juvenile Probation Division
626 South 6th Street
Minneapolis, MN 55415
(promotes public safety
through intensive supervision
of serious, habitual
offenders)

Juvenile Justice
Gulfport Police Department
Post Office Drawer S
Gulfport, MS 39502
(works to reduce major crimes
through neighborhood watches)

Juvenile Repeat Offender
Program
Baltimore County Police
Department
400 Kenilworth Drive
Towson, MD 21204
(helps police department,
juvenile services
administration, and State's

Attorney's office identify
dangerous juveniles)

Kansas Committee for
Prevention of Child Abuse
112 West 6th Street
Topeka, KS 66603
(develops programs for
primary prevention of child
abuse and neglect)

Keep Youngsters Double Safe
(KYDS)
Huntington Police Department
330 Third Avenue
Huntington, WV 25701
(works to prevent abduction
and sexual abuse of children
through education of parents
and children)

Latch-Key/Self Care Training
School
Post Office Box 3209
Pasadena, TX 77501
(educates parents and
children in methods of
personal safety)

Law and Justice Awareness
Program
Maui Police Department
Post Office Box 1029
Wailuku, HI 96793
(works to make junior high
school students aware of
laws, how laws are made,
crime and punishment and drug
abuse)

Law Related/Citizen Education
and Delinquency Prevention
Center for Action Research
Institute for Behavioral
Science
University of Colorado
Box 483
Boulder, CO 80309

(focuses on school-based delinquency prevention, increasing students' level of educational achievement, improving teachers quality of instruction and reducing juvenile delinquency)

Law-Related Education
National Institute for
Citizen Education in the Law
25 E Street, NW
Washington, D.C. 20001
(provides education to high school youth about law as it affects them in their daily lives)

Longmont Juvenile Services
408 3rd Avenue
Longmont, CO 80501
(works with juveniles who have violated petty misdemeanor laws in an individual and family context)

Lycoming County Work Release
Lycoming County Prison
Post Office Box 395
Williamsport, PA 17703
(attempts to reintegrate offenders into community and address their underlying problems such as alcohol and drug abuse)

Magdalene Prostitution
Program
Martin House
1020 South Main Street
Rockford, IL 61101
(works to reduce youth involvement in prostitution by providing rehabilitative counseling, court advocacy and short term emergency care)

McGruff Puppets in the School
Independence Iowa Police
Department
210 5th Avenue NE
Independence, IA 50644
(educates children against crime)

Methadone Maintenance
Treatment Program
Mount Vernon Hospital
3 South 6th Avenue
Mount Vernon, NY 10550
(attempts to treat heroin addiction with methadone maintenance and counseling)

Metro-Miami Action Plan
19 West Flager Street
Miami, FL 33130
(seeks to eliminate disparities between Dade County's black community and other ethnic communities in areas of criminal justice, economic development, education, employment, housing and legislation)

Miami County Child/Youth
Protection Team
Post Office Box 352
Paola, KS 66071
(works to prevent child abuse)

Midtown Corridor
4614 Prospect Avenue
Cleveland, OH 44103
(works to revitalize area and generate new jobs)

Mill-Bergen Chemical People
Task Force, Inc.
4712 Avenue N
Brooklyn, NY 11234
(works to prevent alcohol and drug abuse)

Milton Eisenhower Foundation
1725 I Street, NW

Washington, D.C. 20006
(serves as a catalyst for
self-help programs that
organize neighborhoods,
strengthen families and
facilitate employment)

Milwaukee Boys and Girls Club
1437 North Prospect Avenue
Milwaukee, WI 53202
(fosters youth development
through a guidance-based
approach to programs)

Minneapolis Community Crime
Prevention
310 Fourth Avenue South
Minneapolis, MN 55415
(works to reduce opportunity
for crime and fear of crime
through neighborhood watch
and residential security
measures)

Mobile Mental Health Center,
Inc.
2400 Gordon Smith Drive
Mobile, AL 36617
(operates a neighborhood-
center child and youth
project)

Molesters Anonymous
The M.A.N. Program
1269 North E Street
San Bernardino, CA 92405
(works to eliminate child
sexual abuse)

National Association for Core
Curriculum, Inc.
404 White Hall
Kent State University
Kent, OH 44242
(promotes development of
secondary school general
education programs)

National Center for
Neighborhood Enterprise

1367 Connecticut Avenue, NW
Washington, D.C. 20036
(helps grassroots
organizations build on the
strengths of their
communities when dealing with
economic and social problems)

National Crime Prevention
Council
733-15th Street, NW
Washington, D.C. 20005
(works to prevent people from
becoming victims of crime,
provides technical
assistance, coordinates Crime
Prevention Coalition, and
works with Advertising
Council and U.S. Department
of Justice to promote "Take A
Bite Out Of Crime")

National Federation of
Republican Women
310 First Street, SE
Washington, D.C. 20003
(works to prevent child abuse
through education)

National Institute Against
Prejudice and Violence
525 West Redwood Street
Baltimore, MD 21201
(studies and responds to
violence and intimidation
motivated by racial,
religious and ethnic
prejudice)

Neighborhood Alternative
Center
Sacramento County Probation
Department
3990 Branch Road
Sacramento, CA 95827
(provides community-based
counseling and short-term
crisis intervention to
troubled juveniles and their
families)

Neighborhood Conflict
Resolution Panel
Coalition Forums of Oakland
5549 Claremont Avenue
Oakland, CA 94618
(provides community-based
conflict resolution services)

Neighborhood Crime Prevention
Network
Citizens Committee for New
York City, Inc.
3 West 29th Street
New York, NY 10001
(develops new anti-crime and
drug strategies using police
and community resources)

Neighborhood Crime Watch
Victim/Witness and Crime
Watch Division
Stark County Prosecutor's
Office
Post Office Box 167 D.T.
Station
Canton, OH 44701
(enlists citizens'
participation in crime
prevention)

Neighborhood Crime Watch
Van Nuys Area Chamber of
Commerce
14545 Victory Boulevard
Van Nuys, CA 91411
(works to increase awareness
of crime and trains people in
neighborhood watch)

Neighborhood Foot Patrol
Fayetteville Police
Department
131 Dick Street
Fayetteville, NC 28301
(works to remove barriers
between police and community)

Neighborhood Information
Center, Inc.

1081 Broadway Street
Buffalo, NY 14212
(works to prevent crime
through block watch and dead
bolt locks)

Neighborhood Patrol
North Miami Beach Police
Department
17050 Northeast 19th Street
North Miami Beach, FL 33162
(works to reduce crime and
enhance quality of life)

Neighborhood Safety and
Security
West End Community
Association
3034 West Wisconsin Avenue
Milwaukee, WI 53208
(promotes resident
involvement in crime
prevention through block
watch, issue advocacy and
encouraging self-
sufficiency)

Neighborhood Watch
Community Crime Prevention
Council
510 North Broadway
Billings, MT 59101
(supports police efforts to
reduce residential burglary
through block watches)

Neighborhood Watch
Department of Fire and Police
3300 Annicola Highway
Chattanooga, TN 37402
(attempts to reduce
residential and business
crime through watches)

Neighborhood Watch
Pasadenians on Watch, Inc.
208 West Shaw Street
Pasadena, TX 77506
(works to remove crime from
neighborhood)

Neighborhood Watch
Reno Police Department
455 East 2nd Street
Reno, NV 89505
(works to reduce residential
burglaries)

Neighborhood Watch Groups of
Syracuse
511 South State Street
Syracuse, NY 13202
(works to reduce crime
through neighborhood watch)

New York City Community
Service Sentencing Project
Vera Institute of Justice
377 Broadway Avenue
New York, NY 10013
(provides alternative to jail
for misdemeanor property
crime offenders)

New York City Gay and Lesbian
Anti-Violence Project
80-8th Avenue
New York, NY 10011
(provides peer counseling,
advocacy, court monitoring,
and community education)

New York City Police
Department
One Police Plaza
New York, NY 10038
(operates dozens of program
designed to reduce crime and
fear of crime through police-
community cooperation such as
the SPECDA program)

New York Society for
Prevention of Cruelty to
Children
161 William Street
New York, NY 10038
(provides child protective
services)

North Town Neighborhood Watch
Near North Development
Corporation
1441 North Cleveland Avenue
Chicago, IL 60610
(seeks to empower community
residents for crime
prevention)

Northwest Citizens Patrol
Post Office Box 30072
Baltimore, MD 21215
(works to reduce crime and
fear of crime by patrolling
neighborhood)

Nuisance Abatement
City of Toledo
1 Government Street
Toledo, OH 43604
(attempts to solve
neighborhood problems by
taking all complaints and
making certain that city
offices work together to get
the problems solved)

Oasis Technique
Oasis Institute
437 SW 4th Avenue
Fort Lauderdale, FL 33315
(provides technical
assistance to control crime
and improve living conditions
in inner cities)

Officer Mac Child Safety
Program
Bremerton Police Department
239 4th Street
Bremerton, WA 98310
(teaches children about
safety)

Operation Alert
Southland Corporation
2828 North Haskell Avenue
Dallas, TX 75204

(works to prevent robberies and violence in 7-Eleven stores)

Operation Last Chance
Montgomery County Maryland's
State's Attorney's Office
50 Courthouse Square
Rockville, MD 20850
(works to reduce recidivism of juvenile offenders through deterrence)

Operation Network-Books 'N'
Basketball/Volleyball
Moiliili Community Center
2535 South King Street
Honolulu, HI 96826
(provides afterschool tutoring and athletic program for children to promote self-growth and encourage positive behavior patterns)

Operation Safe Street
1200 North Market
St. Louis, MO 63103
(works to reduce crime through citizen involvement)

Operation Senior-Tect
Long Beach Police Department
1 West Chester Street
Long Beach, NY 11561
(works to reduce crime through education and community pride)

Opportunities and Resources
109 Washington Place
Pittsburgh, PA 15219
(provides training and job placement for unemployed and disadvantaged persons)

Organizational Development
Component
Michigan Avenue Community
Organization
6608 Michigan Avenue

Detroit, MI 48210
(works to empower local neighborhood groups through outreach, training and encouragement)

Ourselves and Our Families
Coalition for Prevention of
Child Abuse
1105 Main Street
Great Bend, KS 67530
(educates community, parents, teachers, and abused children in order to prevent further abuse)

Parade Against Drugs
Mobile Bay Area Partnership
for Youth
305 A Glenwood Street
Mobile, AL 36606
(works to prevent alcohol and drug abuse among youth through education)

Parent Aid, Child Aid
Child Abuse Prevention
Volunteers
1649 Downing Street
Denver, CO 80218
(provides services to parents and children to prevent and treat child abuse and neglect)

Parent-Child Center
Inter-Church Council of
Greater New Bedford
412 County Street
New Bedford, MA 02740
(works to prevent and reduce child abuse and neglect)

Park Forest Police Department
200 Lakewood Boulevard
Park Forest, IL 60466
(works to prevent crime through neighborhood watch and sponsors a police explorer post for youth)

Partners in Neighborhood
Growth, Inc. (PING)
1345 Steiner Avenue SW
Birmingham, AL 35211
(works to reduce crime among
teenagers by providing
alternative activities)

Pharmaceutical Manufacturers
Association
1100-15th Street, NW
Washington, D.C. 20005
(provides information on
signs and symptoms of
substance abuse and develops
curriculum guides for grades
K-12)

Play Street Program
D.C. Metropolitan Police
1624 V Street NW
Washington, D.C. 20009
(establishes and supervises
play streets where games,
sports equipment and crime
prevention information is
provided)

Police Activities League
Houston Area Exchange Clubs
Post Office Box 2228
Houston, TX 77252
(works to improve police-
community relations and
prevent juvenile delinquency)

Police Area Representative
Aurora Police Department
15001 East Alameda Drive
Aurora, CO 80012
(works to prevent and solve
crime through close
cooperation between police
and citizens)

Police Athletic League
Des Moines Police Department
25 East 1st Street
Des Moines, IA 50309

(works to improve relations
between police and
minorities)

Police Athletic League
Tampa Police Department
1710 Tampa Street
Tampa, FL 33602
(works to improve relations
between police and youth and
prevent juvenile delinquency)

Police Athletic Teams
Birmingham Police Department
2201 Highland Avenue South
Birmingham, AL 35205
(works to improve relations
between police and youth)

Police-Community Awareness
Program (P-CAP)
Petersburg Bureau of Police
Post Office Box 2109
Petersburg, VA 23804
(works to create a cohesive
atmosphere between police and
community to reduce crime)

Police-Community Liaison
Program
Howard County Police
Department
3410 Court House Drive
Ellicott City, MD 21043
(works to renew traditional
partnership between police
and residents)

Police Movie Club
Beaufort Police Department
Post Office Box 898
Beaufort, SC 29902
(teaches youth about drug
abuse, home safety, and water
safety)

Post Institutional Services
Project
Nassau County Youth Board
222 Willis Avenue

Mineola, NY 11501
(provides case management and
community-based services to
juveniles and adults
returning to community after
incarceration)

Prevention and Remediation
Broader Urban Involvement and
Leadership Development
(BUILD)
1223 North Milwaukee Avenue
Chicago, IL 60622
(works to redirect juvenile
gang behavior)

Program for Female Offenders,
Inc.
1520 Penn Avenue
Pittsburgh, PA 15222
(works to reduce recidivism
of female offenders by
providing counselling, career
assessment, crisis
intervention, pre-release
services, and job training
and placement)

Project CAN (Cops and
Neighbors)
Warren/Conner Development
Coalition
8111 East Outer Drive
Detroit, MI
(works to prevent crime
through neighborhood watch)

Project Hope (Helping Others
Pursue Education)
Inglewood Unified School
District
434 South Grevillea Avenue
Inglewood, CA 90301
(works to control truancy and
prevent crime)

Project I Help Youth
Joy of Jesus
12255 Camden Street
Detroit, MI 48213

(provides character
development to inner-city
youth and services to meet
their social, educational,
recreational, employment and
health needs)

Project LEGAL (Law-related
Education: Goals for American
Leadership)
Syracuse University
250 Huntington Hall
Syracuse, NY 13244
(attempts to reduce
delinquency among juvenile
first offenders through a
law-related educational
diversion program)

Project Respect, Inc.
2636 North Dr. Martin Luther
King Jr. Drive
Milwaukee, WI 53212
(provides free bus to prison,
recreational activities for
youth, and works to prevent
crime through cooperation
with law enforcement
agencies)

Project Si Se Puede
Santa Clara County Office of
Education
100 Skyport Drive
San Jose, CA 95115
(works to prevent school
dropout, develop community,
and coordinate services)

Protective Services/Foster
Care/Adoption
D.C. Government Department of
Human Services
Child and Family Services
500 1st Street, NW
Washington, D.C. 20001
(works to protect children
and provides permanency
planning)

Public Child Welfare Agency
Summit County Children
Services Board
264 South Arlington Street
Akron, OH 44306
(investigates complaints of
child neglect and abuse and
provides in-home counseling
to remedy family problems)

Public Education Fund
600 Grant Street
Pittsburgh, PA 15219
(helps broadly-based
community leadership groups
develop locally crafted
mechanisms for effective
support of public schools)

Public Housing Crime
Prevention Program
Charlotte Housing Authority
1301 South Boulevard
Charlotte, NC 28236
(encourages resident
involvement in crime
prevention, provides
assistance to crime victims
and witnesses, and trains
residents to operate their
own programs)

Racial, Religious and Ethnic
Incident Investigation
Baltimore County Police
Department
400 Kenilworth Drive
Towson, MD 21204
(works to reduce victim fear
and anxiety)

Rape Crisis Assistance
440 South Market
Springfield, MO 65806
(provides support services
for sexual assault victims
and their families and trains
professionals working with
sexual assault victims)

Renaissance Program
Walker's Point Youth and
Family Center
2030 West National Avenue
Milwaukee, WI 53204
(provides
intervention/prevention
treatment program to families
in which conflict between
parents and teenagers has
resulted in adolescent abuse)

Renaissance Project, Inc.
2 Hamilton Avenue
New Rochelle, NY 10801
(provides out-patient and
residential drug free
treatment services)

Research and Development
Georgia Police Academy
Post Office Box 1456
Atlanta, GA 30371
(develops training for law
enforcement to make more
arrests and better court
cases)

Reservoir Avenue Crime Watch
Reservoir Triangle
Association
4 Falconer Street
Providence, RI 02907
(works to reduce crime
through neighborhood crime
watch)

Roberts, Fitzmahan and
Associates
9131 California Avenue SW
Seattle, WA 98136
(develops and assists school
and community programs that
help establish pro-social
life skills)

Runaways, Missing Children,
Latchkey Kids
Community Runaway and Youth
Services

1135 Terminal Way
Post Office Box 20879
Reno, NV 89515
(reunites runaway youth with
their families, locates
permanent shelter for
homeless youth, and works to
prevent youth from running
away from home)

Safe Home
Little Rock Police Department
700 West Markham Street
Little Rock, AR 72201
(works to secure homes of
elderly and disabled against
crime)

Safe Neighborhood Program
100 Montgomery Street
Jersey City, NJ 07305
(works to prevent crimes
against senior citizens and
juveniles, and preserve
neighborhood peace)

Safer Schools/Better Students
National Alliance for Safe
Schools
501 North Interregional
Street
Austin, TX 78702
(helps educators and police
learn to work together to
identify and reduce serious
disruptive and criminal
student behavior)

Safety and Fitness Exchange
(SAFE)
541 Avenue of Americas
New York, NY 10011
(provides crime prevention
and self-defense information
available, provides child
abuse prevention information
to teachers, parents and
children, and develops

training for trainers manuals
and curricula)

Safety Committee
Warwick Village Citizens
Association
204 Burgess Avenue
Alexandria, VA 22305
(works to improve quality of
life of residents through
home security and
neighborhood watches)

Safety Haven of Orange
County, Inc.
828 Airport Road
Chapel Hill, NC 27514
(provides safe environment
for young people and educates
children, parents, teachers
and care givers about issues
related to personal safety
and sexual abuse prevention)

Salina Coalition for
Prevention of Child Abuse
1646 North 9th Street
Salina, KS 67401
(works to prevent child
abuse)

Salt Lake Community Crime
Prevention
Salt Lake City Police
Department
922 South 700 East Street
Salt Lake City, UT 84111
(works to reduce residential
and commercial through
security measures)

School Liaison
Oshkosh Police Department
420 Jackson Street
Oshkosh, WI 54901
(informs young people about
the law and its relationship
to them)

School Liaison/Youth Gang
Unit
Rockford Police Department
420 West State Street
Rockford, IL 61101
(attempts to identify
children who are in trouble
or trouble makers and then
provides counseling, arrest
and other measures to steer
these youth to a different
life-style)

Security Orientation-
Awareness
New York University Medical
Center
550 First Avenue
New York, NY 10016
(works to arouse risk
awareness by positive
reinforcement that reduces
negative perceptions caused
by exaggerated and distorted
crime reports)

Security Program
Syracuse Housing Authority
516 Burt Street
Syracuse, NY 13202
(works to prevent crime and
instill feeling of safety)

Sexual Abuse Prevention
Program for Young People
Rape Assistance and Awareness
Program
640 Broadway Street
Denver, CO 80203
(works to prevent sexual
assault and abuse of children
by providing educators,
parents, children and
professionals information and
skills)

Sharing Our Lives of
Separation (SOLOS)
Minnesota Citizens Council on
Crime and Justice

822 Third Street
Minneapolis, MN 55415
(works to reduce impact of
emotional, social and
economic stresses experienced
by families of inmates)

Silent Observer Program
Battle Creek Area Chamber of
Commerce
172 West Van Buren Street
Battle Creek, MI 49017
(maintains fund to make cash
awards to citizens providing
information to police about
crime)

Social Services/Professional
Volunteers Decentralization
Urban Dreams, Inc.
1400-6th Avenue
Des Moines, IA 50314
(provides social service
professionals and volunteers
an avenue to work with inner
-city residents within their
own community)

Social Work Project
New Rochelle Police
Department
90 Beaufort Place
New Rochelle, NY 10801
(works to prevent serious
family, personal and criminal
problems by providing
emergency psychological and
social services to community
residents)

Soul-O-House Drug Abuse
Program
165 Court Street
Newark, NJ 07103
(provides out-patient,
drug-free, community-based
rehabilitation services to
adult and juvenile drug
abusers)

Special Project on Training
of Professionals in Sexual
Exploitation Prevention of
the Developmentally Disabled-
Bellevue Hospital Auxiliary
345 West 21st Street
Suite 3D
New York, NY 10011
(trains human service
professionals in special
counseling, communication and
accessibility needs of
disabled survivors of sexual
exploitation)

Street Crime Reduction
Greenville Police Department
4 McGee Street
Greenville, SC 29601
(works to reduce crime in
business district and vice
crimes)

Street Safe
236 Huntington Avenue
Boston, MA 02115
(works to prevent crime
through neighborhood action
and public safety education)

Strike-A-Balance
Neighborhood Justice Network
87 Summer Street
Boston, MA 02110
(strives for a court system
more responsive to the needs
of victims and concerns of
their neighborhood)

Stronger Legislation Against
Child Molesters (SLAM)
Post Office Box 128
Amsterdam, NY 12010
(supports stronger
legislation for the
conviction of child
molesters)

Sunbow Foundation
1825 South Michigan Avenue

Chicago, IL 60606
(prepares women for
employment in the building
construction trades)

SWAT/HYPES
Santa Ana Police Department
24 Civic Center Plaza
Santa Ana, CA 92701
(works to raise citizen
confidence in police ability
to deal with street crime)

Take Home Car Program
Chesapeake Police Department
Albemarle Drive
Chesapeake, VA 23320
(works to increase police
visibility and availability
by having police officers use
police vehicles off duty)

Task Force on Violent Crime
1001 Huron Road
Cleveland, OH 44115
(works to generate public
support, both volunteer and
financial, for crime
prevention programs operated
by others)

Teaching Individuals
Protective Strategies/
Teaching Individuals Positive
Solutions (TIPS)
Jefferson Annex
4th Street NW
Charlottesville, VA 22901
(fosters responsible conduct
in lives of young people,
teaches K-8th grade students
how to positively resolve
conflict, to resist crime and
to protect themselves, and
promotes early intervention
aimed at both perpetrators
and victims of crime)

Teens Adapting to Parenting
Youth Service Project, Inc.
3942 West North Avenue
Chicago, IL 60647
(offers information on
health, infant development,
child guidance, family
management and personal
growth to new and expectant
teen parents)

Torah Head Start Program
National Association of
Family Development Centers
1114 Avenue J
Brooklyn, NY 11230
(provides head start services
for pre-school children and
their families)

The Training Center
City of Livonia
33000 Civic Center Drive
Livonia, MI 48154
(assists communities in
developing youth assistance
programs; is a community-
based delinquency diversion
program for juveniles)

Treatment Alternatives to
Street Crime
Education Assistance Center
of Long Island
382 Main Street
Port Washington, NY 11050
(works to increase use of
existing community treatment
sources as a criminal justice
resource for alcohol and drug
involved defendants)

Treatment Alternatives to
Street Crime
York Alcohol and Drug
Services, Inc.
40 North George Street
York, PA 17401
(works to reduce recidivism

and provides alternative
sentencing for drug and
alcohol offenders)

Treatment Assessment
Screening Center (TASC)
1313 North 2nd Street
Phoenix, AZ 85004
(works to reduce substance
abuse and criminal behavior
associated with it)

Tri-Pact, Inc.
2575 Coney Island Avenue
Brooklyn, NY 11223
(works to prevent crime
through multi-based community
anti-crime programs within
five New York City police
precincts)

Truancy Reduction
Project Heavy West
11818 Wilshire Boulevard
Los Angeles, CA 90025
(works to reduce truancy and
improve academic performance
and behavior, prevent
subsequent arrests of
juveniles, and improve
parent/child relationships)

Union of Pan Asian
Communities
1031 25th Street
San Diego, CA 92102
(works with Pan Asian
immigrants and refugees,
assists them in accessing
community resources, and
provides employment and
training, mental health,
nutrition, in-home support
services, and outreach and
intervention for
developmentally disabled)

University Crime Watch
University of Miami Public
Safety

1507 Levante Avenue
Coral Gables, FL 33124
(creates crime awareness on
campus)

Urban Affairs Partnership
900 Avenue of the Arts
Broad and Chestnut Streets
Philadelphia, PA 19107
(prioritizes urban concerns
on behalf of business
community and concentrates
efforts on responding to
human and social needs of the
region including youth
employment, public education,
and housing for low/moderate
income families)

Vermont Treatment Program for
Sexual Aggressors
Vermont Department of
Corrections
7 Farrell Street
South Burlington, VT 05401
(provides comprehensive
treatment program for sex
offenders by integrating
therapy with specialized
supervision)

Victim-Witness Assistance
Program
Post Office Box 2309
Savannah, GA 31402
(assists crime victims in
recovering from emotional,
physical and financial impact
of crime, and provides
guidance through criminal
justice system)

Victim/Witness Program
Commonwealth's Attorney's
Office
Post Office Box 1417
Portsmouth, VA 23705
(assists victims and
witnesses by offering
services to make their

experience with the criminal
justice system tolerable,
e.g., court escort, free
parking, filing for
compensation)

Volunteers in Parole
State Bar of California
Office of Legal Services
555 Franklin Street
San Francisco, CA 94102
(seeks to reduce recidivism
by matching volunteer
attorneys with young parolees
on a model similar to Big
Brother/Big Sister)

Wayne County Youth Assistance
Program
Wayne County Court
1025 East Forest Street
Detroit, MI 48207
(mobilizes community
resources on behalf children
and their families)

Wednesday's Child
Rocky Mountain Adoption
Exchange
5350 Leetsdale Drive
Denver, CO 80222
(seeks adoptive families for
children who are
victims/survivors of child
abuse)

West Philadelphia Youth
Counseling Center
317 North 52nd Street
Philadelphia, PA 19135
(works to resocialize
adolescents, facilitate their
re-entry into public schools,
and divert them from criminal
justice system)

Wildcat Service Corporation
161 Hudson Street
New York, NY 10013

(prepares chronically unemployed for unsubsidized employment)

Women's Residential Resource Center
Women for Rights and Dignity
2528 Main Street
Buffalo, NY 14201
(provides transitional home environment and human services to female offenders)

YMCA Juvenile Justice Program
Post Office Box 3137
Abilene, TX 79604
(serves children experiencing problems at home, in school and in the community)

Youth Services Division
San Antonio Police Department
P.O. Box 9066
San Antonio, TX 78285
(works to prevent juvenile delinquency and develop youth through counseling, locating shelters, vocational/job-related services and seminars)

You and the Police
Ashland Police Department
Box 1864
Ashland, KY 41105
(provides information concerning police work and crime to 7th and 8th graders)

Youth Alcohol Highway Safety Project
Mid Cumberland Council on Alcohol and Drugs
250 Venture Circle
Nashville, TN 37228
(works to reduce juvenile fatalities resulting from drinking, drugs and driving)

Youth/Community Outreach
Operation Contact
1006 Webster Street
San Francisco, CA 94115
(works to reduce crimes committed by juveniles and young adults)

Youth and Community Services
Lessie Bates Davis
Neighborhood House
1200 North 13th Street
East St. Louis, IL
(multi-purpose community center providing daycare, senior services, outreach and organizing)

Youth Employment Preparation and Work Experience Program
Nassau County Probation Department
Post Office Box 189
Mineola, NY 11501
(provides comprehensive employment preparation and work experience for hundreds of youth on probation)

Youth House
Alaska Youth and Parent Foundation
3745 Community Park Loop
Anchorage, AL 99508
(works to relieve family stress and enhance well being of youth and families)

Youth Services Bureau
City of Gary
1741 Broadway Street
Gary, IN 46407
(provides alternatives to social problems of youth by offering individual and family counseling, peer tutoring, teen parenting program, and recreation)

Youth Services Division
San Antonio Police Department

Post Office Box 9066
San Antonio, TX 78285
(works to prevent juvenile
delinquency through
counseling, and locating
shelters and jobs)

Youth Services Project, Inc.
3942 West North Avenue
Chicago, IL 60647
(attempts to respond to
changing needs of youth and
girls in gangs through
community organizing,
removing graffiti, providing
job readiness training and
placement, teens adapting to
parenting counseling,
substance abuse counseling,
and economic development for
youth)