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**Re-Defining the Police Response to Homicide:
Assessing the Richmond, California Comprehensive Homicide Initiative**

by

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EXECUTIVE SUMMARY

Introduction

This report describes an in-depth examination of an initiative undertaken by the Richmond, California Police Department to address homicide and violence reduction using non-traditional, community-oriented strategies. Richmond's Comprehensive Homicide Initiative represents a substantial re-thinking of how police should deal with homicide and, more generally, violent crime, and of the relationship of police and the community as it bears on one of the most isolated and reactive of all police activities, homicide investigation.

Homicide in the United States and the Traditional Police Response

Since the mid-1990s, dramatic decreases in violent crime and homicide have been reported at both the national and local level. Despite the recent well-publicized decreases, violent crime remains unacceptably high in many jurisdictions, particularly in core, urban areas. Moreover, the nature of homicide has changed over time, with notable increases in homicides between strangers, and homicides involving drugs, guns, and gangs, and homicides occurring outdoors. The view that homicide is relatively immune from police interventions has permeated thinking among both criminal justice practitioners and scholars, who typically have held that homicide rates are, by and large, a manifestation of social and economic variables over which the police have little control. Moreover, within their departments, homicide investigators typically have operated almost as independent agents, responding on an *ad hoc* basis to the cases called to their attention, but generally doing little to anticipate or prevent such problems.

Reconsidering the Nature of the Problem: Developing a Comprehensive Homicide Initiative

Two developments have changed the traditional view of how police should respond to homicide. One is the crisis experienced in core inner-city neighborhoods in the 1980s where homicides were disproportionately concentrated. Second, the movement to community and problem-oriented varieties of policing has encouraged a wide-ranging reconsideration of aims and methods of policing and has helped to change the prevailing vision of what police may accomplish.

In 1995, the International Association of Chiefs of Police (IACP) held a "Murder Summit" to address the increase in violence in core urban areas, as well as changing homicide patterns, and to produce a comprehensive strategy to reduce homicide that could serve as a model for police

departments in the United States. In addition to dealing with traditional issues related to investigation and prosecution, the IACP report emphasized the importance of prevention and intervention efforts in a variety of areas. At the direction of Attorney General Janet Reno, the Bureau of Justice Assistance of the U.S. Department of Justice funded a Comprehensive Homicide Initiative in 1995, to support the development of pilot projects incorporating the kinds of broad-based and community-oriented violence reduction strategies recommended by the IACP. The resulting Comprehensive Homicide Initiative sought to test two important questions:

Can the lessons and methods of problem and community-oriented policing be applied to homicide investigation, a specialization that has, in effect, remained aloof from all but technological change?

Can traditional police homicide work be recast to include a strong preventive component?

Richmond's Comprehensive Homicide Initiative

The city of Richmond, California, was selected as a demonstration site that would build on IACP recommendations and adapt them to local circumstances. This would involve a multi-faceted process led by the police incorporating a variety of local strategies. Richmond was deemed a good test site because between 1985 and 1994, it suffered serious economic setbacks and increases in drug-related violence and homicides common to other urban areas. By 1991, homicides had tripled (from 20 in 1985 to 61 in 1991), making Richmond one of the most violent cities in the country.

The Richmond Police Department (RPD) began implementation of its Comprehensive Homicide Initiative with analysis of the increases in homicides. The years from 1990-1994 were marked by dramatic shifts in trends and patterns of homicide. In general, the increase in violence occurred largely within the city's African American and Hispanic communities and involved guns, drugs, gangs, and persons with prior involvement in crime and violence. The streets of Richmond had become increasingly unsafe as homicides shifted from indoor to outdoor locations during the same period.

After approximately one year of planning, the RPD produced a Comprehensive Homicide Initiative implementation strategy. The strategy provided a new and sharper focus for some existing programs as well as defined new programs and practices that, viewed collectively, were designed to address homicide in Richmond. Generally, Richmond's Comprehensive Homicide Initiative represented an eclectic and multidisciplinary approach to addressing violent crime by focusing on both short- and long-term objectives. Although the Richmond Initiative was limited in scope by the availability of resources, the Comprehensive Homicide Initiative is a collection of separate enforcement and non-enforcement strategies that represent a broad-based portfolio of policing initiatives. Taken together, this mosaic of programs, practices and policies represented a new approach to violence in Richmond, focusing on improved investigation and enforcement, and perhaps most importantly, prevention. Key components of the Comprehensive Homicide Initiative include:

- Collaboration between the RPD, the community, and other public and government agencies;
- Strong preventive efforts focused on Richmond youth; and
- More traditional law enforcement strategies.

One particular prevention strategy focused on an attempt to keep local youths in school.

Truant Recovery Program

The Truant Recovery Program represents an innovative partnership between the Richmond Police Department (and other law enforcement agencies) and the West Contra Costa Unified School District that seeks to “re-integrate” truants into school, rather than to punish them because of their truancy. Analysis of a random sample of truants showed that although few had formal prior arrests (seven percent), nearly half had prior contact with the Richmond Police Department. Review of academic records in the years leading up to the truancy contact showed that, for those who had available information, the vast majority were struggling in school: they missed school on a regular basis, their behavior was often disruptive, and their grades were frequently below average or failing.

During an 18-21 month follow-up of these youths after their apprehension by police, 14 percent of truants recorded an arrest and 37 percent had additional contacts with the RPD. The follow-up data further suggest that the truants continued to struggle in school post-apprehension by the Truant Recovery Program, but that compared to their performance in the previous year, they behaved better (median disciplinary incidents dropped from five to one), received fewer punishments (median sanctions dropped from five to zero), skipped school less often (median unexcused absences dropped from 12 to nine), and received somewhat better grades (median number of D and F grades dropped from seven to five)—all suggesting an association between improved school performance and contact with the Truant Recovery Program.

Assessing the Impact of Richmond’s Comprehensive Homicide Initiative

The full report describes the primarily descriptive and qualitative assessment of Richmond’s Comprehensive Homicide Initiative. Given the descriptive aims of the report, it was not possible to determine a definitive impact of the Comprehensive Homicide Initiative on Richmond’s crisis of violence and homicide. The report nevertheless examines the Richmond Police Department’s efforts to develop a strategy that broadens conceptualization of factors over which police might have control and to implement measures that contribute to lower levels of violence in the community.

To draw some inferences about the impact of the Comprehensive Homicide Initiative, the report employs a two-pronged analysis. The first treats the changes in homicide rates in the context of contemporaneous trends in homicide and other violent crimes in Richmond and in California generally. This analysis showed that, although Richmond is a much more violent place than California as a whole, its trends in homicide and violent crime rates mirror state trends and suggest that, in part, Richmond violence is influenced by factors affecting violence in California overall.

The second examined changes in the nature of Richmond homicides by looking at differences in the rates of specific types of homicide that were most directly targeted by the Comprehensive Homicide Initiative. This analysis showed that in the years following the development of the Comprehensive Homicide Initiative (1995 – 1998):

- the rate of homicides occurring outdoors dropped by 37 percent;
- the rate of drive-by shootings dropped by 64 percent;
- the rate of homicides involving victims with prior convictions dropped by 31 percent;
- the rate of homicides committed by offenders with prior convictions dropped by 44 percent;
- the rate of homicides involving female victims dropped by 61 percent;
- the rate of homicides involving victims and offenders related by blood or marriage dropped by 55 percent;
- the rate of gun-related homicides dropped by 43 percent;
- the rate of drug-related homicides dropped by 59 percent.

These changes represent important and dramatic shifts in the nature of homicide in Richmond, California, as many of the patterns that made the city one of the most violent in the country during the early 1990s were reversed. Although it seems reasonable to conclude that the Comprehensive Homicide Initiative played some role in the post-1994 homicide changes, particularly since many of the changes occurred in areas targeted by the violence reduction efforts, the exact nature and power of its impact, in conjunction with other social forces, remains unknown.

Implications for Police Policy and Practice

Richmond's Comprehensive Homicide Initiative serves as a challenging pilot model of community-wide planning, focused violence prevention and reduction efforts, and collaboration between police, community and other agencies. A number of important themes emerged from our study. First, the Comprehensive Homicide Initiative recognized that a sound police/community relationship is critically important to successful homicide investigation and prevention. Second, reflecting the spirit of the original IACP recommendations, Richmond's strategy was both multi-disciplinary and multi-faceted. It incorporates a wide range of goals, both within and outside the conventional notions of law enforcement, and notably, it invested heavily in the youth who are most at-risk of becoming both perpetrators and victims of violence. Third, and perhaps most compelling, the Initiative was the natural extension of problem-oriented and community policing approaches to the last bastion of traditional policing, the homicide unit. The experience in Richmond illustrates how this innovative perspective can be applied safely and productively in a jurisdiction facing more than its share of the problems that challenge many other American cities.

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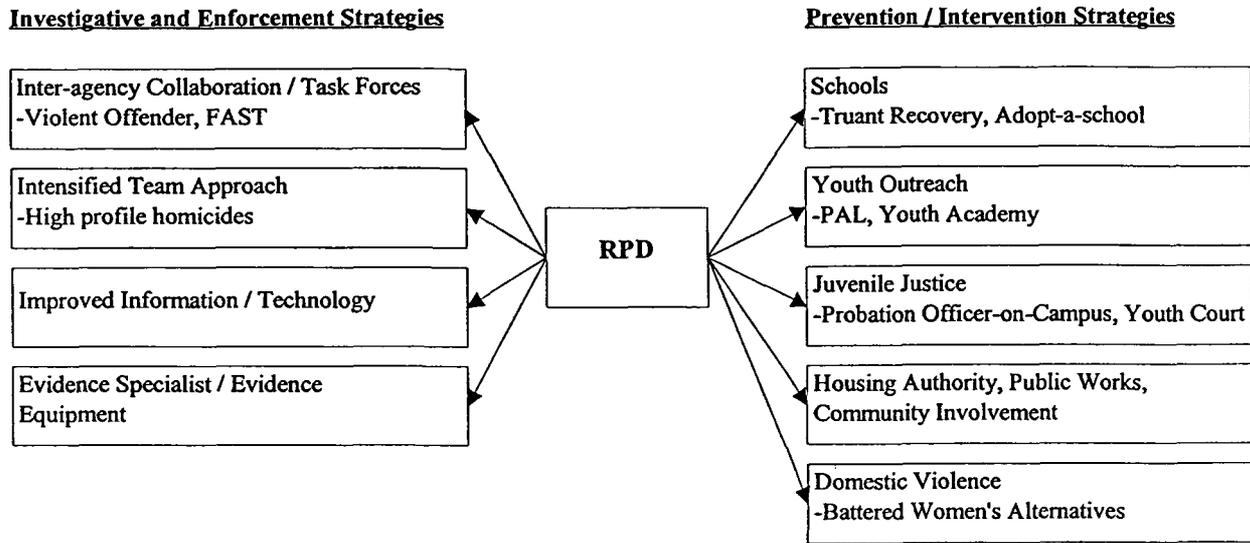
**I. INTRODUCTION: HOMICIDE IN THE UNITED STATES AND THE
TRADITIONAL POLICE RESPONSE**

Organization of the Report

This report presents findings from assessment of a Comprehensive Homicide Initiative in Richmond, California. Reflecting the spirit of recommendations from the International Association of Chiefs of Police *Murder Summit*, Richmond's Comprehensive Homicide Initiative represents a quantum change in how police respond to homicide. The Initiative sought to facilitate the application of multi-faceted strategies including prevention, intervention, enforcement, and prosecution in an effort to reduce homicide in local communities. Prompted in part by the changing patterns in homicide and their impact on core, urban neighborhoods, as well as the shift to problem- and community-oriented styles of policing, the Comprehensive Homicide Initiative places a premium on violence prevention, and engages homicide investigators, traditionally the most reactive of all police, in proactive and preventive activities.

Richmond's Comprehensive Homicide Initiative reflects a blending of community-based, preventive efforts, many of which focused on youth, with more traditional law enforcement strategies (Fyfe et al., 1998). Taken together, Richmond's conceptualization of the Comprehensive Homicide Initiative reflects a broad-based portfolio of strategies or policy mosaic that represents a new, more well-rounded approach to violence reduction. Figure 1 demonstrates the breadth of the Richmond Comprehensive Homicide Initiative, illustrating the community-wide involvement, the strong preventative component, and the central role of the Richmond Police Department.

Figure 1 Elements of the Richmond, California Comprehensive Homicide Initiative



The development of the Comprehensive Homicide Initiative and its application in Richmond

raise two basic questions.

1. Can the lessons and methods of problem and community-oriented policing be applied to homicide investigation?
2. Can what we think of as police homicide work be recast to include a strong preventive component?

This report considers the impact of the Comprehensive Homicide Initiative in the context of the homicide problem in Richmond by first describing the nature and frequency of homicide in the years before the development of the Comprehensive Homicide Initiative, in the relatively quiet period of 1985-1989 and in 1990-1994 when the average annual homicide rate doubled (from 27 to 53 per 100,000), making it one of the most violent cities in the United States. It then describes the planning and implementation of the Comprehensive Homicide Initiative and explains each of the components, emphasizing several that appeared to be particularly important. Last, the report describes changing patterns in homicide in the post-Initiative years, 1995-1998, including notable decreases in the rates of homicide specifically targeted by the Comprehensive Homicide Initiative. The role of Richmond's violence reduction strategy in those changing trends is considered, as are the lessons learned from

the Richmond experience.

Recent Trends in Homicide

Former New York City Police Commissioner Robert J. McGuire was once asked by reporters to explain what he and his department had done to produce a drop in his city's homicides from one year to another. Although he admitted that he had been tempted to take credit for the murder decrease, McGuire told the reporters that he doubted that the police department had in any way affected the homicide rate. Murders, he said, seemed to have a life of their own, and to be relatively immune from police interventions.

This view has permeated thinking among both criminal justice practitioners and scholars, who typically have held that homicide rates are, by and large, a manifestation of social and economic variables over which the police have little control. Geographic analyses, for example, show that southern states suffer from rates that have historically been much higher than those of the North. This difference in rates has variously been attributed to the frontier and self-help traditions of the South, as well as to the historic reliance on violence to maintain southern slavery and class and race distinctions (e.g., Hackney, 1969). In addition, the availability of handguns and other firearms, historically the weapons of choice for U.S. murderers, has frequently been cited as a predictor of homicide rates (Brill, 1977; Zimring and Hawkins, 1997), and has varied so much between North and South that H. C. Brearley was led to describe the South as that part of the United States lying below "the Smith and Wesson line" (1934, 678).

Homicide rates in the United States during the twentieth century generally follow a U-shaped trend (Zahn and McCall, 1999). They bottomed at about 1964 when, following the relative prosperity and optimism of the post-World War II 1940's and 1950's, there began the United States' third wave of violence in the last 130 years. Since that time, the nation has experienced the highest

homicide rates this century.¹ The 1960's crime wave differed from the first two in that it was far more visible and might therefore have had a much greater effect on the national consciousness and morale. By the 1960's, television had replaced newsprint as the country's major news media, and images of the Kennedy assassinations, the Manson killings, the Texas Tower sniper murders, and the Kent State killings were brought into the American living room regularly, sometimes as they happened. The 1960's, suggests Lane (1997), were a time when the national newscasts and headlines were full of the big ones; the assassinations and ideological killings, the hideous, sensational, or mass murders, while the local news and back pages detailed the period's great increase in more routine homicides and other violence.

Many events and movements of the 1960's might have accounted for this upsurge in violence. Historian Lane (1997: 298) has asserted that it was attributable to increased levels of frustration associated with shifts in employment and consumption as the United States moved into a postindustrial era. Essentially, the urban-industrial revolution served to curb impulsive behavior through routinized work, long hours, and the promise of greater prosperity. The postindustrial economy did not emphasize manufacturing jobs, instead placing increasing value on education without the promise of steady employment for the unskilled:

Once there was a clearly apparent reward for putting up with the boredom and frustration of mass education, for obeying the cops, staying out of trouble, learning to curb the appetite for mind-altering drugs. But once the decay of the urban industrial revolution diluted these payoffs, the moral lessons came to seem irrelevant and the institutions of social control simply tyrannical. (Lane: 1997: 299)

Other factors that have been cited as potential causes of the increased levels of violence in the 1960's include a large increase in the 15-29 year old age group as the postwar baby-boom generation

¹ The first of wave of violence began in 1860, and the second wave in 1900 (Gurr, 1981 in Harries; 10).

came of age; higher homicide rates than usual for the 35 and over age group; increased use of drugs; and increased availability of firearms. All of these undoubtedly contributed to increased violence, so that, as Harries (1997) notes, no one social or economic factor can fully explain the variation in homicide in the United States since the post-World War II era. Nor, we would add, is there likely to be found a single explanation of homicide rate variations in any other period.

After the fairly dramatic shifts in violent crime and homicide during the 1960's and early 1970's, trends and patterns remained fairly stable for about 25 years (Lane, 1997). The national homicide rate peaked in 1980 at 10.7 per 100,000 residents and it has generally declined since then although, beginning in the mid-1980's, many urban areas experienced dramatic increases in homicides. These have been attributed largely to the introduction of crack cocaine and to the violence associated with attempts to control its profitable market.

Since the mid-1990's, dramatic decreases in violent crime and homicide have been reported at both the national and local level. The nation's homicide rate in 1998 dropped to 6.1 per 100,000 residents, the lowest point since 1967. New York City has experienced unprecedented decreases in homicides, from roughly 2,200 per year in the early 1990's to about 650 per year more recently. Boston also gained recent national attention for enjoying a two-year span without a single gun-related juvenile homicide.

A variety of explanations have been offered for the recent decrease in violent crime. Attorney General Janet Reno attributes the decrease to such federally encouraged and directed programs as the addition of new police officers, enhanced cooperation among law enforcement agencies, stiffened gun control legislation and strategies, and a combination of prevention, intervention, punishment, and supervision (USA Today, 10/18/99). Blumstein and Rosenfeld (1998) view efforts to remove

guns from illegitimate hands as a contributor to the declining crime rate, along with a strong economy, the eradication and/or maturation of many drug markets, and the aging of baby boomers.

According to Lane (1999), the most salient explanation for the decrease in crime is the increase in legislation that imposes longer and mandatory prison sentences. Homicide conviction rates are at an all time high (over 70 percent), which, he points out, has effectively incapacitated more homicide offenders than ever before. Lane agrees that all of these explanations likely play some role in the decrease in violent crime, but he warns that their impacts are “fragile and will not stand the test of time.”²

Despite the recent well-publicized decreases in rates of reported crime and victimization in the United States, violent crime generally and homicide in particular, remain at unacceptably high levels in many jurisdictions. Simply put, the downward trends in homicide and other violent crimes in places like New York City and Boston, as well as on the national level, are not universal. Moreover, even in places currently enjoying respites from violence, homicide rates remain far higher than in the other western democracies. Disturbing trends in the nature of homicide also have emerged in recent years including increases in homicides between strangers, and those involving drugs, guns, and gangs.

Changing the Traditional Police Response to Homicide

In recent decades, conventional police wisdom has treated homicide as a crime relatively immune from police suppression efforts. By this logic, homicide has been regarded as a product of forces over which the police have little control. Absent the ability to change social and economic conditions and the psychology of groups most affected by lethal violence, this traditional reasoning concluded, there was little the police could do to combat homicide. As a consequence, police efforts

² This citation is from a phone interview with Lane conducted on October 25, 1999.

to deal with homicide generally have consisted of enhancing strategies and techniques useful in after-the-fact, case-by-case investigation.

Within their departments, homicide investigators typically have operated almost as independent agents, responding on an *ad hoc* basis to the cases called to their attention, but generally doing little to anticipate or prevent such problems. Especially as their caseloads have risen over the last decade, homicide investigators' contacts with the community and other official institutions have generally been limited to cultivation of informants and interaction with victims, witnesses, and suspects. Their expertise typically has involved interrogation, deduction, detection, and preservation of evidence. Their interactions with other public servants usually have been limited to conferences with prosecutors and coroners and to testimony before judges. By experience and inclination, they are among the least likely police candidates for such outreach programs as community-oriented policing. Jack Webb's portrait of the cool, competent, and aloof Joe Friday, one of the police elite who had been granted exclusive rights to solve the homicide problem through case-by-case investigation, and who knew and quietly enjoyed his exalted status, has not been far from the truth in most police agencies. Journalist David Simon wrote of the Baltimore Police Department in *Homicide*, the book that inspired the long-running television series of the same name:

The murder police always get there after the bodies fall...in a police department of about three thousand sworn souls, you are one of thirty-six investigators entrusted with the pursuit of that most extraordinary of crimes: the theft of a human life. You speak for the dead. You avenge those lost to the world...If you are not as good as you should be, you'll be gone within a year or two, transferred to fugitive, or auto theft or check and fraud at the other end of the hall. If you are good enough, you will never do anything as a cop that matters this much. Homicide is the major leagues, the center ring, the show. It has always been...And it will always be that way, because the homicide unit of any urban police force has for generations been the natural habitat of that rarified species, the thinking cop (Simon, 1993:15-17).

Two trends recently have changed this complacent, reactive view. One is the crisis

atmosphere created by the 1980's' change in the nature and frequency of homicides. Virtually every analysis has shown that changing homicide patterns have taken their highest tolls in core, inner-city neighborhoods. These places, traditionally marked by greater levels of violence than other communities, became killing fields in which homicides involving drugs, guns, and gangs proliferated.

Second, the movement to community and problem-oriented varieties of policing has encouraged the reconsideration of many police strategies and has helped to change the prevailing vision of what police can accomplish. Instead of treating their work as a series of unconnected episodes that were exclusively of their own domain, police agencies have more recently subscribed to problem-oriented policing and have tried to place individual incidents in a larger context to identify and address their causes, as well as to seek the participation of the community in this process.

Most important, the adoption of problem-oriented policing has marked a return to a first principle defined by Sir Robert Peel, the "father" of modern policing. According to Peel, good policing is identifiable by the existence of stable public order and the absence of police business, rather than by police success in solving crimes and coping with disorder (see Miller, 1977; Lane, 1980). While problem-oriented policing acknowledges the importance of aggressive police crime-solving efforts, it has placed a premium on Peel's preventive ideal, and on police ingenuity in short-circuiting problems before they manifest themselves in serious violent occurrences like homicide. Moreover, this significant change in perspective is congruent with increasing recognition that the manner in which the police, and others, have categorized police problems has been too narrow and has constricted the range of approaches adopted by police agencies.

II. RECONSIDERING THE NATURE OF THE PROBLEM: DEVELOPING A COMPREHENSIVE HOMICIDE INITIATIVE

The upsurge in violence in core-urban areas (as well as changing homicide patterns) and the general move among police to more analytic problem-oriented methods and strategies have led to a rethinking of the police role in preventing and solving homicides. In 1995 the International Association of Chiefs of Police (IACP) held a Murder Summit to address this most frightening dimension of contemporary violence. The 55 practitioners and scholars participating in the summit analyzed the dimensions of the homicide problem and made recommendations for a model comprehensive strategy to reduce homicide (IACP, 1995).

In its Summit report, the IACP discusses murder in the larger context of violence generally, as the extreme on a violence continuum. The IACP stressed murder's diverse forms, beginning as different types of confrontation with different characteristics, occurring in different areas of the city, affecting different segments of the problem-oriented population (IACP, 1995: iii). The report also recognized the changing nature of violence and homicide as influenced by drugs, guns, and increases in stranger-on-stranger violence. The IACP's Murder Summit culminated in 39 recommendations highlighting the need for the development of community-wide strategies involving law enforcement, community and government, legislative, and education and training initiatives. The IACP recommendations are multi-dimensional and multi-disciplinary, calling for greater cooperative problem-solving among agencies, organizations, and the community and recognizing short-term needs and longer-term goals necessary to address the root causes of such violence (IACP, 1995:iii, see Appendix A for the recommendations).

At the direction of Janet Reno and Director Nancy Gist, the Bureau of Justice Assistance (BJA) of the U.S. Department of Justice funded a Comprehensive Homicide Initiative in the fall of

1995 to pilot application of violence reduction strategies that reflected the spirit of the IACP recommendations. The city of Richmond, California, was selected as a demonstration site that would build on the IACP recommendations and design multi-faceted local strategies incorporating prevention, intervention, enforcement, and prosecution components with the police executives serving as the leaders of the process.

The IACP Summit and the Richmond initiative have adopted the practical view that homicide can best be understood as part of a more general violence problem. This perspective was adopted even though the demarcation between homicides and other serious, but non-fatal, assaults has become clearer than ever before. Wolfgang's pioneering homicide studies (1958) reported that many were simply the chance outcome of violence that was not specifically intended to cause death. Some bar-fight stabbings proved fatal, for example, but, serendipitously, others did not. Since then, violence has changed to the extent that now there usually is little ambiguity between homicides and non-fatal assaults. When offenders empty high-capacity pistols and automatic weapons into victims' bodies, their intent is unmistakable. Thus, this new view of homicide as part of a larger web of violence comes about at a time when there is more reason than ever to distinguish between homicide and other types of violence. The distinctions that might be drawn, however, are irrelevant to or even impede effective homicide strategies.

This changed view is at the core of the questions raised by the Bureau of Justice Assistance's Comprehensive Homicide Initiative, which asks how the newly developing police philosophies and strategies can affect one of the most isolated and reactive of all police activities, homicide investigation. No matter how estranged from their communities some police agencies have been, the constant presence on the streets of patrol officers, narcotics investigators, and vice officers has always caused these personnel to enjoy a great deal of contact with both ordinary members of the

public and non-criminal justice officials and agencies. This has not been true of homicide investigators, the police officers who have heretofore been tasked with almost exclusive responsibility for police homicide-related activities.

The IACP Murder Summit also recognized that homicide investigation is a very special and demanding job. At the same time, the Summit and the Comprehensive Homicide Initiative raise two questions. First:

- *Can the lessons and methods of problem and community-oriented policing be applied to homicide investigation, a specialization that has, in effect, remained aloof from all but technological change?*

Putting homicide into the general context of the problem of violence in this fashion broadens one's thinking about which police officers have a responsibility to do something about homicide, about how they may do it, and about whether and how they should enroll the community in their efforts. Thus, the second question follows naturally from the first:

- *Can what we think of as police homicide work be recast to include a strong preventive component?*

As conceived by the Richmond police – with major participation and leadership from their own homicide detectives – the Comprehensive Homicide Initiative represents a departure from the traditional police definition of homicide as a unique offense in which the appropriate police role is largely limited to after-the-fact investigation. The underpinning of Richmond's Initiative is the recognition that homicide prevention is a critical police responsibility that can best be accomplished by identifying the paths that frequently lead to homicide and closing them by early intervention.

As this report will disclose, this strategy was a quantum change from the more passive, but time-honored, police practice of waiting for homicides to occur before taking action. The Richmond Comprehensive Homicide Initiative was directed by RPD's new chief, William Lansdowne, an

“outsider” who had come to Richmond in 1995 after a long career working under the community-oriented philosophy and policy of the San Jose Police Department. Chief Lansdowne insisted that the Comprehensive Homicide Initiative emphasize the role of non-police institutions in anti-violence efforts. Lansdowne quickly won his staff, including his homicide investigators, over to this view of collaboration with the community. This was a significant change in Richmond where relations between the police and much of the community had been rather hostile and marked by mutual distrust and disdain.³

By our observations, the RPD’s movement from its old, and probably well-founded, reputation as an isolated hard-line agency to its heavy involvement in the community has outlasted Lansdowne’s tenure (he has recently returned to the San Jose Police Department as its chief). Even absent any measurable differences in the outcome variable studied in this report – homicide rates – this would be a major and positive change that would no doubt improve policing in the long-term. In the short-term, it is evidence that abstract, peer-developed recommendations like those of the IACP’s summit can be applied even in a setting that faces more than its share of the economic, racial, and class problems that make urban policing so challenging.

One of the challenges in having the homicide staff accept this perspective was to persuade them that the Comprehensive Homicide Initiative would enhance their ability to accomplish their goals in solving and reducing homicide in Richmond. This meant a change in the conceptualization of homicide investigative work from one that focused mainly on the search for clues and information. Instead, the homicide squad would be thought of, by virtue of its special expertise and experience, as the core leaders who call together police and community resources in a common effort

³ The early 1980’s marked the nadir in police-community relations in Richmond. During those years, the Richmond Police Department was the target of a long series of suits alleging discrimination and other civil rights violations. These were nationally publicized in a “60 Minutes” expose.

to prevent homicides and to solve those that could not be prevented as expeditiously as possible.

Far from diminishing the role and status of homicide detectives, this view of their work conceives of them as homicide *specialists*, increasing both their importance and prestige.

III. RICHMOND, CALIFORNIA AND THE COMPREHENSIVE HOMICIDE INITIATIVE

The Demonstration Site: The City of Richmond, California

Richmond, California is located in western Contra Costa County, across the bay from San Francisco (See Appendix B). As Table 1 indicates, its population of 94,000 is, in round numbers, just less than half African-American, just more than one-third white, and one-quarter Hispanic and Asian, and is far more diverse than the rest of either western Contra Costa County or California. This is a familiar pattern in the ecology of American metropolitan areas, where Richmond's relationship to San Francisco has its analogues in Newark's relationship to New York, Gary's relationship to Chicago, and Camden's relationship to Philadelphia. Like these other jurisdictions, Richmond is a blue-collar adjunct to a larger and more prosperous center city and its suburbs.

Table 1 Racial Composition of Richmond, Western Contra Costa County, and the State of California

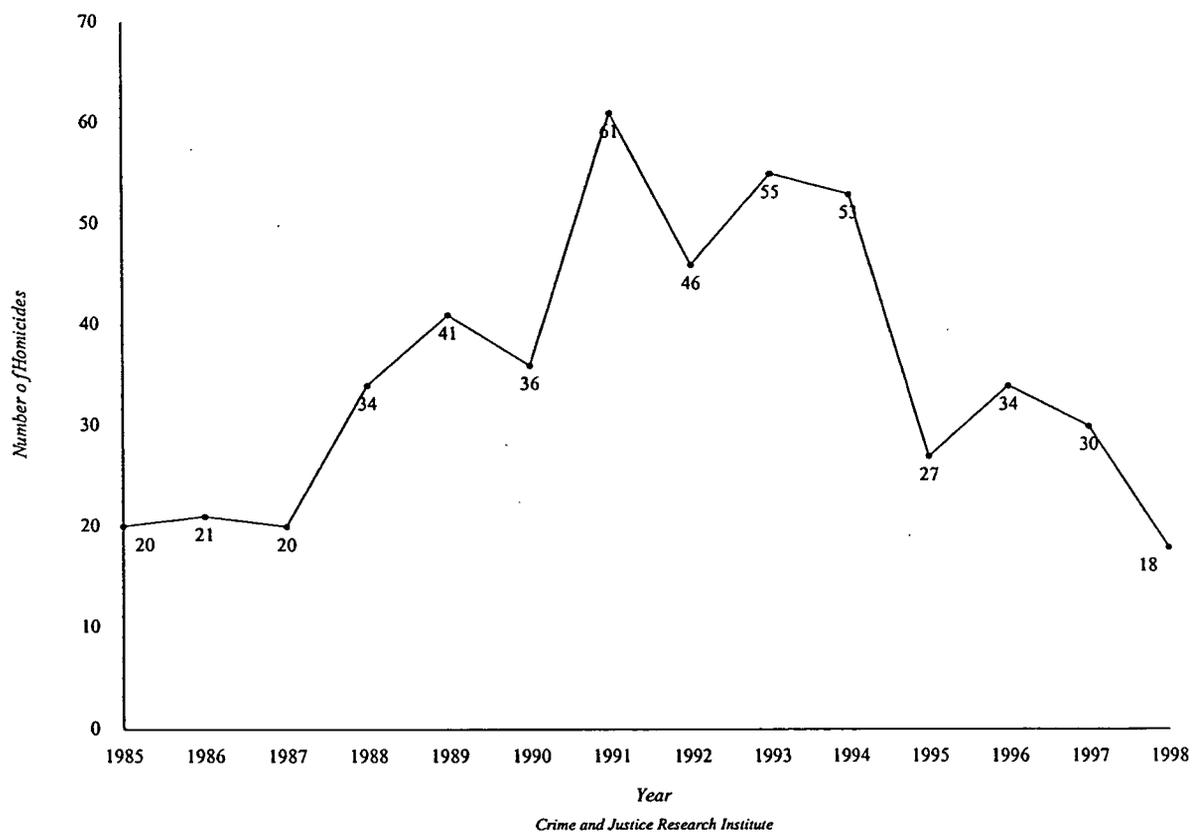
Jurisdiction	African American (Percent)	White (Percent)	Hispanic (Percent)	Asian (Percent)
Richmond*	44	36	14	12
Western Contra Costa County*	9	66	11	10
California*	7	55	27	10

*These data are based on United States Census data for 1990. The California data are from 1995, taken from the *Statistical Abstract of the United States, 1996*.

Between 1985 and 1994, Richmond suffered many of the economic setbacks and increases in drug-related violence common to other urban areas, including a dramatic increase in the number of homicides. Homicides had remained constant during 1985-1987 but increased dramatically during the end of the 1980's: by 1991, they had tripled in number from 20 in 1985 to 61 in 1991, making Richmond one of the most violent cities in the country (See Figure 2). This dramatic increase in homicides caused the Richmond Police Department to rethink its strategy toward homicide and

violent crime generally. In 1992, the RPD transferred officers from staff and specialized units to patrol, and in 1994 it initiated new cooperative agreements with Federal and state law enforcement agencies, as well as neighboring police departments. By 1995, the department was fully involved in its own version of community-oriented policing, based on a recognition that enforcement alone did not appear to appreciably reduce violence, or to address and improve wider quality of life issues (Richmond Police Department, 1996a). As part of this operation, the RPD established small substations in targeted areas of the city. These substations were staffed by several trained officers and local volunteers who engaged in a variety of activities, including informal counseling and tutoring of neighborhood youths.

Figure 2 Annual Homicides in Richmond, California, 1985 - 1998, by Year



Planning a Comprehensive Homicide Initiative: Strategies from an Information Base

The first step in the development of Richmond's Comprehensive Homicide Initiative plan involved analysis of increases in homicide and associated factors. Table 2 presents data on some of the most theoretically and operationally significant of these. In brief, these data disclose the following significant changes.

Table 2 Changes in Richmond Mean Annual Homicide Rates per 100,000 Population, 1985-1989 to 1990-1994.

Offense Characteristic	Mean Annual Rate, 1985-89	Mean Annual Rate, 1990-94	Rate Change	Percent Change
<i>Victim/Offender Related</i>	4.7	4.4	-0.3	-7
<i>Outdoors</i>	15.8	36.4	+20.6	+130
<i>Gun</i>	24.1	46.0	+21.9	+91
<i>Drive-By Shooting</i>	1.5	8.7	+7.2	+480
<i>White Victim</i>	5.0	6.0	+1.0	+20
<i>White Offender</i>	3.2	3.6	+0.4	+12
<i>African-American Victim</i>	21.5	40.4	+18.9	+88
<i>African-American Offender</i>	15.3	26.0	+10.7	+70
<i>Hispanic Victim</i>	1.0	5.3	+4.3	+430
<i>Hispanic Offender</i>	1.2	1.8	+0.6	+50
<i>Female Victim</i>	6.2	8.4	+2.2	+35
<i>Female Offender</i>	2.7	0.9	-1.8	-67
<i>Gang Victim</i>	4.2	12.2	+8.0	+190
<i>Gang Offender</i>	4.4	12.0	+7.6	+173
<i>Victim Criminal Convictions</i>	3.2	25.5	+22.3	+696
<i>Offender Criminal Convictions</i>	11.3	24.7	+13.4	+119

Note: In order to better capture changing trends and patterns in homicide over time, the pre-Initiative period is broken down into two smaller, five year periods: 1985 – 1989 and 1990 – 1994. The mean annual rate of each offense characteristic provides the average for each time period and allows for appropriate comparisons over time. The mean annual rate is based upon population figures from FBI UCR data.

Victim/Offender Related: Changes in domestic violence-related deaths did not contribute to the increase in Richmond's homicide rate. In fact, the rate at which Richmond residents killed persons to whom they were related by blood or marriage decreased slightly from 1985-1989 to 1990-1994 (from 4.7 to 4.4 per 100,000, or 7%).⁴ It is not clear why this type of homicide did not increase with the overall trend in Richmond homicides. However, the RPD has focused specially on the domestic violence issue as part of its overall strategy and has worked closely with community groups such as Battered Women's Alternatives and Rape Crisis Coalition to develop preventative approaches. The decrease in homicides by females may be related to this RPD emphasis (from a 1985-1989 annual mean rate of 2.7 to a 1990-1994 mean rate of 0.9 per 100,000 inhabitants).

Outdoors: The traditional view that police could do little to prevent homicides has been rooted in no small way to the fact that many killings, domestic or otherwise, took place behind closed doors. This has not recently been true in Richmond, however. During the 1985-1989 period, the mean annual rate per 100,000 residents of persons killed or discovered dead outdoors was 15.8. The mean annual rate of these homicides more than doubled (to 36.4 per 100,000 in 1990 – 1994, an increase of 130 percent). This was accompanied by an even more dramatic increase in 1990 – 1994 in the rate of drive-by shooting homicides (from 1.5 during 1985 – 1989 to 8.7 per 100,000 in 1990 – 1994, a 480 percent increase). These trends in “outdoor” homicides suggested to the RPD that strategies useful in suppressing other street crimes might be effective in reducing these homicides, as well.

Guns: As in the rest of the United States, guns have been the homicide weapon of choice in

⁴ In order to better capture changing trends and patterns in homicide over time, the pre-Initiative period is broken down into two smaller, five year periods: 1985 – 1989 and 1990 – 1994.

Richmond. From the 1985-1989 period to the 1990-1994 period, the gun homicide rate in Richmond increased from 24.1 to 46.0 (a 91 percent increase). The recently ubiquitous *nine* (millimeter) handgun accounted for much of this increase. During the 1985-1989 period, nine-millimeter handguns were used to kill ten persons in Richmond; during 1990-1994, they killed 80, an eight-fold increase.⁵ This finding led the RPD to employ a variety of related strategies to reduce gun availability.

Victim and Offender Characteristics: Homicides in Richmond have disproportionately affected the city's African-American community. During the 1985-1989 period, more than three-quarters of all homicide victims (79 percent) and known homicide offenders (77 percent) were African-American, compared to a local population that is less than 50 percent African-American. These percentages of victims and offenders remained constant through 1990-1994, but the rates of African-American victimization and offending increased significantly (by 88 percent and 70 percent). Although considerably underrepresented in relation to the population as a whole, the rate of Hispanic victimization by homicide increased by more than fourfold, from 1.0 to 5.3 per 100,000. White victimization and offending rates increased slightly, by 1.0 and 0.4 per 100,000, but did not account for much of the increase in homicides.

Table 2 also shows more substantial increases in victimization and offending rates among persons identified by the RPD as gang associates, as well as those with prior records of convictions. Known gang members died violently in Richmond at the rate of 4.2 per 100,000 total resident population during the 1985-1989 period; this rate climbed three-fold to 12.2 per 100,000 during 1990-1994. The rate of known offenders with gang associations also approximately tripled, from 4.4 to 12.0 per 100,000, during this period. This increase may be attributable, in part, to improved gang

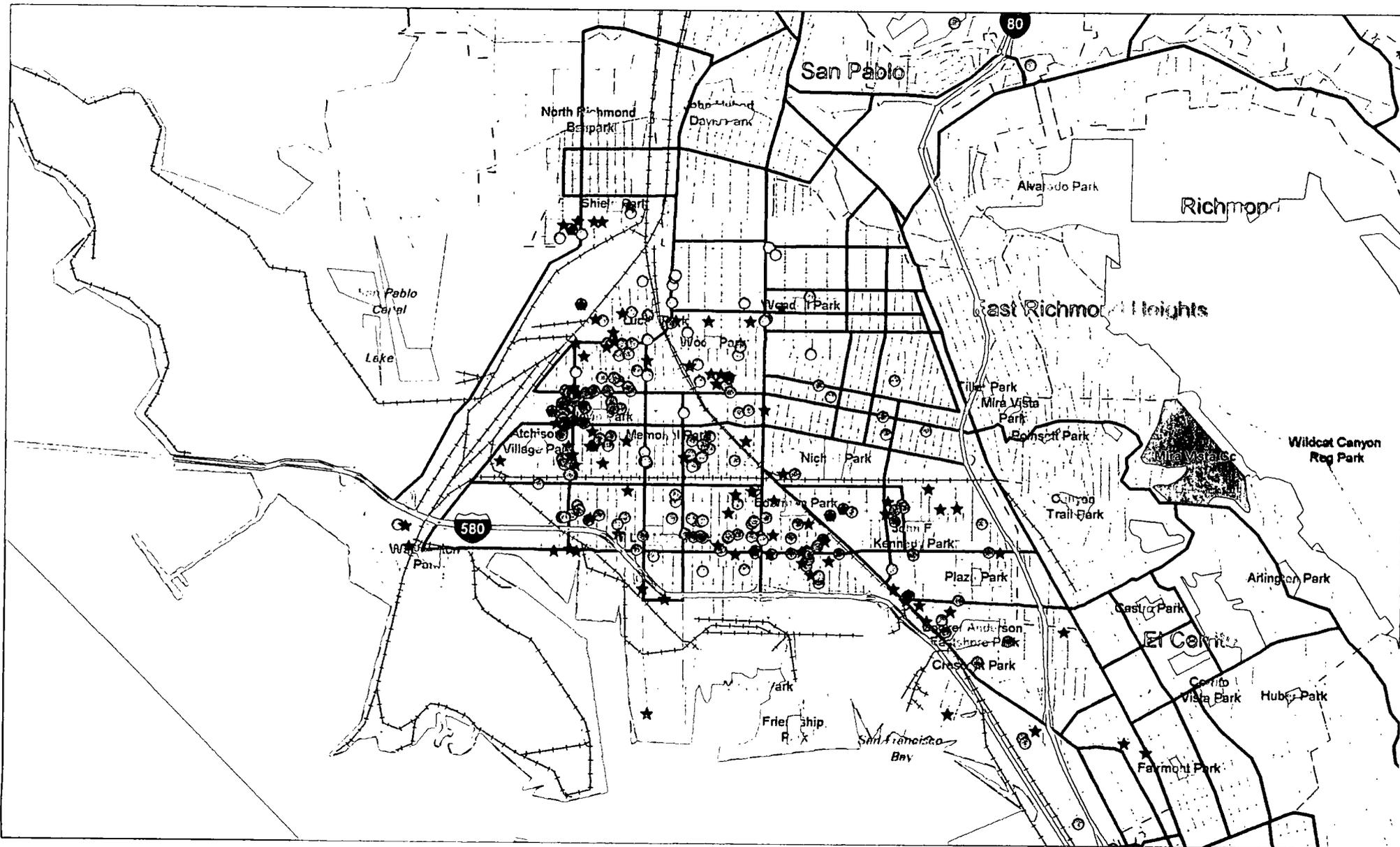
⁵ Frequency of homicides by means other than guns remained relatively constant over the two periods.

intelligence operations and more complete classifications of gang membership by the RPD rather than to actual increases in gang violence. Even so, we share the view of RPD staff that this change also describes greatly increased gang violence.

During the 1985-1989 period, persons with prior convictions died violently at the rate of 3.2 per 100,000; this rate jumped by a factor of seven (696 percent) during 1990-1994, to 25.5 per 100,000 and accounted for more than half (53 percent) of all homicides. The rate of homicide offending by persons with prior convictions also increased dramatically (by 119 percent). In short, the greatest increases in homicides in Richmond involved persons previously convicted of criminal offenses.

Spatial Distribution: The RPD homicide data also indicate quite clearly that homicides were concentrated in a specific area. The spatial distribution of Richmond homicides conformed to the patterns seen in the late 1980's and early 1990's; the most violent neighborhoods became much worse, while quieter, outlying areas were affected hardly at all (Harries, 1997). During both data periods, the great majority of Richmond's homicides occurred in a single recognizable area, known locally as "The Iron Triangle," because it is bordered by railroad tracks to form a triangular geographic area (see Figure 3). In contrast, the city's outlying areas, prosperous and residential to the northeast and heavily industrial and fenced-off to the west, experienced few homicides; those that were reported in these outlying areas more likely reflect bodies transported from other places than crimes that occurred where the bodies were found.

Figure 3 Locations of Homicides in Richmond, California, 1985 – 1989 and 1990 - 1994



Legend: ★ 1985 – 1989; ○ 1990 - 1994

In short, these data indicate that there was a dramatic increase in homicide from 1990 – 1994; homicides were most often located in the Iron Triangle, the city’s African American and Hispanic communities, and involved guns, drugs, gangs, and people with prior involvement in crime and violence; and that outdoor locations (the streets) had become very dangerous, and drive-by shootings had become increasingly frequent. The small consolation for the RPD was that domestic violence deaths did not increase, but decreased somewhat between the two time periods.

The Richmond police interpreted these data as end-products of processes, problems, or factors that should be addressed in its Comprehensive Homicide Initiative, broadening its strategizing about homicide to include criminal violence more generally. Among the problems they identified as potential pre-cursors to extreme violence (for homicide) were:

- Domestic abuse, which accounts for the majority of violent crimes against women and children in Richmond, and can often lead to escalating intimidation and force as acceptable means of resolving disputes;
- Trafficking in and possession of guns, the most common instruments of death in Richmond;
- Truancy, which diverts youths from the educational process and exposes them to delinquent activity, gangs, drugs, and crime;
- “Schoolyard thuggery” and shakedowns, in which the lessons learned in abusive homes are applied to peers;
- Rape and other sexual violence, which often results in fatalities; and
- Drug abuse and involvement in the drug traffic, which have been associated with the increases in Richmond’s homicide rate. (Fyfe et al., 1998)

IV. THE RICHMOND COMPREHENSIVE HOMICIDE INITIATIVE STRATEGY

After approximately one year of planning, the RPD produced a Comprehensive Homicide Initiative implementation strategy that provided a coordinated focus for current programs and that defined new programs and practices collectively designed to address homicide and violence reduction in Richmond. The Richmond Comprehensive Homicide Initiative was based on analysis of recent patterns in homicides and was organized into “community based non-enforcement strategies and investigative and enforcement strategies.” The Initiative focused on longer-term prevention as well as on immediate strengthening of enforcement capabilities for investigating homicides and other violent crimes.

To assist in formulating its Comprehensive Homicide Initiative, the Richmond Police hosted a “Community Violence Summit” in March 1996, inviting the public and officials from various government agencies to attend. At the summit, police representatives facilitated a general discussion, sought out ideas from the public, and finalized the draft of a community survey. The RPD then administered the survey (see Appendix C) by knocking on the doors of apartments and private homes in the city’s most troubled area, the Iron Triangle, and by asking residents their opinions about policing, crime and violence in their areas and sought their suggestions for improvement.

The survey produced some informative results for the RPD. About 72 percent of Iron Triangle residents indicated that they or someone they knew had been victims of violent crime. Residents identified drugs and social/economic conditions as the principal factors responsible for crime and violence. When asked to suggest actions the police could take to reduce violent crime in the community, residents most often responded that more police were needed and that police should spend more time with citizens and juveniles. Nearly one-third of the polled residents stated that the

community should be more involved with the police and in addressing crime problems, and most replied that they felt safer since the implementation of community policing in Richmond. Encouragingly for the RPD, 70 percent of respondents indicated that they would be willing to participate in programs designed to reduce violence in the community.

With these results in hand, the RPD hosted a second Community Violence Summit in March 1997 at which survey results were discussed.⁶ A principal theme in these discussions was the reluctance of community members to provide information and/or to serve as witnesses in criminal prosecutions. A number of Comprehensive Homicide Initiative strategies were proposed, discussed, and approved for implementation.

Richmond's Community Based Non-Enforcement Strategies

The two community summits, the survey, and other information convinced RPD leadership that over the longer term, violence reduction would be accomplished by addressing the problems of youths so that they would avoid the gang and drug cultures that had so greatly increased Richmond's murder rate. An overriding theme in the non-enforcement strategies involved more contact between the police, the community, and local youth. Related strategies sought to give young people a stake in controlling their peers' behavior and holding them accountable for misconduct. This also included efforts to reduce domestic violence partly because of its impact on children.

The RPD outlined six goals in planning non-enforcement initiatives (RPD Implementation Plan, 1996a):

Goal 1: *Encouraging collaboration among the RPD, the Richmond Public Works Department, the Richmond Housing Authority, and the community in a crime reduction planning process which emphasizes aesthetics and community pride;*

Goal 2: *Using the Police Activities League (PAL) Computer Center to provide skills training*

⁶ See later section for a more detailed discussion of the Richmond Violence Summits.

and summer employment; create a Youth Police Academy;

- Goal 3:** *Encouraging collaboration between the Richmond Police Department and the Richmond public schools to enlist officers in an "Adopt-an-Elementary-School Program, and to develop a "Middle School Mentoring Program" involving DARE officers and high school students, as well as a Truant Recovery Program;*
- Goal 4:** *Collaborating with the Contra Costa County Probation Department to develop a "Probation Officer on-Campus" program for high schools;*
- Goal 5:** *Collaborating with the juvenile justice system to develop a Youth Court Program;*
- Goal 6:** *Increasing collaboration with Battered Women's Alternatives (BWA) and Rape Crisis Coalition, two community groups, to support programs and practices to reduce domestic violence.*

Investigative and Enforcement Strategies

The RPD's Comprehensive Homicide Initiative plan also sought to strengthen the more traditional investigative and enforcement functions outlined in the following goals (RPD Implementation Plan, 1996a):

- Goal 7:** *Developing an intensified team approach to obtain information concerning high-profile homicides. This involved closer collaboration among homicide investigators, other RPD units, and other police and community correction and supervision agencies;*
- Goal 8:** *Obtaining the assistance of the Federal Bureau of Investigation in reviewing old, unsolved ("cold") homicide cases;⁷*
- Goal 9:** *Obtaining the assistance of the Drug Enforcement Administration, the Federal Bureau of Investigation, and the California Bureau of Narcotics Enforcement in targeting violence-prone members of the drug culture;*
- Goal 10:** *Improving information sharing and technology;*
- Goal 11:** *Assigning an evidence specialist to the department's detective bureau.*

In sponsoring the Comprehensive Homicide Initiative, the Bureau of Justice Assistance

⁷ This strategy was initially postponed due to allegations of deficiencies in the FBI's Crime Laboratory, and was never fully implemented.

sought to fund a demonstration of the kinds of multi-faceted strategies reflected in the IACP Murder Summit recommendations for homicide reduction and to be able to describe, document and assess the implementation and impact of these strategies. This section describes the 11 goals established by the Richmond Police Department as part of its planning process. One or more homicide reduction strategies comprise each goal, and the strategies are described in some detail. Where feasible, quantitative measures of goal attainment and results achieved also are presented.

Richmond's Comprehensive Homicide Initiative encompassed a wide range of activities, and the police and community experienced varying degrees of success in carrying them out. Although each goal and accompanying strategy(s) is described in this section, special attention is given to strategies that, from the RPD's perspective, were particularly effective and well-received or that, in the view of both RPD and research staff, are critically important components of a successful homicide reduction plan. Strategies that are featured in greater depth include the Truant Recovery Program, the Violent Offender Task Force, the Fugitive Apprehension Strike Team, and the partnership between the Richmond Police Department and Battered Women's Alternatives.

RPD Collaboration with the Richmond Public Works Department, the Richmond Housing Authority, and the Community (Goal 1)

This broad goal suggests (and may have been originally conceived as) an effort to increase communication and cooperation among officials of different government agencies through a variety of inter-related activities. The RPD's original Violence Reduction Summit and community survey, however, revealed considerable interest among members of the public, which the police department has worked hard to harness.

Violence Summits

The first of the two Community Violence Reduction Summits was held in March 1996 and

helped to define a basic course of action for Richmond's community and policing strategies. The second, held on March 6, 1997, was co-sponsored by the National Association for the Advancement of Colored People, and was more specifically designed to enlist citizens as active participants in efforts to reduce homicides and other violent conduct. This second conference, titled "Witnessing: We Cannot Afford to Remain Silent," was intended to encourage residents to become more comfortable sharing what they know about crimes in their communities, and to provide residents with information about how this might be done anonymously and safely, including information about a California bill to create a state witness protection program. The second summit sought to make activists of participants who, it was hoped, would share information with their neighbors and encourage them to cooperate with authorities.

Gun Programs

Since 1992, the RPD has promoted a gun buyback program in which citizens receive *no-questions-asked* cash payments for guns. The RPD's first community summit produced a recommendation for more programs along this line. As a result, in 1997 the RPD initiated a program through which citizens could anonymously provide information concerning illegal guns. When the information provided by citizens results in arrest and seizure of weapons, the program would pay citizens a \$100 reward, also anonymously. The "gun-tip" program was inaugurated with the assistance of the local media, which featured prominent coverage of the first citizens providing such information. In fact, the research team viewed one local news show's videotape of this program, which featured a citizen who had collected the \$100 reward, and who had no apparent desire to keep his identity a secret. Shortly thereafter, another citizen's call led police to seize several automatic weapons that, very ominously, had been hidden by youth on the roof of a local school. Since its inception, the program has served as a successful link to the community and has resulted in 56 gun

tips, many of which, immediately or after further investigation, have resulted in firearms seizures.

As appealing as this program has been, it did raise some concerns, for example, about the constitutionality of police actions responding to anonymous tips about illegal weapons. It is an appropriate police function to solicit information about the presence of illegal guns in the community. However, the use of such information to search persons or private residences on the basis of uncorroborated tips from people whose reliability is unknown raises critical issues related to search and seizure. Sensitive to these issues, RPD requires its officers to use the information as a basis for surveillance and further confirmation or disconfirmation of the tips and then, when appropriate, to conduct *Terry* stops based on clear and reasonable suspicion,⁸ or to apply for search warrants.

In a related effort to trace both firearms and firearm dealers, the RPD intensified the investigation and filing of firearm cases and coordinated its efforts with the Bureau of Alcohol, Tobacco, and Firearms (ATF), United States Department of the Treasury, as part of the “Project Exile” program aimed at identifying cases that warrant federal prosecution. Under this program, the RPD submits seized firearms and ammunition to the Contra Costa County Crime Lab or the ATF lab.⁹ This enhanced ability to trace weapons and ammunition allows the RPD to have access to the “history” of guns and it provides detectives with leads concerning the purchase or distribution of firearms by restricted individuals.

Collaboration with the Richmond Housing Authority

Development of a Model Lease Agreement

The RPD cooperated with the City Attorney and the Richmond Housing Authority to develop

⁸ *Terry v. Ohio*, 392 U.S. 1 (1968), authorizes police to stop and question persons they reasonably suspect of involvement in criminal activity. When circumstances create an objectively reasonable fear for officers’ safety, they also are authorized under *Terry* to conduct a frisk, or pat-down, for the limited purpose of finding weapons that might be used against officers.

a model lease agreement (See Appendix D) to facilitate code enforcement, renovation of buildings, temporary relocation of residents, removal of abandoned autos, and a variety of other measures intended to address both the “broken windows” syndrome in public housing and the crime-related behaviors sometimes associated with them.¹⁰ The “model lease” program requires tenants to avoid involvement with drugs and crime or face eviction; it has been adapted for use in private rentals in Richmond as well. Under the model lease agreement, the Housing Authority can initiate eviction proceedings based on evidence provided by police that residents are involved in drug-related criminal activity. Such evidence usually consists of records of tenants’ arrests and/or arrests at tenants’ apartments.

Restraining Orders

The RPD and the Housing Authority have also worked with the City Attorney to obtain court-issued restraining orders to prohibit drug dealers and gang members from frequenting public housing developments and other sensitive street and neighborhood locations. Housing Authority officials believe that non-residents commit the majority of crime that occurs on Housing Authority property and have proposed restraining orders to limit the access of non-residents to such areas. When a suspect is a resident or family member of a resident, the Housing Authority also has the option to allow families to remain in tenancy under the condition that they remove the offending individual from the premises. In such cases, restraining orders are used to insure that the individual does not visit the unit.

Early experience with this approach suggests that the RPD may have overestimated its ability

⁹ The ATF lab houses the Integrated Ballistics and Identification System.

¹⁰ In an influential article, Wilson and Kelling (1982) argued that unrepaired broken windows and other evidence of deterioration caused law-abiding citizens to avoid neighborhoods and created a downward spin which led such places to be abandoned to criminals. The implication for crime prevention, obviously, is that such conditions should be prevented and, where they occur, corrected as quickly as possible.

to obtain and use such orders. Although the Housing Authority and the RPD would prefer to obtain restraining orders based upon a standard of evidence lower than conviction of accused drug dealers or gang members, the City Attorney has taken the position that use of such orders must meet a more demanding standard, arguing that only actual convictions can justify orders limiting individuals' freedom of movement and association. For restraining orders to become an effective tool in crime prevention in public housing, issues of legality will have to be resolved. If due process requires the more exacting standard, use of such restraining orders will be considerably narrowed and, hence, will be less likely to make an impact on gang activity and drug dealing in or near public housing.

While this matter is awaiting resolution, the Housing Authority now employs a warning letter that is issued when officials have reason to believe that an individual may be in violation (usually for drugs or violence) of the lease agreement. The warning letter is issued in conjunction with an offer of counseling to the family involved. The letter serves as documentation of complaints and of efforts made by the Housing Authority to intervene constructively and creates a record for possible eviction should there be additional problems in the future (see Appendix E).

As part of their overall strategy, the Housing Authority, the RPD, and the City Attorney have developed a zero tolerance, "One-Strike" policy regarding involvement with illegal drugs, violent criminal behavior, and disturbances associated with alcohol abuse. Under this policy, public housing officials stipulate in the lease that one incident involving any member of an assisted household or any guest of the household while on the premises is cause for termination of assistance. Further, under this policy termination may occur if any member of the assisted household engages in illegal drug activity, violent criminal behavior, or alcohol-related disruptive behavior away from the

residence.¹¹ Each of these documents requires the tenants of public housing to specify and certify any history of participation in criminal activity of any sort. Should the Housing Authority discover a history of criminal activity or any active participation that has not been divulged, the agreement allows them to terminate the lease based on falsification of documents. From July 1997 through December 1998, the Richmond Housing Authority terminated a total of 11 leases with lesser actions taken in an additional 43 cases.

RPD's Citizen's Guide to the Drug Problem

In July 1996 the RPD prepared and began distribution of "How to Eliminate Drug Dealing, Drug Sales, and Public Nuisances" (Richmond Police Department, 1996b; see Appendix G), a guide to citizens in the fight against drug trafficking and drug houses in their neighborhoods. The following overview from the guide illustrates the range of topics covered (RPD, 1996b).

The business/public nuisance of drugs

- Definitions of drug houses and public nuisances
- The importance of removing the profit motive

How to know if a drug house is active in my neighborhood

- Danger signs

Whose responsibility is it to get rid of a drug house?

- The importance of a team effort (police, community, Fire Department, Public Works, Health Department, landlords, tenants, etc.)

How do I get rid of a drug house?

- Organizing the block (community mobilization and block meetings)
- Determine the course of action
- Importance of documenting everything (activity log, license plates, car and suspect descriptions, etc.)
- Observe, but do not confront drug dealers
- Making a telephone call and calling the police
- Find out who legally owns the house

¹¹ The One-Strike policy is outlined in the Administrative Policy/Admissions and Continued Occupancy Policy (see Appendix F) along with a personal declaration form listing all members of each family residing in the dwelling, a statement of family obligations, and a procedural outline for filing complaints, grievances, and appeals.

Good-bye drug house

- Prevent drug activity by calling police and applying pressure to evict
- Rental v. owner-occupied

How to settle your dispute

- Public nuisance as a legal grounds for eviction
- Procedures for eviction

Inaction by property owner

- Procedures for Small Claims Court

Appendices

- Important telephone numbers
- Sample letter to property owner
- Sample letter to judge
- Sample personal statement of damages
- Sample activity log
- Sample telephone tree
- Sample form for description of suspect and vehicle
- Sample suspicious persons checklist
- Sample Small Claims Court forms.

RPD designed the manual to provide community and neighborhood groups with a “how-to” reference outlining steps to address drug dealing in their areas in the hope that drug-related violence can be reduced as community activism increases.

Crime Prevention Course

A related crime reduction effort sponsored by the RPD is its crime prevention course. This general course has been offered to members of the public by officers and is similar to such courses in other jurisdictions, emphasizing a history of crime prevention; an overview of California crime prevention programs; discussion of physical hardware and lighting; crime prevention strategies such as environmental design, security surveys, codes, ordinances, procedures, and implementation of formal crime prevention strategies. Both information initiatives, the citizens’ guide to the drug problem and the RPD’s crime prevention course are considered longer-term investments designed to educate community residents and improve their ability to protect themselves from crime.

The Police Activities League (PAL) as a Community Crime Preventative Resource (Goal 2)

An important objective of the RPD Comprehensive Homicide Initiative was to increase educational, vocational, and recreational opportunities for high-risk youth in the Iron Triangle area. The Richmond Police Activities League (PAL) became a key factor in this initiative. The traditional notion of a PAL facility involves a gymnasium, sweat, and many noisy youths engaged in boxing, basketball, and other athletic activities under the guiding hand of police officers who volunteer their time. With the leadership, direction, and entrepreneurship of Officer C.A. Robertson, who was at the time the Vice President of the National PAL, the Richmond Police Department has expanded and transformed this model so much that it is now nearly unrecognizable. Indeed, the Nike Corporation, the National Football League (NFL), and major league baseball's San Francisco Giants all regard Richmond's PAL as their model program for youth participation in athletics and have supported it generously.

The RPD opened its PAL in 1982 with a small soccer league. By 1998, the Richmond PAL offered more than 30 programs for youth and adults including baseball and basketball leagues, social dances, mentoring programs for African American youth and Latino girls, and a bicycle repair shop. In addition to the traditional recreational activities for youths, PAL services have focused on placing youths in summer jobs with private employers and in an interagency Youth Academy. PAL services also include job training for Richmond's adult community.

The Richmond PAL's original objective involved situational crime prevention, (Clarke, 1983) a perspective that seeks crime reduction through manipulation of the environment. In 1982, according to RPD staff, the neighborhood parks and playgrounds in Richmond were overrun by drug dealers and drug activity. PAL Director Robertson decided to "take back" the parks by cleaning them up and making them the center of PAL athletic activities.

I saw that the parks in Richmond were being used just by the drug dealers. They were hanging out selling drugs and I figured PAL would be a good way to take over parks. There is no drug activity there when we are there. We have been able to reduce crime. We have activities for a large number of kids. If they have a lot of activities, they don't get into trouble. (Robertson, 1999)

Once the parks were taken back, Robertson turned his attention to what he considers PAL's main objective: teamwork. As he told us:

The main objective we try to teach kids and instill in them at an early age is how to be part of a team. Sportsmanship and fair play I guess you could call it. And I think if you teach kids at an early age how to be part of a team, how not to be selfish but to think as a group, you have less problems. (Robertson, 1999)

The PAL Computer Center

Although PAL still emphasizes traditional athletic activities, the RPD uses these to draw youth into more important educational activities. A unique feature of the Richmond PAL is an innovative computer training center probably unlike any other in the nation. The Richmond PAL's computer center, funded with both public and private monies,¹² offers 50 computers, an extensive software library, network, web page, internet access, and all the tools necessary to teach computer diagnostics, service, and repair and is available to community youths (and adults). The PAL computer center uses technology as a tool to educate youth and to expand their marketability for future employment by teaching computer basics, word processing, multi-media designs, financial management and basic service/repair. Early in its attempt to implement this service to the community youth, the PAL leadership recognized that its location raised sensitive issues for the intended participants because of gang turf issues. The Richmond PAL then transformed a donated recreational vehicle into a mobile computer center. Known as the "Motor Home in the Hood," the

¹² These contributions include a large donation from Major League baseball star Willie McGee, whose roots are in Richmond.

conversion vehicle allowed PAL to bring computers and other services into neighborhoods and troubled areas, rather than requiring youth from different areas to traverse problematic neighborhoods. (See Appendix H for a picture of the RV.)

The computer center is supervised by Dr. Chand Patel, a computer scientist who, while on sabbatical from his faculty position at Louisiana State University, visited the computer center and subsequently, as his interest in the project grew, resigned from his university position to direct the center. Dr. Patel estimates that about five hundred youth a month have come to the center to learn to use the computers' word processing, database, and communications capabilities. The youths also use the computers for their homework, or simply to spend productive time in a neighborhood safe haven.

The computer center has thrived despite some logistical problems that have caused it to relocate twice from its original position. The center was originally located in a Housing Authority Section 8 building. It quickly outgrew the available space there and moved to a 5,000 square foot space in a strip mall donated by the City of San Pablo, directly across the street from Richmond's only middle school.¹³ The center continued to thrive at this location, from April 1997 to August 1998, serving more than 500 youths per month. Although PAL targets children between the ages of five and 18, adults comprise nearly one-third of new users. About 70 percent of new adult users are female and 30 percent are male. Among new youth attending the computer center, 55 percent are female and 45 percent are male.¹⁴

However, after a year and a half and an investment of about \$500,000 in its new home, the strip mall was sold and the center was again forced to move. Due to increases in gang membership

¹³ Richmond and surrounding cities, including San Pablo, are part of the West Contra Costa Unified School District (WCCUSD). The WCCUSD middle school that serves all Richmond youth is located in San Pablo. Refer to Appendix B to view the close proximity of the two cities.

¹⁴ The research team was unable to obtain statistics regarding the race of new users of the computer center.

among Richmond youth, the Richmond PAL sought a location that was in gang-neutral territory, so that all youth could participate, regardless of gang affiliation.¹⁵ The center found a third and final home in an old bank building donated by Mechanics Bank in a location that was well situated on a main street in the center of Richmond, easily accessible by two main bus routes, while also located in gang-neutral territory.

Richmond PAL officers visit area schools regularly to introduce the students to PAL and to distribute registration forms. Initially, juvenile probation had referred first-time offenders on a regular basis. However, as the PAL grew, its ability to provide the added attention and handle the additional paperwork associated with juvenile probationers was overtaxed and was seen to distract from its main mission.¹⁶

Although PAL is not taking referrals specifically for that purpose, first-time offenders can participate on a volunteer basis. In fact, nearly all PAL youth participate voluntarily, and no youth is turned away. Once in the program, RPD PAL monitors the progress of each youth. For example, in order to play on any of the traveling teams, a child must maintain at least a "C" grade average.

The ability of PAL to keep kids busy and off the streets encouraged the RPD to work with other institutions to obtain summer employment commitments from local private employers for the school children. The RPD had obtained 1,100 such commitments for the summer of 1997.

In short, the Richmond PAL makes an important contribution to the city and the Comprehensive Homicide Initiative by providing a bridge between the Richmond Police Department

¹⁵ One of the only problems with the computer center location in San Pablo was that it was within a particular gang's territory making it much less accessible to rival gang members.

¹⁶ The PAL Director noted: "I am not set up to deal with all of them, we don't have the funding to deal with it. I was taken away from the other 7,000 kids that we were trying to deal with. So I had to stop sending kids. Because we are not set up for that." (Robertson, 1999)

and the community in a jurisdiction where police-community relations have been difficult. As the PAL Director explained:

When I started PAL in 1982, our police department was in shambles. We had a number of white officers that were shooting black citizens, killing them. No one really talked. Black and white officers could not talk in the police department. The community hated the police department. But when we started PAL it bridged the gap; the parents were able to get into a program they felt safe putting their kids in, even though they still did not like the police department. But we had some of the officers as coaches and this automatically made the kid and the parent look at the officer differently. I know because I was a coach. This also made the police officers look at the community differently. Now they were saying all these people are not bad. We had black kids, white kids, Asians, and Hispanic kids all on one team and that had never happened in the City of Richmond. (Robertson, 1999)

Youth Academy

The success of the Richmond PAL encouraged the RPD to further enhance efforts to involve the area youth in educational and productive activities with the police department. In October 1996, the Richmond Police Department developed a Youth Academy in conjunction with the San Pablo Police Department and the El Cerrito Police Academy. Styled after a traditional police academy, the program seeks to increase interest in policing and community service among Richmond youth, as well as to provide a constructive and educational experience. The Youth Academy is held for three hours each Saturday over ten consecutive weeks. Richmond youth aged 14 to 20 participate in 14 instructional courses designed to teach both alternatives to life on the street and an introduction to the methods and technologies of policing, with a range of subjects including:

- Community-oriented policing
- Criminal law
- Firearms safety
- Patrol
- Defensive tactics
- A computer simulated practicum
- Crime scene investigations
- Jail operations

- Investigations
- Barricade/hostage situation
- Drug and alcohol awareness
- Traffic law.

Although the Richmond PAL is open to all children, the Youth Academy's narrow scope and limited timeframe dictate that it be selective. Interested young people are screened through an application and interview process in which they are asked to describe their personal goals, any gang affiliations, academic records, and any history of substance abuse. The applicants' responses are rated in terms of presentation, communication skills, self-confidence, decision-making, parental support, and the desire and need to be involved. The Youth Academy is designed to provide its participants with both substantive knowledge and a successful experience. Once youth are selected for the academy, they must wear a uniform and attendance is mandatory. No grades are issued, and any youth who participates on a regular basis graduates from the program. Since its inception, the Youth Academy has graduated three classes (see Table 3).

Table 3 Richmond Youth Academy Classes, 1996-1998

Class Number	Graduation Date	Enrolled	Graduated
Academy Class #1	December 21, 1996	25	15
Academy Class #2	December 13, 1997	25	17
Academy Class #3	December 5, 1998	13	13

Collaboration Between the Richmond Police Department and the Richmond Public Schools (Goal 3)

Adopt-a-School Program

Richmond's Comprehensive Homicide Initiative also places great emphasis on the critical role of the education system in keeping youth away from drugs, gangs, guns and violence. One of the RPD education-oriented strategies is the Adopt-a-School program. The Adopt-a-School program

was started in 1995 at Richmond High School and subsequently spread to 35 other schools, including the three other area high schools and numerous elementary schools. The program assigns officers willing to participate in the program to serve as liaisons between the RPD and the Richmond schools. As Sergeant Cleveland Brown explained:

Our primary goal is to try to forge a liaison between the police department and the kids in the schools so there is a feeling of calm as opposed to a feeling of apprehension whenever there is a police officer in or around the community. (Brown, 1999)

The participating officers are expected to acquaint themselves with students and teachers and to address individual and school concerns. Adopt-a-School officers make themselves available to talk with and mentor the children, providing guidance and serving as a positive role model, as the mission statement for the Adopt-a-School program suggests.

Our mission is to heighten our next generation's ability to illustrate the basic realities of social and professional existence. Realizing the importance of supporting our most valuable resources – our children, we strive to find hope for those who have lost theirs, provide clear vision for those without focus, and give stability to those who stumble. (RPD, 1995)

The officers participating in the Adopt-a-School program are assigned to a school for the duration of the school year. They often request to stay in the same school for several consecutive years and, based on officer availability to cover the other schools, their requests are often approved. The Adopt-a-School program tries to respond to the particular needs of the different schools. The officer and the school principal discuss the needs of the school and the issues that directly affect students and staff, and the officer then tailors the program appropriately. The "Jeopardy Program", a program that aims to prevent gang and drug involvement for youths aged seven to 17 and educate their parents of the dangers of such involvement, is an example of a program tailored to meet a school's particular needs. In an elementary school in the Iron Triangle, first and second graders were

forming “gangs” within the school. The principal brought this to the attention of the Adopt-a-School officer. The officer, with the assistance of the Los Angeles Police Department (LAPD), which had initiated a successful Jeopardy Program in its city’s schools, instituted the program.

Programs developed by the Adopt-a-School officers at the high school level include mentoring; workshops on driver safety, guns, and post traumatic stress disorder (particularly after homicides); a Human Safety Academy, which includes natural disaster training; gang intervention; *Operation Stop Drop*, a last-chance program for youth at-risk for expulsion; and disciplinary counseling. Table 4 shows the four Richmond high schools and the programs developed by Adopt-a-School officers at each. At the elementary school level, programs include drug and alcohol awareness, traffic and bicycle safety, reading classes, police career day, on-line education, teacher partnership, officer in the classroom, stranger abduction safety, and *Operation Scared Straight*, where youth are taken to local jails and the coroner’s office.

Table 4 High Schools in the Richmond Police Department’s Adopt-a-School Program

<u>Richmond High School</u>	<u>DeAnza High School</u>
<ul style="list-style-type: none"> • 1600 Students • Kiwanis Club • Human Safety Academy 	<ul style="list-style-type: none"> • 1516 Students • Mentoring
<u>Gompers High School</u>	<u>Kennedy High School</u>
<ul style="list-style-type: none"> • 300 Students • Operation “Stop Drop” • Disciplinary Counseling 	<ul style="list-style-type: none"> • 1230 Students • Gang Intervention • Driver Safety

In addition to their mentoring and teaching roles, the Adopt-a-School officers also participate in truancy sweeps.¹⁷ Truancy sweeps are designed to identify chronic truants and to get them off the streets and into a special school program. The Adopt-a-School officers feel that they are best qualified to conduct the round-ups because they know and are most familiar with the students. In Richmond as elsewhere, a considerable number of crimes (both violent and property offenses) are

¹⁷ Truancy sweeps and their effects will be discussed at length later in this section.

attributable to youths who have chosen not to go to school. A long-term aim of this RPD Comprehensive Homicide Initiative policy is to reduce the likelihood that city youth will become involved in crime by keeping them in school.

Richmond's Truant Recovery Program

Introduction: the Need for a School/Police Partnership to Address Truancy

Recent increases in youth violence, particularly within schools, have forced educators to consider early warning signs of a child who may be troubled. Prior research on youth has consistently shown truancy to be an important predictor of delinquency and future criminality, regardless of race, gender or socioeconomic status (Brundage, 1984; Sarnecki, 1985; Snyder, 1988; Moore et al., 1979; Stouthamer and Loeber, 1988; Graham and Bowling, 1996). More obviously, truants fall behind in their studies because they are not present for the lessons, and poor academic performance is associated with the prevalence and onset of delinquency (Thornberry et al., 1998). Conversely, better academic performance and greater attachment to school are related to desistance from offending (Maguin and Loeber, 1996; Zingraff et al., 1994; Thornberry et al., 1998). Because truancy short-circuits opportunities to learn and may expose or further involve kids in a delinquent subculture characterized by the avoidance of responsibility and disdain for legitimate achievement, consideration of how to successfully address truancy and the underlying problems that lead to it has become increasingly important.

All school districts are forced to deal with truancy but the problem is particularly difficult in large urban districts with limited resources, where daily school absentee rates are as high as 30 percent in some cities (Garry, 1999). Eileen Garry (1999) reported that:

- The Los Angeles Unified School District, the nation's second largest public school system, reported an average of 62,000 students, or 10 percent of its

- enrollment, out of school each day. Only half return with a written excuse.
- In Detroit, 40 public school attendance officers investigated 66,440 chronic absenteeism complaints during the 1994-95 school year.

In addition to its relationship to individual offending rates, truancy has a great effect on jurisdictional rates of offenses typically committed by juveniles. High rates of truancy have been linked to daytime burglary rates and vandalism (Beach, 1983) and, for example, when police in Van Nuys, California, conducted a three-week truancy sweep, their city experienced a 60 percent decrease in shoplifting. The RPD reported that truants are often found gambling with silver dollars and two-dollar bills that, police believe, come from home burglaries.

The Development of a School-Community Police Truant Recovery Program

In the fall of 1994, West Contra Costa Unified School District (WCCUSD) officials and the Richmond Police Department, the largest law enforcement agency in the school district, collaborated to develop the School-Community Police Truant Recovery Program.

The Truant Recovery Program is a collaborative effort involving the school district and all the community police jurisdictions within its boundaries. Its purpose is to keep youth in school and off the streets during school hours. Local police jurisdictions make contact with students and transport them to the S.W.A.T. [Student Welfare and Attendance] office... The program is preventive rather than punitive and its primary purpose is to return truants to school as soon as possible. (Del Simone, 1997)

The California compulsory education law provides the foundation for the program, which gives police agencies the authority to take temporary custody of suspected truants, transport them to the appropriate school office, and contact a parent or guardian. RPD officers make contact with students on the streets during school hours. Students without a valid excuse slip are picked up and transported to a central school location for processing. Attendance officials attempt to contact the youth's parents for an in-person meeting, where both can be counseled and the parent can return the child to school. If a parent cannot be reached or is unable to come to the office, attendance officials return the

youth to school. The Probation Department assigns an officer to the S.W.A.T. office to screen all contacted juveniles for probation violators and those wanted on bench warrants.¹⁸ The school site is also contacted, and both the school and the attendance office closely monitor the student's attendance in subsequent weeks.

School officials note that the support of the Richmond Police Department has been a particularly important part of the success of the program.

But the Richmond PD, they are the largest department in the district, of course. They have been especially supportive and involved, and they organize the police side of it. (Del Simone, 1999)

Notably, the Richmond Police Department has actively garnered support and participation from other local law enforcement agencies. Richmond's efforts led to the development of the West County Truancy Enforcement Team in 1996, which coordinates efforts among law enforcement agencies in the area. Participating agencies include the Richmond Police Department; California Highway Patrol; the Contra Costa County Sheriff's Department; the El Cerrito and San Pablo Police Departments; the school district police; and juvenile probation authorities. Its primary goals involve decreasing the number of truants in West Contra Costa County and enhancing the role of the law enforcement community in the battle against truancy. As the Truant Recovery Program became an integral part of Richmond's Comprehensive Homicide Initiative, the RPD's active support of the program became critically important to legitimizing it to other law enforcement agencies, allowing the program to expand and improve its outreach to at-risk youth.

The Key Components of the Truant Recovery Program

As part of an effort to improve district-wide attendance, the WCCUSD established the

¹⁸ During the first five-day sweep in 1994-95, contact was made with 137 students, 12 of which were on probation. The second sweep that year resulted in contacts with eight juveniles on probation.

Student Welfare and Attendance Office (SWAT) during the 1993-1994 school year. Addressing chronic truancy became a priority for the SWAT office, and school officials quickly began laying the groundwork for the development of the truancy program.

SWAT established and widely publicized a clear process for schools to refer truants to its staff. Once they receive a referral, SWAT personnel attempt to schedule an in-person meeting with the student and parent. Follow-up and effective communication with the school are important components of SWAT's efforts. In addition, the program places great emphasis on parental involvement. SWAT Administrator Alan Del Simone explained that:

We try to make them very heavily involved because when we get a referral that's assigned to a case manager, that's their first goal -- a face-to-face meeting with that family and the student. Then of course you know they are in constant communication, they are monitoring the student's attendance so they are calling the family to see if there is still a problem. They're trying to be a go-between by getting the family to maybe go to the school and see the counselor or meet with the dean or whoever they have to meet with. (Del Simone, 1999)

Two important components of the program, the Student Attendance Review Board and the Suspension Alternative Class, provide both accountability and consequences for students engaged in truancy, and perhaps more importantly, demonstrated to the Richmond Police Department that the school district was serious about addressing the needs of at-risk youth engaged in truant behavior. The Student Attendance Review Board (SARB) was created as a mechanism for reviewing habitual truancy cases (four or more truancy incidents) and aggressive/ combative students. Board members were recruited from Probation, County Mental Health, various community-based organizations, and the community. As part of the SARB process, cases can be referred to the Juvenile Court for review and adjudication. The Juvenile Court is able to impose sanctions, which may include suspension of driving privileges, fines and community service. For younger truants, the program occasionally involves the parent in Municipal Court, where fines can reach up to \$500.

In an effort to reduce the impact of out-of-school suspension on average daily attendance, the district created a Suspension Alternative Class (SAC). This program allows for suspended students to remain in school, but no courses are taught and students are not allowed to attend their regular classes. Essentially, the program serves as an in-school suspension/detention program, where “quiet is the order of the day, and finishing homework is always encouraged.” The goal of the program is to “re-integrate” truants into the school, rather than punish (or reward) their truancy with more time away from school (e.g., out-of-school suspension).

While in the SAC, truants are engaged in three activities. First, the SAC teacher interacts with the truant to determine if there are underlying problems, either at home or at school, that instigated the truancy. Second, schoolwork from the truant’s classes is typically brought in so he or she does not fall behind. Third, the SAC teacher can provide additional academic work. Truants typically spend one full day in SAC, although multiple days are sometimes used for chronic truants.

I feel real good about that [Suspension Alternative Class] because it gives another disciplinary measure for schools to use without sending the student home. So they’re still on campus in a controlled environment - so there can be consequences for their being picked up as a truant but what were saying is don’t send them home on suspension. (Del Simone, 1999)

Of course, active involvement of the Richmond Police Department and other law enforcement agencies in the school district is critically important to the success of the program. The RPD leadership and WCCUSD officials highlight several key points that facilitated the partnership between school, community and police:

- The shift toward community policing strategies;
- Increasing attention to the link between daytime/juvenile crime and truancy;
- Creation of a daily, centrally located truancy center with reserved parking;
- SWAT’s agreement to handle reporting requirements (taking the burden off patrol officers);
- SWAT’s agreement to provide police departments with monthly reports and calendars of school holidays and other important events, as well as to emphasize contact with parents and conduct follow-up monitoring of truants’ attendance.

The involvement of the RPD hinged on the school's ability to provide an accessible drop-off location that minimized the patrol officer's paperwork but instilled confidence that the appropriate measures would be taken. Once it became clear that the objectives of the school and, more specifically, the SWAT office coincided with the goals of the Comprehensive Homicide Initiative, the RPD leadership devoted substantial resources and manpower to demonstrate their support of the program.

They were seeing kids out there - the problem was, they would pick them up and bring them back to the school site and then the reception they got from the school was I don't want him, bring him to that office or bring him over there...and then they had to write up a report and so it was such a tedious process that they were discouraged. So what we set up was that No - you don't need to bring them back to the site, we have a central place you can bring them. What we'll do is we just need a contact sheet - just fill out two simple lines and then we will monthly provide back to your department a report on what officer made contact with what child...So that very much encouraged them to take another look...(Del Simone, 1999)

During its first year, 1994-95, the program made contact with 410 children, including occasional and chronic truants, runaways, and children not enrolled in school. The number of contacts remained relatively stable in 1995-96 (550) and 1996-97 (466), but jumped dramatically in 1997-98 (1,080). As many as eight police departments participated in the sweeps, which generally ran for three to five days with four or five patrol cars dedicated to contacting truants as their primary mission.

Local officials note that the program has been well-received by police, school administration, parents, and even students. Police favor the program because it attempts to keep juveniles in school and off the streets, and apparently has resulted in notable declines in daytime crime, particularly burglaries. More importantly, the Truant Recovery Program serves as a centerpiece of Richmond's Comprehensive Homicide Initiative and establishes an important link to schools and youth. Parents'

reactions have been overwhelmingly positive, with parents traveling from jobs as far away as San Francisco to pick up their truant children. School officials believe that the program has had many positive effects, including making students think twice about skipping school. They also argue that the recidivism rate is low for students who have been picked up by the program.

Local officials have also considered a number of ways to expand and improve the Truant Recovery Program, including increasing collaboration with neighboring school districts to facilitate inter-district communication and truant sweeps and transportation; increasing public knowledge of the program through posters and literature for local businesses; developing a college internship program for staffing and case management; and expanding the scope of the truancy center by equipping it to conduct diagnostic testing and to offer career counseling and awareness.

Assessing the Truant Recovery Program

The Truant Recovery Program is a special feature of the Comprehensive Homicide Initiative that represents collaboration between the Richmond Police Department (and other law enforcement agencies) and the West Contra Costa Unified School District. We sought to assess the impact of the Truant Recovery Program in a preliminary way by examining the experiences of a random sample of 178 truants picked up by the RPD and other law enforcement agencies and taken to the SWAT office in the fall semester of 1997. Detailed juvenile justice data (both local and state) were collected for each truant for the years prior to the truancy pick-up and for 18-21 months following the contact.¹⁹ Academic performance information, including attendance, grades, disciplinary incidents and sanctions was collected for a total of five school years including the three academic years prior to the pick-up (academic years 1994 – 1995, 1995 – 1996, and 1996 – 1997), the year of the pick-up (1997

¹⁹ The follow-up period begins on the day of the truancy contact and ends the last day of the subsequent academic year (June 5, 1998).

– 1998), and the subsequent academic year (1998 – 1999). Consideration of the truants' attendance, grades, and disciplinary incidents, as well as contacts with police, both before and after contact with the truancy program helps to shed light on the potential impact of the program, suggesting that intensive cooperative efforts between school and police may be effective in identifying at-risk youth and affecting their behavior and performance in school.

West Contra Costa County Truants

Table 5 shows that over two-thirds of the truants picked up in the fall of 1997 were male (69 percent), while the remaining one-third was female. Nearly 60 percent were African American, one-quarter were Hispanic, eight percent were Asian, and only three percent were white. The 1997 truants' median age was 15, although 20 percent were 13 years old or younger, and 10 percent were over the age of 16. The vast majority of the truants lived in Richmond (69 percent), San Pablo (19 percent), and Pinole (seven percent). They were enrolled in numerous schools, but the most common were Kennedy High School (22 percent) and Pinole (13 percent). Law enforcement agencies responsible for truant pick-ups include the RPD (38 percent), the Contra Costa County Sheriff's Department (35 percent), and the Pinole Police Department (11 percent).

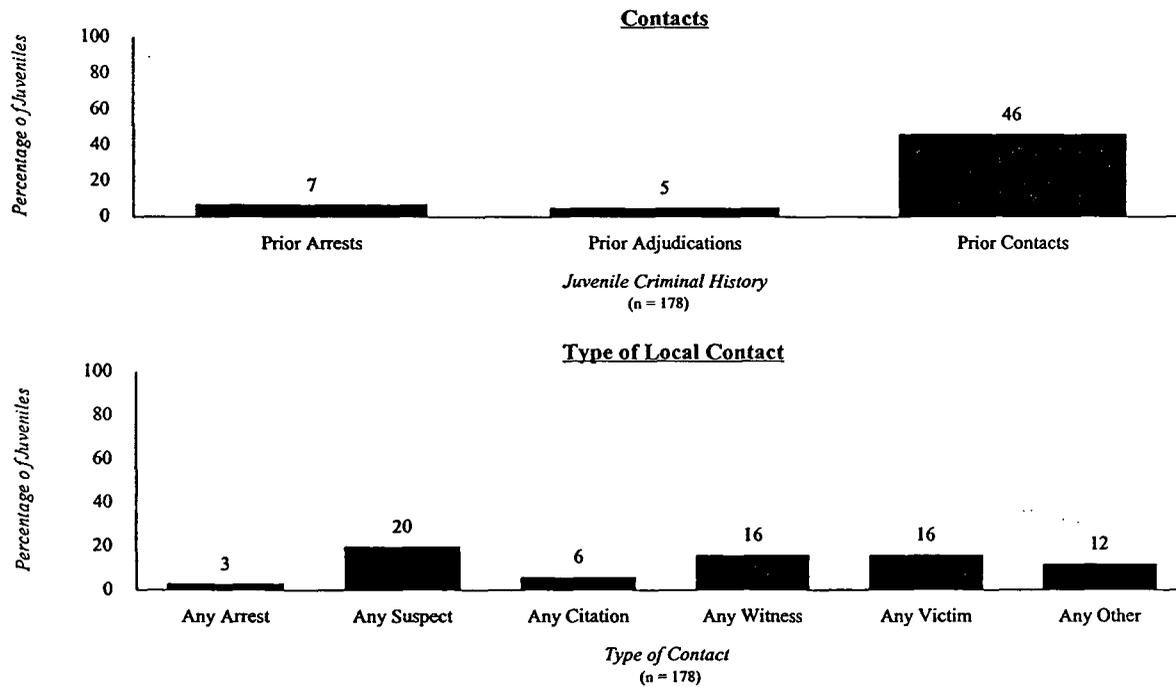
Table 5 Selected Characteristics of Fall 1997 Truant Sweep Sample

Characteristics	Percentage (n)
Race	
Total	100.0 (95)
African American	58.9 (56)
White	3.2 (3)
Hispanic	25.3 (24)
Asian	8.4 (8)
Other	4.2 (4)
Gender	
Total	100.0 (178)
Male	68.5 (122)
Female	31.5 (56)
Median Age	15.0 (178)
Prior Juvenile Justice Contacts	
Arrests	7 (178)
Adjudications	5 (178)
CONTACTS WITH RPD	46 (178)
Type of Prior Contacts with RPD	
ANY ARREST	3 (178)
Any Suspect	20 (178)
Any Citation	6 (178)
Any Witness	16 (178)
Any Victim	16 (178)
Follow-up Juvenile Justice Contacts	
ARRESTS	14 (178)
Adjudications	10 (178)
Contacts with RPD	37 (178)
Type of Contacts with RPD	
ANY ARREST	3 (178)
Any Suspect	16 (178)
Any Citation	6 (178)
Any Witness	9 (178)
Any Victim	7 (178)
Any Other	14 (178)

Prior Police Contacts and Criminal History

Figure 4 shows that most of the truants picked up (54 percent) had no prior contact with the justice system or with Richmond police. One in six had been contacted by RPD as victims or witnesses (16 percent each), and one in five (20 percent) had been contacted, but released, for reportedly suspicious behavior observed by RPD officers. One in eight (12 percent) had been contacted by RPD for a variety of "other," less formal reasons such as vehicle infractions, trespassing, motor vehicle injuries, and vehicle impounding.

Figure 4 Prior Arrests, Adjudications and Contacts with the Richmond Police Department among Juveniles Picked up through Truancy Sweeps, September 16, 1997 to December 18, 1997



[Note: Prior arrests and adjudications were recorded using the California state criminal history database. Prior "contacts" were documented using the Richmond Police Department's booking report system.]

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Smaller percentages had more formal prior contacts in Richmond or elsewhere in the state: six percent had been cited for some minor offenses; seven percent had been arrested by any police department (3 percent were arrested by RPD); and five percent had prior convictions or adjudications as juvenile delinquents.

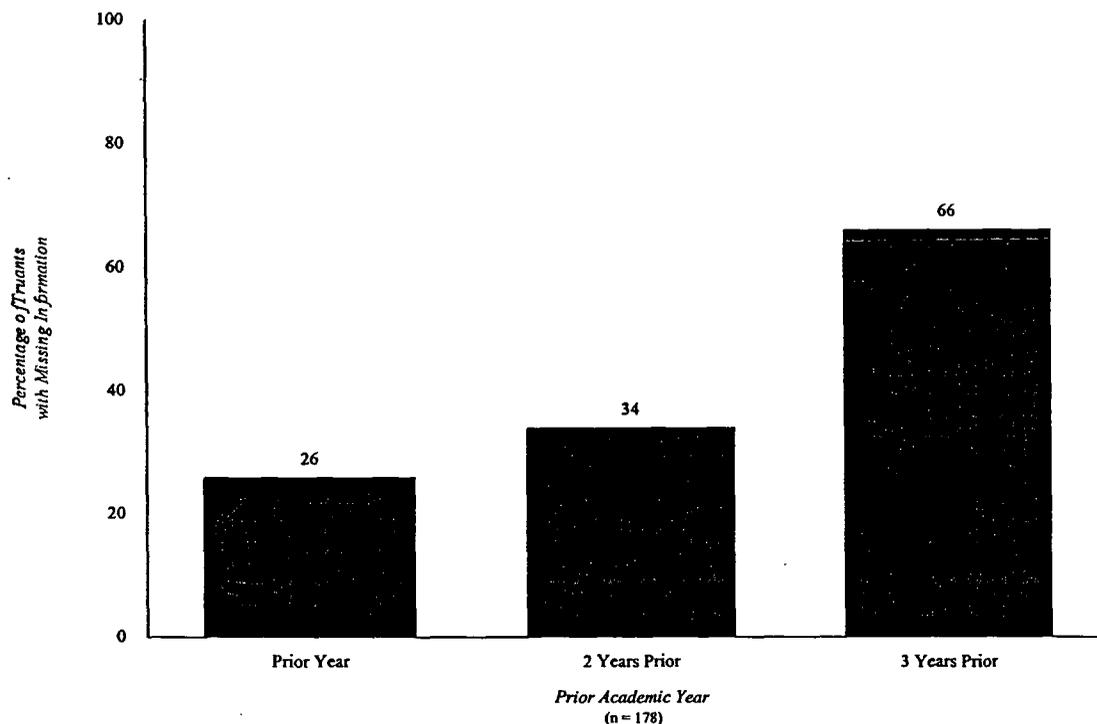
Among those who had prior contacts with the RPD, the length of time between the current contact and the first previous contact averaged more than 2 years (median, 745 days). Some (about 25 percent) of these had prior contacts with the RPD five years or more before their current instance. In short, about half of the truants picked up in the fall of 1997 had considerable prior involvement with Richmond police for a variety of reasons, much of it went well back into their short life histories, and a sizeable minority had been suspected of involvement in criminal activity.

Prior Academic History

The research staff collected school performance measures including grades, attendance, discipline reports and sanctions for the truant sample for the three full academic years preceding the truancy pick-up (as well as for whatever part of the current year preceded the SWAT contact). Prior school performance data are limited by missing information (see Figure 5). Although it is likely that some missing data are attributable to problems associated with record keeping and data collection, the lack of consecutive annual data suggests that many of these youths have not spent more than one or two years in the West Contra Costa Unified School District. Possible explanations include residential transience, truancy, or simply not being enrolled. One-quarter of the sample of truants had no recorded grades for the year preceding the sweep, and more than one-third had no grades two years before the truancy sweep. Three years prior to the sweep, two-thirds of the sample has no

recorded grades.²⁰ In fact, these missing data amount to an important finding underscoring the challenges associated with engaging the Richmond youth in constructive, prevention programs.

Figure 5 Missing Prior School Performance Information among Juveniles Picked up through Truancy Sweeps, September 16, 1997 - December 18, 1997, by Academic Year



Crime and Justice Research Institute

Grades

Grades from the academic years prior to the truancy pick-up suggest that the juveniles were struggling in school. Table 6 shows that truants averaged between one and three F's during the previous school years. The median number of F's decreased the farther back in time we looked, ranging from three in the two years prior and one in the three years prior to the truancy sweep. Truants also averaged three D's in each prior year. Alternatively, the truants in our cohort included no A students. Truants did receive B's and C's in their prior school years, averaging one B and two

²⁰ The prevalence of missing school data varies based on the specific measure examined. Some students will have discipline and sanction records for a given year, but not grades (because they did not finish the year).

to three C's each prior year.

Table 6 Academic Performance Measures of Juveniles Picked Up in Truancy Sweeps in Richmond, California, by Academic Year

Characteristics	Follow-up Year Percent (n)	Current Year, Percent (n)	Current Year, Percent (n)	One Year Prior Percent (n)	Two Years Prior Percent (n)	Three Years Prior Percent (n)
<i>Time Period</i>	Follow-up	Follow-up	Prior	Prior	Prior	Prior
<i>Median Letter Grades</i>						
<i>A</i>	0 (90)	0 (97)	--	0 (131)	0 (117)	0 (66)
<i>B</i>	1 (90)	0 (97)	--	1 (131)	1 (117)	1 (66)
<i>C</i>	2 (90)	1 (97)	--	3 (131)	2 (117)	3 (66)
<i>D</i>	2 (90)	1 (97)	--	3 (131)	3 (117)	3 (66)
<i>F</i>	2 (90)	2 (97)	--	3 (131)	2 (117)	1 (66)
<i>Median Number of Unexcused Absences (total=13)</i>	9 (110)	6 (148)	2 (147)	12 (116)	2 (101)	5 (35)
<i>Median Number of Disciplinary Reports</i>	1 (102)	2 (150)	2 (150)	5 (115)	8 (104)	9 (46)
<i>Median Number of Sanctions</i>	0 (61)	2 (147)	2 (120)	5 (95)	7 (98)	8 (44)

These data are probably biased in the direction of more favorable academic records because they do not take into account courses for which no grades were recorded because they were never completed. In the previous year, the median number of credits attempted by the students in this cohort was 58, but the median number of credits completed was only 41. Median credits attempted remained fairly consistent two years and three years prior to the truancy sweep, however the median credits completed among these juveniles was even lower (38 in both years). Clearly – and virtually without exception – these truants had little success in their academic endeavors.

Attendance

Students can miss school for a variety of reasons including illness, family emergencies, other

excused absences, as well as for suspensions, and unexcused absences. Table 6 shows that the truant sample averaged a substantial number of unexcused absences in the years prior to their pick-up, ranging from two in the current year and two years before the sweep to five three years before and 12 in the year immediately preceding the sweep.²¹ Overall, the median number of unexcused absences for the three prior academic years is 13.²² Moreover, two-thirds of the truant sample has at least one unexcused absence. As a result, it appears that, for most of the sample, the fall 1997 truancy pick-up was not an isolated incident.

More generally, review of attendance records shows that truants missed a substantial number of school days for any reason. For example, the median number of days missed for the year before the sweep is 42, which is nearly one-fifth of the academic year. In simpler terms, the youth in our sample missed, on average, nearly one day out of every week in the year prior to their contact with the truancy program.

Discipline Reports and Sanctions

Table 6 shows the median number of discipline reports and sanctions by year (note the missing data problem again). During the current year, juveniles averaged two discipline reports and two sanctions, but the frequency of both increases notably in the prior years. Discipline reports steadily increased from five in the year prior to eight and nine in two and three years before the sweep. Sanctioning patterns correspond with disciplinary incidents in prior years.²³

²¹ Because unexcused absences are a daily measure, the current year (year of the truancy pick-up) can easily be separated into prior current year (before the sweep) and follow-up current year (after the sweep). Unexcused absences are recorded by period, rather than by day (with six periods making up one school day). In order to aggregate unexcused absences by period to by day, we divided each total by six.

²² This figure is calculated with available data. Missing information is excluded (e.g., if truant A had 10 unexcused absences in the current year, no information for prior years one and two, and 3 unexcused absences for prior year 3, truant A had a total of 13 unexcused absences).

²³ We also examined disciplinary reports and sanctions for only those juveniles who had information for all school years (n=25). Those 25 juveniles show a similar pattern of disciplinary reports and sanctions, ranging from two in the current

Truants have been involved in a variety of different types of disciplinary incidents, from less serious offenses such as tobacco use and profanity (87 percent and 83 percent, respectively) to more serious offenses such as fighting (50 percent), disrupting class (67 percent), and defying school authority (61 percent).²⁴ Although nearly two-thirds have a report for cutting class and half for failing to serve a detention, only about one-third (31 percent) had a prior disciplinary report for truancy. Other types of incidents include alcohol and drug use, leaving school grounds, threatening students, conflict with student or teacher, assault on teacher, and arson.

Although the most common types of disciplinary incidents were of the less serious variety (e.g., profanity and tobacco use), the types of sanctions given to the truant sample confirm that many of the incidents were indeed serious and warranted harsh punishments. Seventy-six percent of the truants had a prior in-school suspension, and 77 percent had received an out-of-school suspension. Conferences with a parent and work detail were also fairly common (58 percent and 61 percent, respectively). “Other” types of sanctions include detention, written or verbal warning, referrals, and sending a letter to parents.

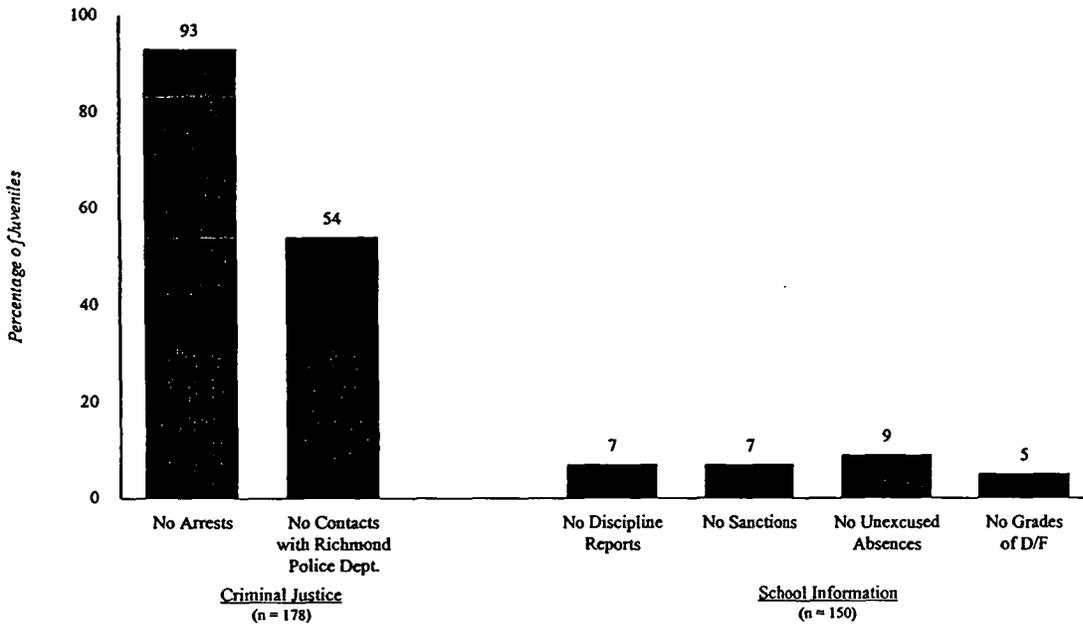
Figure 6 is a summary of prior criminal justice and school performance information, illustrating the percentage of juveniles who have 1) avoided previous contact with police, and 2) not experienced the various measures of negative school performance. As illustrated above, truants have not had many formal prior arrests, although about half have had some involvement with the Richmond Police Department. The very low percentages of each school performance measure suggest that the sample of truants has struggled to be in school on a regular basis (less than 10 percent with no unexcused absences), and when they are in school, their behavior is often disruptive

year to seven and eight in prior years two and three, respectively.

²⁴ The percentages span all three prior academic years (and part of the current year) and they are not mutually exclusive (e.g., a juvenile with fighting and cutting class incidents is counted for both disciplinary incidents).

(seven percent with no discipline reports) and their grades are frequently below average or failing (five percent have not had a below average grade, D or F).

Figure 6 Summary Prior School Performance and Criminal Justice Information for Juveniles Picked up in Truancy Sweeps, September 16, 1997 - December 18, 1997



Crime and Justice Research Institute

Post-Sweep: Changes in Academic and Justice Measures²⁵

During the follow-up period, 14 percent of juveniles recorded a new arrest and 10 percent were adjudicated delinquent (see Table 5). Thirty-seven percent had additional contacts with the RPD: arrest (three percent), suspect (16 percent), citation (six percent), witness or victim (nine percent and seven percent), and other (14 percent).

The frequency of follow-up arrests is particularly startling, given that only seven percent had recorded prior arrests. Essentially, the follow-up arrest percentage is double the prior arrest

²⁵ Truants were followed up for a period of 18-21 months, from the date of the truancy pick-up through June 5, 1999 (the end of the subsequent academic school year).

percentage. There are a couple of potential explanations for this finding. First, recall that the median age of the truants is only 15, so they are a relatively young group who had little time to develop an extensive prior history. Given the 18-month follow-up, most of the juveniles would have reached their 16th – 18th birthdays, which prior research generally shows to be the beginning of the most active delinquency and crime-committing age group.

Second, the lack of prior involvement and active follow-ups may suggest that the truancy incident is an indicator that many of these children were on the brink of engaging in more serious criminal activity.²⁶ Certainly, academic records for the years leading up to the sweep show that the vast majority of juveniles were not having a positive experience in school, and from the analysis of the RPD's records, most were known to the police department (though very few for formal arrests). More simply, the truancy pick-up may be one of many warning signs that a child is in trouble and is at-risk for involvement in more serious criminal activity.

Academic performance information was collected for each of the truants for the remainder of the current school year, as well as the subsequent school year. Missing data continued to be a problem, possibly for the reasons described earlier.²⁷ Approximately 45 percent of the sample did not have grade information for the semester immediately following the contact. However, most recorded unexcused absences, disciplinary reports and sanctions, suggesting that the majority spent at least some time in school during the spring 1998, but likely did not finish the semester.²⁸

²⁶ See the earlier discussion of truancy as a risk factor.

²⁷ Another contributing factor to the missing data problem is that the school district revamped its computer system during our data collection, and school performance measures for the 1998-1999 year were difficult to locate.

²⁸ The missing data problem affected only school information, and did not keep us from checking RPD and California records for police and justice contacts by all 178 members of the truant sample. We know that only eight percent of these truants were arrested in California during the subsequent academic year, with another six percent arrested during the last half of the current year. Thus, it is likely that incarceration or other juvenile or correctional supervision accounts for a relatively small fraction of the shrinkage we observed.

Grades

Table 6 shows that truants continued to struggle in school. In the second semester of the current year, truants averaged no A's or B's, one C and one D, and two F's. During the subsequent academic year, the median numbers of A's and B's are zero and one, respectively. Truants more commonly received C's, D's, and F's (median of two for each). This same pattern is reflected in the percentage of juveniles receiving each letter grade, with just over one-third earning an A and approximately three-quarters earning C's, D's, and F's. Notably, two-thirds of the juveniles received a B in the academic year subsequent to the truancy sweep.

Attendance

Truants averaged six unexcused absences for the current year and nine for the subsequent school year. Nearly one-fifth of truants had no unexcused absences in the remainder of the current year; a similar percentage had no unexcused absences during the subsequent school year. Nine percent of the juveniles had no unexcused absences for the entire follow-up period. When considering absences in general (for any reason including unexcused, excused, illness, etc.), juveniles missed an average of 26 days for the current year and 23 days for the subsequent year.

Discipline and Sanctions

Truants averaged two disciplinary incidents during the remainder of the current year and one incident during the following academic year. More importantly, during the rest of the current year, 23 percent of truants had no disciplinary incidents. During the following school year, the percentage of juveniles with no disciplinary incidents rose to 41 percent. One-fifth remained discipline-free for

the entire follow-up period²⁹

As for sanctions, truants averaged two for the current year and none for the subsequent year.³⁰ Twenty five percent received no sanctions during the current year, and remarkably, 71 percent received no sanctions during the subsequent year. Since many more truants were involved in disciplinary incidents than received sanctions, one could presume that many of the incidents during the subsequent year were relatively minor and did not require formal punishment. Nearly one-quarter remained sanction-free for the entire follow-up period. Suspensions were the most common sanction, both in-house (63 percent) and out-of-school (56 percent). Conferences with parent, work detail, and other sanctions were less common (25 percent, 31 percent, and 33 percent, respectively).

One-Year Comparison of Academic and Justice Performance

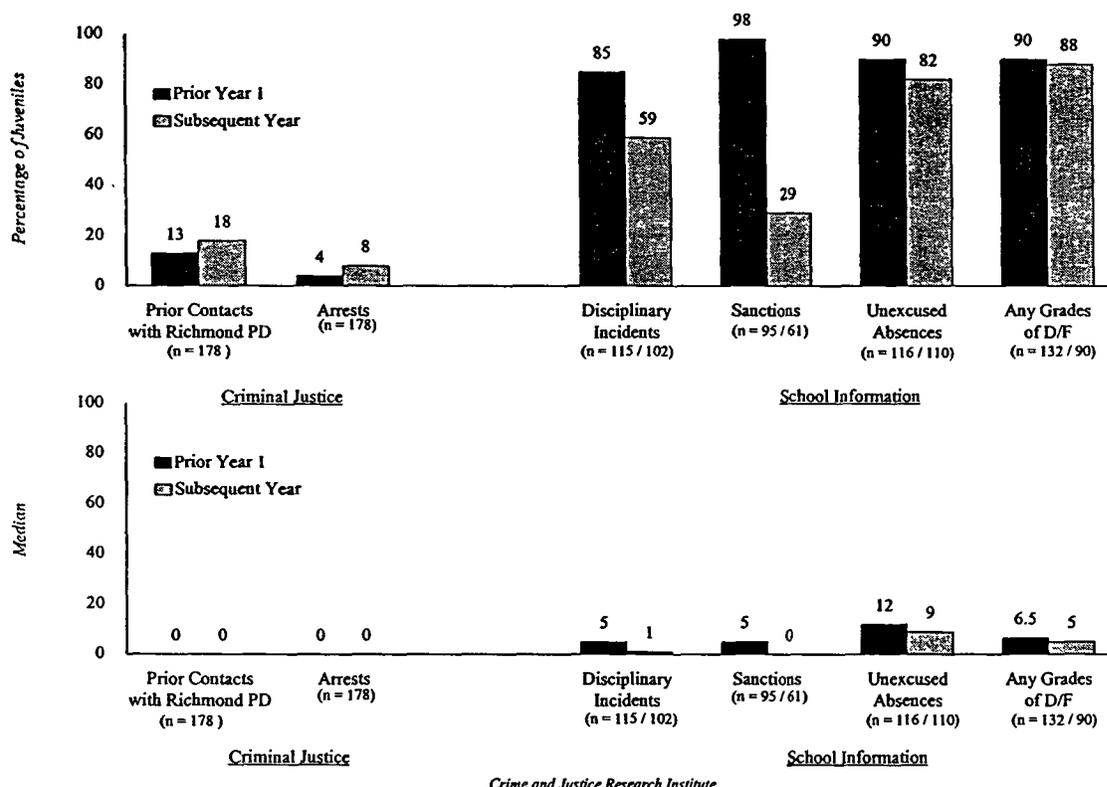
As a more appropriate comparison, Figure 7 illustrates academic performance and criminal justice contacts during the year before the sweep and the year after the sweep. The percentage of youths who had formally recorded contacts with the RPD increased from 13 percent to 18 percent, as did the percentage arrested (from 4 percent to 8 percent). The relative frequency of disciplinary incidents seems to have decreased, however, from 85 percent in the year before the sweep to 59 in the subsequent year. The median number of disciplinary actions also decreased dramatically (from five to one). Over the same period, the percentage of students sanctioned for disciplinary or other reasons dropped from 98 percent to 29 percent (with the median dropping from five to zero). The percentage of the truant sample with unexcused absences decreased slightly (from 90 percent to 82

²⁹ The most common types of disciplinary incidents included other (54 percent), disrupting class (51 percent), defying school authority (46 percent), and cutting class (42 percent). Less common incidents included both serious and more minor infractions, such as fighting (28 percent), failure to serve detention (29 percent), profanity/vulgarity (24 percent), truancy (23 percent), and tobacco use (two percent).

³⁰ Sanction information is missing for 17 percent of cases during the current year and 66 percent during the subsequent year.

percent) and the median number of such absences dropped from 12 to nine. The median number of days absent from school for any reason dropped from 42 to 23. Our truants' academic performance improved only slightly: 90 and 88 percent, respectively, received D and F grades during the years before and after the sweep, but the median number of D and F grades per student decreased from seven to five.³¹

Figure 7 Comparison of School Performance and Justice Involvement in the Academic Years Before and After the Truancy Sweep for Juveniles Picked up, September 16, 1997 - December 18, 1997



Interpreting the Post-Sweep Findings

For a number of reasons, it is difficult to obtain rigorous measures of the impact of the Truant Recovery Program by comparing performance indicators before and after the truancy pick-up. As noted above, the data suffer from attrition; that is, complete data do not exist for all sample juveniles

³¹ The same comparison was drawn only for juveniles who have information for both academic years (note that the *n* is 71, down from 178). Despite the reduced number of cases, we see nearly identical patterns. Criminal justice contacts increased, but several academic performance measures show substantial improvement, including grades.

over the two periods compared. A large number of truants left the West Contra Costa Unified School District's schools between the two study periods. A school official argued, however, that attrition in the data might not be a negative indicator that these students have simply dropped out of school or have become incarcerated. The attrition might instead be interpreted as suggesting that the student had gotten out of a bad situation or environment, moving away from a drug-abusing parent in Richmond to live with another relative who resides outside the district, and may be attending school elsewhere.

Even taking interpretations of data attrition into account, these data suggest that after the sweep juvenile and criminal justice contacts increased among the sample truants, but several academic performance measures showed substantial improvement. Following the contact with the Truant Recovery Program, juveniles were less often disciplined and had fewer unexcused absences, with slightly improved grades.

As noted, the data described in this analysis are illustrative and are not meant as a rigorous evaluation of the Truant Recovery Program. These preliminary data do suggest an association between improved school performance and the Truant Recovery program. They fail to suggest a preventive impact on further involvement in the justice system, but rather show a slight increase. Both results suggest that a closer assessment of the effects of truancy sweep programs may be warranted. The slightly improved but still poor grades and attendance records posted by the truant sample youth in the subsequent academic year remain troubling. Their average grades remained poor and, even after a 45 percent drop in total absenteeism (from 42 to 23 days a year), these youths still missed at least one-fifth of the 1998-1999 academic year.

Because truancy often is an indicator of larger problems in a child's life (see Garry, 1999), it is critically important for truancy reduction programs to involve schools, law enforcement, families,

businesses, the juvenile justice system, social service agencies, and the community in a collaborative effort.

Truancy prevention and intervention efforts protect youth from risk factors and help reduce juvenile delinquency and other related problems. Programs that prevent a young person from becoming involved in the juvenile justice system save taxpayers money, prevent more people from becoming victims of crime, and help prevent the development of future criminal offenders. For the nation's next generation, preventing truancy may mean the difference between a lifetime of problems or a lifetime of accomplishments. (Garry, 1999: 13).

A review of successful truancy programs highlights two common elements. One, there must be a recognition that parents must be involved and held responsible for their child's truant behavior (Garry, 1999). The program described here places special emphasis on engaging parents in the "truant recovery" effort, both as a resource for holding children accountable for their behavior and as a means of identifying underlying problems that may have caused the truancy.

Two, the program must provide intensive monitoring, counseling, and other services that focus on strengthening the family (Garry, 1999). Programs that identify at-risk youth must be able to draw upon substantial educational, social, justice, and community resources to address the needs of the children. A West Contra Costa Unified School District official noted, rather poignantly, that the Truant Recovery Program is an important first step in recovering children who may be slipping through the cracks, but the school must have the resources and necessary programs to monitor and assist this troubled population, many of whom cannot read and come from broken or dysfunctional homes. School officials argue that these resources are needed to link the Truant Recovery Program to an array of educational and other special services that will be needed to bring about improvement in the juveniles' lives.

Collaboration with the Contra Costa County Probation Department (Goal 4)

As part of a cooperative arrangement between the RPD and the Contra Costa County Probation Department, Comprehensive Homicide Initiative funds, as well as additional money from other state, local, and federal sources, were used to develop and expand a “Probation Officer on Campus” program. Under this program, resident juvenile probation officers have been placed in two of Richmond’s four mainstream high schools.³² The “Probation Officer on Campus” program represents another effort by the RPD to invest resources and effort in the youth of their community. The RPD’s support of this existing program and its inclusion as part of the Comprehensive Homicide Initiative improves juvenile probation officers’ ability to carry out their responsibilities, most notably to meet the needs of the youth in their charge. According to two probation officials, the program’s primary objective is:

...to provide continuity in supervision and to develop a closer networking between school sites and juvenile probation...[and to] work to reduce violence, address gang issues, and increase accountability for at-risk youth under juvenile court jurisdiction. (Momono and Gotchall, 1999)

The RPD, as well as other West Contra Costa County law enforcement agencies, works with probation officers on a regular basis to address issues of mutual concern, such as gang problems, truancy, education, and crimes committed on school property (Momono and Gotchall, 1999). With funds from the Comprehensive Homicide Initiative, RPD paid overtime to officers to accompany otherwise unarmed probation officers on after-hours visits to probationers who reside in high-crime neighborhoods. In addition to the partial support provided by the Comprehensive Homicide Initiative, the on-campus probation program is supported through other sources of funding. It is

³² The program was started in 1994. Probation officers are posted at Richmond and Kennedy High Schools, but not at DeAnza and Salesian. Samuel Gompers High School, a fifth institution for troubled youths, does not have a probation officer.

being evaluated through an Office of Juvenile Justice and Delinquency Prevention (OJJDP) Challenge grant, in a study that employs an experimental design in which three of nine deputy probation officers are assigned to three West Contra Costa County high schools (two are in Richmond).³³ Other evaluative components of the program include:

- Gang-focused probation: Funded through OJJDP's *Safe Futures Program*, one probation officer has an intensive gang caseload, including both juveniles and adults;
- Southeast Asian Gangs: One juvenile deputy probation officer is assigned a specialized caseload of Southeast Asian youth, most of whom are gang members and/or gang affiliated;
- SIT: One deputy probation officer is assigned to a *Service Integration Team*, which provides multiple services to probationers through coordinated service delivery;
- Re-structuring Our Children and Families: Juvenile Probation receives funding for half a deputy probation officer's time to participate in a truancy program with emphasis on community-based intervention and support services available to both the child and the family (Momono and Gotchall, 1999).

The program represents an innovation in how school, police, and juvenile probation can collaborate to meet the needs of youth on probation. Placing probation officers on school grounds allows for greater access to students on probation and gives them the opportunity to more closely monitor progress and performance in school, as well as meeting the conditions of the juvenile court. Increased contact with teachers, counselors, and school administration improves officers' ability to identify and address probationers' specific problems and issues. Probation officers assigned to the on-campus program perform a variety of functions, including:

- monitoring and enforcing court-ordered terms and conditions of probation for students on probation, and providing supervision;
- developing case planning and effective treatment strategies for in-school probationers on a case-by-case basis;
- providing crisis intervention as needed at the school;

³³ Under the experimental design, the probation officers will spend 80 percent of their time at the school handling police referrals, investigations, and supervision of probationers attending their assigned school.

- assisting victims of students on probation in claiming restitution;
- referring families of the student probationers and the students themselves to appropriate treatment agencies and resources, and;
- preparing reports on the progress of the probationers to the court (Momono and Gotchall, 1999).

The frequency and nature of the probation officers' on-campus contacts with juvenile probationers has varied based on the needs of the youth. In some cases of intensive supervision, contacts with student probationers may occur three or four times per month; in other cases, contacts are limited to four times a year. These may include school contacts, office visits and home visits. Probationers are held accountable for their behavior in school and a variety of sanctions have been employed to enforce compliance among probationers including admonishment, community service, work details, detention, court involvement, and ultimately, revocation of probation.

The success of the program depends, to a large extent, on cooperation from the school, primarily teachers, and the families of the juvenile probationers. Probation staff in the on-campus program have a particular responsibility to work with teachers to discuss any concerns or problems they may have with student probationers. Probation officers work very closely with school administrative staff, attendance clerks, and school security to monitor their probationers' performance and behavior in school. The on-campus probationer staff also try to encourage parental participation and cooperation, making home visits as needed to emphasize parental involvement (Momono and Gotchall, 1999). Probation officers also occasionally interact with non-probationer students, either for informational purposes or, sometimes, because school officials ask them to speak with children who are having trouble but who appear amenable to advice and counseling (Momono and Gotchall, 1999). The on-campus probation officers may make presentations from time to time at school and community meetings. Success in the program can be measured in a number of ways other than simple compliance with court-ordered terms of probation. "In West Contra Costa

County,” we learned in our interview of probation officials, “success may be a clean drug test or fewer unexcused absences in school” (Momono and Gotchall, 1999). Other measures of success include increased positive contacts with teachers and counselors, improved attendance and performance in school, and positive changes in probationers’ relations with family and peers.

According to local officials, the on-campus probation program has made a reasonable, positive start. Nevertheless, it faces difficult challenges in reaching its goals, including time delays in getting children enrolled in school (particularly those who have quit school), inadequate school resources to assess and address special educational issues, occasional inability to provide immediate supervision, intervention and meaningful sanctions for violations, and a lack of culturally appropriate and affordable mental health and drug treatment programs.

Collaboration with Juvenile Court in the Development of a Youth Court Program (Goal 5)

The Youth Court was designed as a collaborative effort to divert youths from becoming involved in serious crime. Created in 1994, the Youth Court involves youth participants presenting minor cases to juries of teenagers’ peers and to a juvenile court judge. Prosecutors, public defenders, and representatives from the juvenile court system train youth in their respective duties and responsibilities, and the RPD identifies cases for trial and administers the court logistics. This forum meets once a month, and the sentences it hands down typically consist of community service. The assignment of an officer to the Youth Court as part of the Comprehensive Homicide Initiative has allowed the program to expand considerably and represents another effort by the RPD to initiate positive interaction with at-risk youth in their community. The belief underlying the Youth Court is that it will subject minor offenders to positive peer pressure before they become involved in more serious crime. In addition, the Youth Court offers an important educational and constructive experience in peer group decision-making and individual responsibility. Overall, the program seeks

to provide positive, supportive activities that will minimize the youth's involvement in delinquent behavior.

Cooperation in a Domestic Violence Initiative (Goal 6)

Over the last decade, ten percent of homicides in Richmond appear to be related to domestic violence. One element of the RPD Comprehensive Homicide Initiative strategy involves supporting efforts to intervene in family violence and preventing it from becoming extreme. At the same time, the RPD was concerned about the long-term impact of domestic violence on children. To begin to address these violence prevention concerns, RPD has worked with the Battered Women's Alternatives (BWA) program, Contra Costa County's largest domestic violence organization serving those affected by domestic violence. The development of a working relationship with BWA itself represents a change in approach at the RPD. Previously, the relationship between the RPD and BWA was strained at best and often actually antagonistic. After the Initiative began in 1996, the legal team at BWA reported a dramatic change in the relationship. According to Captain Ray Howard of the RPD, "This partnership was the first time that the RPD really opened up the agency on a long term basis"(Howard, 1999).

To address mutual concerns, representatives of the two organizations met to identify key issues of concern in their approaches to domestic violence incidents. The RPD facilitated this mutual education process by conducting *police ride-alongs* for BWA staff so they could learn first hand some of the difficulties police face when dealing with domestic violence incidents, and understand some of the time and resource constraints regularly encountered by officers time. BWA staff report that *ride-alongs* helped them better understand the police perspective and led to a restructuring of their sensitivity lectures and training.

In 1997, BWA developed four components of domestic violence training for the RPD staff,

as well as for officers throughout Contra Costa County. This curriculum included:

- *Intensive Domestic Violence 101*: Each of the four detectives in the Domestic Violence Unit received intensive training in domestic violence issues. This included a four-hour training dealing with understanding and investigating domestic violence incidents. The training focused on writing reports, collecting evidence, legal requirements, intervention techniques, and the psychology of the batterer/victim relationship. The training also adopted a broader definition of “domestic” violence than police have historically perceived it, including violence between non-married partners, parents, same sex partners, and those formerly in intimate relationships.
- *Advanced Officers’ Training*: Every two years, RPD’s Advanced Officers’ Training updates line personnel on domestic violence related topics. The training includes a two-hour segment on specific issues such as issuing emergency protective orders and dealing with uncooperative victims. The domestic violence segment of Advanced Officers’ Training was provided for 98 percent of Richmond police officers during the period.
- *Line-Up Training*: All patrol officers receive periodic line-up training during roll-call, during which BWA representatives provide updates on new laws and issues regarding domestic violence. RPD estimates that approximately 50 percent of the patrol force has received these briefings.
- *Police Academy Scenarios*: Police Academy recruits undergo a series of role-plays as part of their general training. BWA has created a role-play scenario of *typical* domestic violence incidents that illustrates how police can help victims and stop batterers. This opportunity also allows BWA to introduce themselves to the recruits and explain their role in the community (Weinberg, 1999).

According to the director of its Legal Program, BWA has “seen improvements in the outcomes and the overall investigation which will all lead to more successful prosecutions” (Wyllie-Pletcher, 1999). The BWA staff believe the training has helped improve police understanding of the basic dynamics of domestic violence situations, including the sensitive issues surrounding the victim’s willingness to press charges and what police can do to protect the victim from further abuse (Wyllie-Pletcher, 1999). Both BWA and RPD report that the training also helps the police to better identify incidents involving domestic violence and to provide assistance to victims through BWA

advocates. Also, officers are better prepared to work with uncooperative victims, collect evidence throughout the investigation, and write reports that are more thorough and useful. (Weinberg, 1999)

In addition to domestic violence training, the Comprehensive Homicide Initiative has also promoted structural/organizational and policy innovations. In 1995, for example, the RPD established a Domestic Violence Unit (DVU) involving four detectives who specialize in domestic violence and related issues. One detective assigned to the unit is bilingual to enhance communication between Spanish-speaking residents of Richmond and the RPD. Captain Ray Howard pointed to a “recognition that the RPD needed to focus on the [domestic violence] case from beginning to end” because of the sensitive issues in prosecution and victim safety that are involved (Howard, 1999). The four domestic violence detectives are responsible for preparing the case for both arrest and prosecution. Because the detectives cannot respond to all domestic violence calls, the RPD has developed a procedure by which the DVU sergeant reviews all domestic violence cases brought in by patrol officers. The sergeant verifies that felony assaults are classified correctly and that each felony case is assigned to a detective for follow-up investigation.

The RPD leadership has demonstrated a commitment to improved handling of domestic violence matters through the establishment of the Domestic Violence Unit. From 319 cases when it began operation in 1995, the number of cases assigned annually to the DVU increased to 452 in 1998 (Weinberg, 1999). In addition, the unit serves as a daily contact for BWA and the community at large to discuss issues of domestic violence and particular cases (Weinberg, 1999). These early accomplishments notwithstanding, the DVU still has challenges ahead. For example, although all four of the unit’s detectives have received the full domestic violence training curriculum, only two are assigned full time to domestic violence cases. The other two detectives also are assigned robbery cases, which take investigative priority over domestic violence cases. As one would expect, felony

domestic violence cases are given priority over less serious incidents. Based on the theory that domestic violence increases in severity over time, BWA would like to see added emphasis on misdemeanor cases as a preventive measure, intervening before incidents escalate to more serious violence.

The collaboration between the BWA and RPD produced another innovation, the Domestic Violence Emergency Response Team (DVERT). DVERT is comprised of a team of legal advocates trained to provide support to police and victims of domestic violence. Both RPD and BWA recognized a need to provide emotional and legal support to victims in the critical minutes after a domestic violence incident. Because time and resource constraints often make this impossible for the officers, DVERT was created so that officers could call on BWA advocates anytime, day or night, to assist. To provide safe havens during the emergency response to victims, DVERT opened substations around the city. Safe spaces separate from the incident location not only allow for the advocate to provide support to the victims and families, it often facilitates investigation of the case. Both BWA and RPD concluded that for victims to be willing to participate in the criminal justice process they must be offered information and support from the beginning of the process, when they are most vulnerable to the pressures of their situation (Weinberg, 1999). The team response serves to explain victims' responsibilities and to maximize the victims' well-being and cooperation with the police and their investigation.

The DVERT program combines the resources and expertise of the police and domestic violence advocates to improve response and victim cooperation. However, DVERT also faces practical issues in its further development. For example, the initial call to BWA to mobilize DVERT depends on the discretion of the patrol officer at the scene of the incident. Patrol officers call DVERT in all cases involving serious injury. However, short of serious injury, the determination of

the seriousness of the incident falls to patrol officers, many of whom have not yet received the basic training course. When the window of opportunity for the DVERT team to respond to the scene is missed, the DVERT advocates must rely on the domestic violence detectives to recognize and notify them that a patrol officer has missed a serious case.

The DVERT approach also requires substantial resources to operate effectively. The Comprehensive Homicide Initiative helped to establish the collaboration between the RPD and BWA but its implementation also required additional funding for BWA, which was obtained through the Justice Department's Office of Community Oriented Police Services (COPS). The COPS support allowed for three domestic violence advocates to work out of the RPD's headquarters between June 1996 and September 1997 (Weinberg, 1999). BWA advocates worked daily with the domestic violence detectives reviewing cases, contacting victims for follow-up services, and following up preliminary investigations for both felony and misdemeanor cases. The RPD also donated a computer purchased with Comprehensive Homicide Initiative funds to BWA's Richmond office to facilitate their tracking of cases and preparing paperwork for restraining and protective orders. The daily presence of the domestic violence advocates was essential to solidifying the relationship between RPD and BWA and developing the trust necessary to work well together. The legal director of BWA stated that "RPD has always been different from other departments...they understand the position of BWA and do not take advantage of it."(Wyllie-Pletcher, 1999)³⁴

In addition to organizational innovations, RPD set forth new policies and procedures for combating domestic violence. In 1996, BWA investigated barriers to effective police response by encouraging staff and victims to complete a "police response survey." The survey identified issues

³⁴ The funding lasted for only 16 months. The daily contact that the COPS grant allowed for was not integrated as part of the Comprehensive Homicide Initiative and the advocates left the RPD office when the COPS grant expired in the fall of 1997.

likely to effect successful prosecution of batterers, including findings that emergency protective orders were:

- not being properly filled out by the police;
- insufficiently clear to all for meaningful and continuous enforcement, and;
- not authorized for several hours due to an inability of police to find a judge (Weinberg, 1999).

The domestic violence training provided by BWA for the RPD emphasizes the importance of proper use of emergency protective orders by officers at the scene of the incident. Emergency protective orders help safeguard victims in the post-incident period by making it illegal for batterers to contact their victims (Weinberg, 1999). In an effort to streamline the process, RPD redesigned the emergency protective order and the procedures for obtaining it. The new procedure dictated that all such orders must be processed during the same shift in which they are issued, so that district attorneys, judges and other patrol officers would be able to enforce them should batterers try to contact their victims. The RPD and BWA have also worked together to make the emergency protective order form more understandable.³⁵ Perhaps the most important change with regard to EPOs occurred as a direct result of the increased political presence created by the collaboration between BWA and RPD. Together, the two agencies were able to convince the courts to allow judges to authorize EPOs by telephone, 24 hours a day. Although the RPD has begun to issue more EPOs as a result of the policy interventions, the number is not as high as BWA would like. According to BWA, the EPOs still suffer from some mistakes in either the completion or interpretation of the form.

Because 60 percent of Richmond's domestic violence homicides involve firearms, the RPD has placed particular emphasis on the enforcement of penal code section 12028.5, which gives

³⁵ The form originally was five pages long and quite complicated, but since has been shortened to a single page.

officers the authority to seize firearms in a residence that have not been used in the criminal act during the course of an investigation or with the permission of one of the residents. Under this law, the RPD can hold the weapon for 72 hours before the suspect can petition for its return. The intention is to seize weapons to protect the victim from further and more serious injury should the suspect return. The RPD has found that many of these weapons are owned illegally.³⁶ In addition to often seizing illegal firearms, the RPD maintains that the seizure of the firearm increases the consequences for the abuse (Weinberg, 1999).

Finally, the RPD now distinguishes more clearly between criminal domestic violence and simple domestic disputes, and has instituted mandatory arrest procedures in all cases of felony violence. All misdemeanor cases receive official action based on the patrol officer's assessment of the likelihood of continued violence. The presence on a suspect's criminal record of either prior arrests or misdemeanor contacts tends to strengthen a follow-up case at trial. In the view of RPD, the mandatory arrest can provide victims with time to secure their own safety through protective orders and, when arrests are made, to permit the BWA an opportunity to provide guidance and shelter. Both BWA and RPD report that the victim advocate support increases the likelihood that victims will cooperate with the police, as well as the chances of conviction if the case goes to trial.

Implementation of an Intensified Team Approach to High-profile Homicides (Goal 7)

Goal seven of the RPD's Comprehensive Homicide Initiative prescribes a two-stage process for focusing on high-profile homicides. These are defined as:

- "Set-on-set" murders in which reprisal is likely and possibly preventable. These are gang- or turf- related murders that are typically followed by retaliatory violence by victims' associates, and;
- Homicides likely to draw extraordinary public attention (e.g., random, stranger violence, or multiple homicides).

³⁶ The RPD found that, in many cases, the guns had been illegally obtained, used during the commission of a crime, or owned by someone with a felony or misdemeanor domestic violence conviction.

The first stage of the Intensified Team Approach is to identify homicides systematically that may be particularly amenable to closure by arrest with a quick and intense attempt to gather information. The second is to develop a protocol for mobilizing efforts whenever such high-profile homicides occur.

The RPD goals in addressing high-profile, “set-on-set” homicides are preventive as well as investigative. The department’s rationale is that if it can identify and arrest a murderer before his enemies get to him, a potential chain of reciprocal violence may be thwarted. This approach has been particularly relevant to gang homicides occurring in the Iron Triangle area of Richmond. Up-to-date knowledge of the gangs, their members, enemies, and their disputes helps the police to anticipate likely victims of gang retaliation.

Placing investigative priority on “high-profile” homicides is sensitive because this may be seen as an attempt to routinize or de-emphasize investigation of less visible murders. In emphasizing a strategy involving these homicides, however, the RPD has regarded this policy as a “zero-sum game” and insists that investigation resources are not taken away from less notorious but equally important homicide cases. The RPD’s experience in homicide investigation suggests, however, that high-profile homicides are more likely than others to lead to successful evidence collection, precisely because of their visibility and notoriety. The homicide staff give the example of an infamous 1996 case in which two men attempted to carjack a woman’s vehicle in the marina area of the city. When she resisted, she was shot and subsequently bled to death as she apparently tried to drive for help. Because of the random, violent nature of this crime and the highly traveled roadway on which it occurred, it drew a great deal of public attention and generated a lot of information that is usually not available to investigators. The high-profile policy seeks to capitalize on the investigative

opportunity resulting from such cases without lessening its efforts in less visible cases.

One method the RPD has employed to assist investigation in high-profile cases is its bike flood program that following a homicide, flexibly deploys 10-12 officers on bicycles to problem neighborhoods for periods of about four hours at a time. These officers become very familiar with the neighborhoods and are encouraged to interact with residents in a non-adversarial manner. To date, this approach has broken down some old barriers to communication and, according to RPD staff, their presence following high-profile homicides is an important information-gathering tool. Another tool, funded by overtime, is to mobilize the entire detective bureau in a Bureau-Wide Investigative Team for brief, intensive information gathering immediately following such cases. This approach was employed in the spring of 1997 following a double murder, when 14 detectives were deployed to the scene to obtain information from possible witnesses. The detectives knocked on the doors of 300 residents over a two-day period and, ultimately, generated information that otherwise would not have been available. Two arrests resulted.

Targeting Violence-Prone Members of the Drug Culture (Goal 8)

The RPD worked with federal, state, and local law enforcement agency in two major efforts that focused on identifying and arresting persons believed to be involved in violent crime. These include the Violent Offender Task Force and the Fugitive Apprehension Strike Team.

The Multi-Agency Violent Offender Task Force

The Multi-Agency Violent Offender Task Force was a short-term operation that targeted violence-prone members of the drug culture, and was a response to a marked increase in drug dealing and violent crime in certain parts of the city. The primary goal of the task force was to reduce street crime and drug-related violence by targeting drug traffickers and dealers who had the greatest propensity for violence. The task force was made up of 13 RPD personnel, eight Drug Enforcement

Administration (DEA) agents, seven California Bureau of Narcotics Enforcement agents, two California state parole officers, and five Contra Costa County deputy sheriffs. The task force operated for a five-week period (December 2, 1996-January 3, 1997) during which it made 113 arrests (including 108 felonies) and 33 drug seizures (valued at over \$35,000), and seized six guns. Its strategies were traditional but intensive, and consisted of surveillance, use of informants, obtaining and executing search warrants, and buy/bust operations.

Fugitive Apprehension Strike Team

The second effort is the Fugitive Apprehension Strike Team (FAST), an ongoing enterprise designed to investigate and apprehend violent fugitives sought by municipal, county, state and federal agencies. According to the United States Marshals Service's (Northern District of California) FAST Memorandum of Understanding,

FAST aims to combine, integrate and coordinate federal, state, county, and municipal efforts, resources, information and expertise for the purpose of investigating and apprehending violent fugitives in an efficient and cost effective manner. The principal objective of the task force is to identify, locate and apprehend violent fugitives whose removal from the community will suppress the incidence of violent crime in the San Francisco Bay Area.

Further, FAST aims to facilitate the prosecution of those arrested on the underlying charges on which they are sought and for additional crimes they may have committed while on fugitive status.

Assessing the Impact of Richmond's Violent Offender Targeting Strategies

The RPD's review of changing patterns in homicide from 1990-1994 suggested that efforts to suppress street crime may also be effective in combating homicide, and the Violent Offender Task Force and FAST were implemented in response to the changing homicide patterns. By targeting and removing from the community offenders with histories of violence, these more traditional law enforcement strategies sought to reduce violent crime in the short-term, through arrest, conviction,

and incarceration.

This section of the report describes defendants arrested by the Violent Offender Task Force, from December 2, 1996 through January 3, 1997 (n=113) and fugitives arrested by FAST from July 1, 1998 through December 31, 1998 (n=127). Defendants are described in terms of demographics, current case, prior criminal history, current case outcomes, and re-involvement in the criminal justice system during a follow-up period (18 months for the “violent offenders” and six months for fugitives).³⁷

Demographics

Persons arrested by the Violent Offender Task Force were mostly male (80 percent), averaged 31 years (median) of age, and were mostly (89 percent) African-American. Almost three-quarters were California residents and the great majority (90 percent) had home addresses in Richmond. Half had known aliases.

In comparison to Violent Offender Task Force arrestees, FAST’s fugitive arrestees were less frequently African American (66 percent) and more often white (17 percent) and Hispanic (15 percent), and more often male (90 percent). Most (62 percent) were native Californians, almost three-quarters resided in Richmond at the time of the FAST arrest, and the majority used aliases.

Prior Criminal History

Although the two efforts targeted different groups of offenders using different methods, the persons arrested by both the Richmond Violent Offender Task Force and Fugitive Apprehension Strike Team had fairly extensive criminal histories. Figure 8 shows that 72 percent of those arrested by the Violent Offender Task Force in its one-month existence had prior criminal convictions, with close to half (43 percent) having three or more prior convictions. Among those apprehended by

³⁷ The fugitive sample has a much shorter follow-up period because of the recency of the sample.

FAST, 87 percent had prior conviction records, with more than half (55 percent) having three or more prior convictions.

Figure 8 Prior Convictions of Offenders Arrested by the Violent Offender Task Force, December 2, 1996 - January 3, 1997, and Fugitives Arrested by the Fugitive Apprehension Strike Team, July 1, 1998 - December 31, 1998

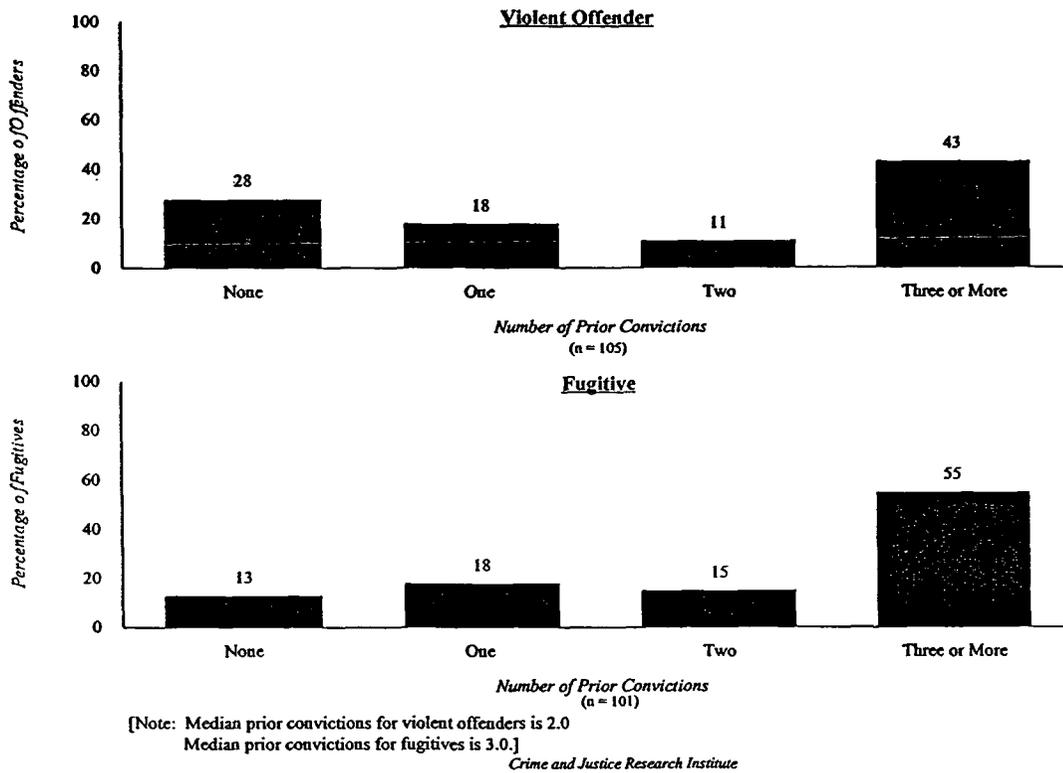
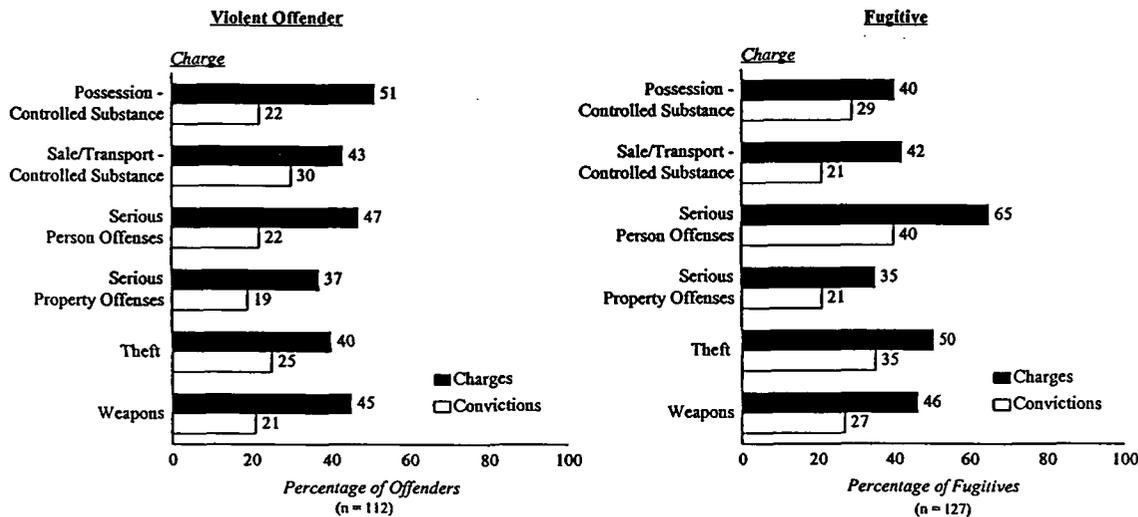


Figure 9 shows in more detail the offending histories of Task Force and FAST arrestees. Violent Offender Task Force arrestees had mixed arrest and conviction histories. About half had prior drug possession (51 percent) and sales arrests (43 percent). Nearly one-quarter had convictions for drug possession, and 30 percent had drug sales convictions. About half had prior arrests and one-fifth had convictions for serious crimes against the person and weapons offenses. These data suggest that the Task Force was successful in targeting violence-prone members of the drug culture. FAST arrestees also had substantial criminal histories; 65 percent had prior arrests and 40 percent prior convictions for serious crimes against the person. About half had prior arrests for theft and weapons offenses (50 percent and 46 percent) and 40 percent had priors for drugs, both possession and sales.

Twenty-nine percent had prior convictions for drug possession, and 35 percent had prior felony theft convictions.

Figure 9 Prior Arrest and Conviction Charges among Offenders Arrested by the Violent Offender Task Force, December 2, 1996 - January 3, 1997, and Fugitives Arrested by the Fugitive Apprehension Strike Team, July 1, 1998 - December 31, 1998



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Arrest Charges / Fugitive Cases

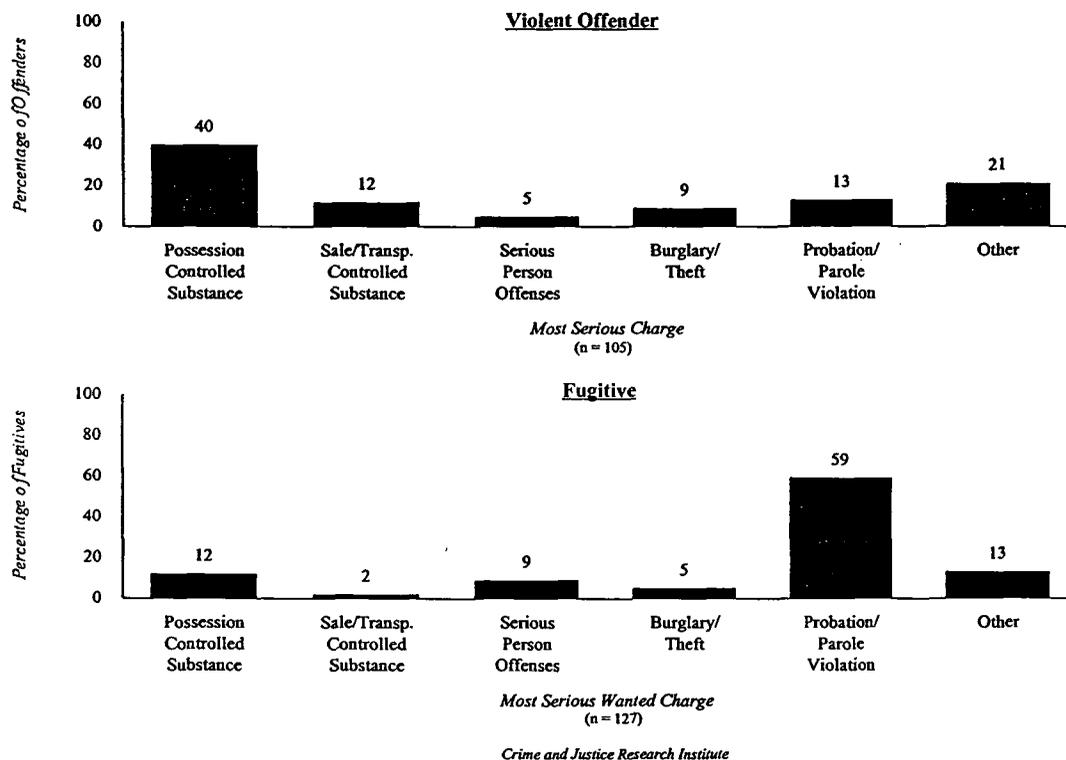
Figure 10 summarizes the charges upon which arrestees were taken into custody during the Task Force and FAST sweeps. Since the Violent Offender Task Force was created to identify violent members of the drug trade, it is not surprising that most (52 percent) of the persons it arrested were charged with drug offenses, the majority of which (40 percent of total) were for drug possession. Only a small portion (5 percent) of these offenders were arrested for violent crimes, and only one in eight (13 percent) was picked up for probation or parole violations. More than one third of the current case arrests resulted in potential felony strike entries for the defendants under California's Three Strikes law.³⁸

Figure 10 also shows the most serious charge for which fugitives arrested by the FAST

³⁸ Felony strikes can only be counted for convictions, but California criminal histories list pending felony arrest charges as potential felony strike entries.

sweeps had been wanted. Most (59 percent) of the fugitives were arrested for parole or probation violations, and 14 percent were arrested on drug charges, the majority (12 percent) for drug possession. Almost ten percent of the fugitives were arrested for violent crimes and five percent were arrested for serious property offenses.

Figure 10 Most Serious Charge, Current Case, among Offenders Arrested by the Violent Offender Task Force, December 2, 1996 - January 3, 1997, and Most Serious Wanted Charge among Fugitives Arrested by the Fugitive Apprehension Strike Team, July 1, 1998 - December 31, 1998



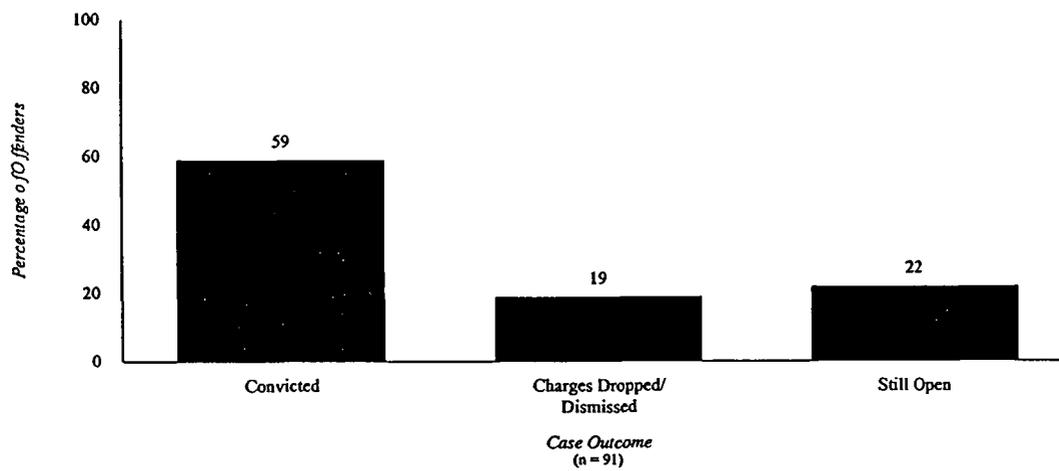
Current Case Outcome³⁹

We were able to track the cases initiated by Violent Offender Task Force arrests for 18 months after the unit's sweep. Figure 11 shows that 59 percent of the arrestees were subsequently convicted. Fewer than half of these (44 percent) were incarcerated, with the rest either being placed in diversion programs or receiving miscellaneous "other" dispositions, which usually consisted of a combination of jail and probation time or some form of community corrections. Although the figure

³⁹ Current case outcomes are provided for violent offenders only.

does not show it, about half of the convictions were for drug charges and nearly half of those convicted were credited with felony strikes. Forty-one percent of the Violent Offender Task Force arrestees were not convicted within 18 months, and one-fifth had their charges dropped/dropped. Still, given the nature of the strategy and the likelihood of evidentiary challenges (i.e. search and seizure), the rate of six convictions for every ten cases seems favorable.⁴⁰

Figure 11 Current Case Outcomes (at 18 Months) among Offenders Arrested by the Violent Offender Task Force, December 2, 1996 - January 3, 1997



[Note: Forty-four percent of convicted offenders received a jail sentence, either alone or in conjunction with probation.]

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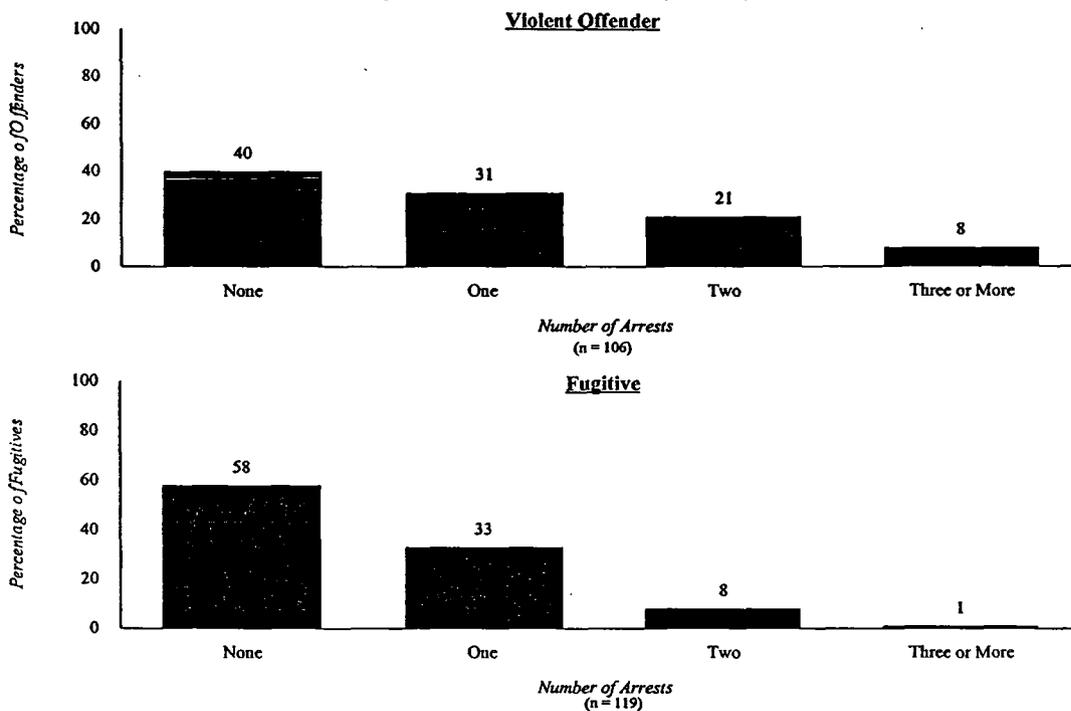
Follow-up Arrests

During the 18-month follow-up, 60 percent of violent offender arrestees were rearrested and nearly one third (29 percent) were arrested twice or more (see Figure 12). The median number of days from the sweep date to the first follow-up arrest was 207 days, or just under seven months, and 40 percent were convicted on subsequent charges during the follow-up. Figure 13 shows the nature of charges in these arrests and, again, drug charges (35 percent) were the most common. Eleven percent of the Task Force arrestees had subsequent arrests involving serious person offenses, and 12 percent had subsequent felony theft arrests. Although most arrestees were still in jail during the six-

⁴⁰ Despite the short follow-up (180 days), 13 percent of FAST arrestees were convicted on their current case. Recall that 60 percent were already convicted and were wanted for probation/parole violations. Seventy-nine percent of those arrestees with new current cases were still pending at the end of the follow-up.

month follow-up employed for the fugitive samples.

Figure 12 Follow-up Arrests among Offenders Arrested by the Violent Offender Task Force, December 2, 1996 - January 3, 1997, (18 Month) and Fugitives Arrested by the Fugitive Apprehension Strike Team, July 1, 1998 - December 31, 1998 (6 Month)



[Note: Median days to first follow-up arrest for offenders is 207. Median days to first follow-up arrest for fugitives is 36. In addition, 56% of fugitive follow-up arrests occurred while in custody.]

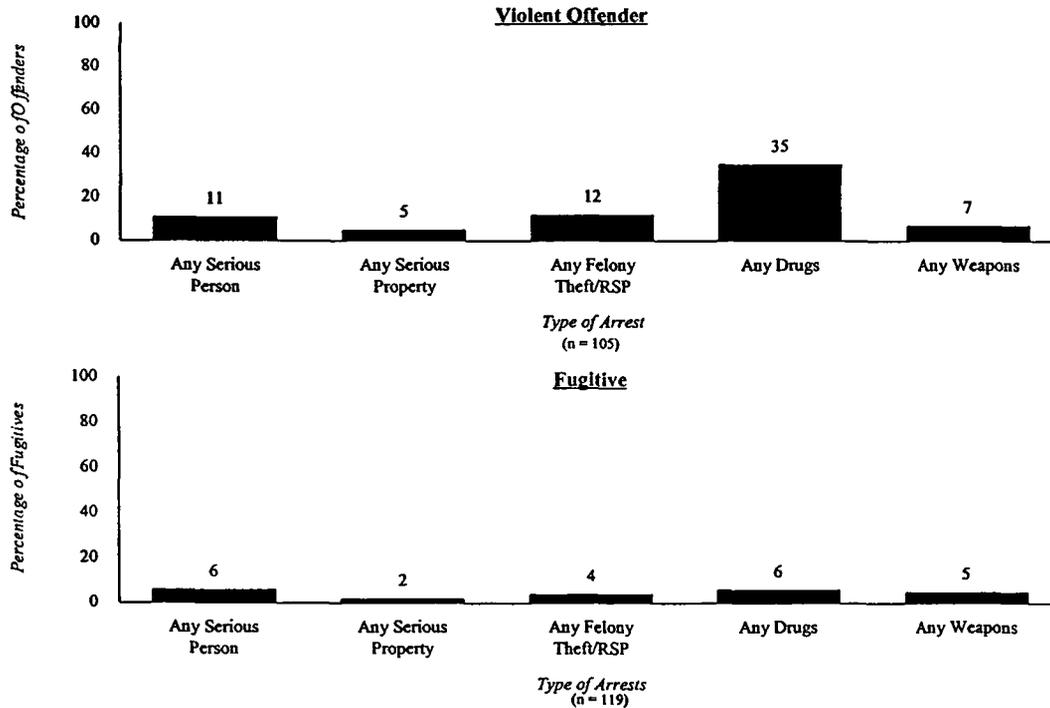
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Forty-two percent of the fugitives were rearrested during this period, nine percent on two or more occasions. Figure 13 shows that about six percent were rearrested for violent crimes and drug offenses.

Both these arrest figures and the short median days to subsequent arrest (36 days), however, are largely the consequence of arrests made while these individuals were in custody on the FAST charges. At the time they were arrested by FAST, many of these individuals were wanted on more than one charge, often for offenses occurring outside of Richmond. Consequently, more than 50 percent of the subsequent arrests occurred while they were still in custody and involved charges for offenses committed before their FAST arrests, rather than re-offending. Since it is a goal of the Fugitive Apprehension Strike Team to integrate resources from a variety of jurisdictions and

governmental levels in order to find and apprehend fugitives efficiently, this finding is an indication of success rather than a sign of failure. In essence, a good number of FAST arrests cleared warrants for Richmond and for one or more other jurisdictions.

Figure 13 Follow-up Arrests among Offenders Arrested by the Violent Offender Task Force, December 2, 1996 - January 3, 1997, (18 Month) and Fugitives Arrested by the Fugitive Apprehension Strike Team, July 1, 1998 - December 31, 1998 (6 Month), by Charge Type



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The Impact of the Violent Offender Task Force and the Fugitive Apprehension Strike Team Initiatives

Although the Comprehensive Homicide Initiative represents an important shift in how police respond to violent crime and homicide, the RPD recognized the value of including more traditional law enforcement techniques such as the Violent Offender and Fugitive task forces. The most appropriate way to determine each strategy's impact and contribution to the Comprehensive Homicide Initiative is to consider whether their respective goals were achieved.

The Violent Offender Task Force sought to identify drug-involved offenders with a propensity for violence and to remove them from the street through arrest, prosecution, and

incarceration. Examination of prior criminal involvement and current case information indicates that the Violent Offender Task Force hit its target population. Arrestees had extensive prior histories for both drug and serious person offenses, and the majority of current cases involved drug charges.

However, 60 percent of arrestees had a follow-up arrest and 29 percent had two or more rearrests. Although 59 percent were convicted on the current case and many were incarcerated, being convicted had little impact on the likelihood of rearrest: 59 percent of those convicted and 62 percent of those not convicted were rearrested. Moreover, 11 percent were rearrested for a serious person offense, and the majority of follow-up arrests involved drug charges, suggesting that the task force had not effectively interrupted their involvement in the drug market.

The FAST Initiative sought to suppress violent crime by targeting violent fugitives and bringing them back to justice. Again, review of prior criminal involvement suggests that FAST effectively tapped into its target population, as nearly two-thirds had prior arrests for serious person offenses. Although 42 percent of fugitives recorded at least one follow-up arrest, the majority involved offenses committed prior to their contact with FAST. That is, while fugitives were in custody they were, in many cases, charged in old, previously not-cleared cases. Eighteen percent of fugitives were rearrested on new charges, however.

To sum up, both task forces effectively hit their target population, but the degree of success in achieving their goals varied quite a bit. The Violent Offender Task Force did not substantially affect re-involvement in crime, despite a 60 percent conviction rate. The FAST Initiative was effective in clearing cases by arrest and limiting re-involvement in criminal activity. Perhaps even more importantly, the FAST program brought back to justice those who had fled, in a sense providing accountability and consequences for their decisions to flee the system.

Tow Nights

A related violence prevention initiative by the RPD, "tow nights," was employed as a spin-off from the more well-established "Driving Under the Influence" (DUI) checkpoint strategy. Although tow nights were sometimes conducted in conjunction with checkpoints, tow nights are quite different. Tow nights were conceived to address problems of gang violence and related drive-by shootings in the community, many of which have been retaliatory in nature. In the spirit of situational crime prevention or partial incapacitation, the theme of tow nights is to prevent violence by eliminating the instrument that makes it possible, the automobile. This strategy is based on the assumption that gang activity, or at least involvement in retaliatory gang violence, is dependent on the automobile. Without the car, the opportunity for a quick attack and getaway is reduced. In a fashion similar to a DUI checkpoint, officers from the Traffic and Metro units of the RPD, as well as the California Highway Patrol (CHP), stop vehicles to determine registration and drivers' license status. Cars that are not properly registered (or if the driver has a suspended/no license) are impounded for up to 30 days. Citizens can petition to have them released earlier.

The RPD conducted tow nights in March, May, October, and December of 1997. The number of cars towed varied substantially, 22, 30, 31, and 51 respectively. Officers frequently issued traffic citations and made arrests for driving under the influence of alcohol on these occasions. For example, during the December 1997 tow night:

- 51 vehicles were towed because the driver was unlicensed or driving on a suspended license;
- Ten drivers were arrested for driving under the influence of alcohol;
- 68 citations were issued for observed traffic violations;
- Two people were arrested on outstanding warrants;
- Two people were arrested for other observed crimes.

Tow nights involve substantial planning and allocation of resources (including coordination

with other law enforcement agencies and towing companies), and fifteen RPD officers are typically involved. Since 1997 few tow-nights have been carried out. However, the RPD has received a grant to support tow nights every two months during 1999 and 2000, in conjunction with DUI checkpoints. The development of the tow night technique fostered an overall RPD policy of zero tolerance for driving with a suspended license or no license at all, and appears to be an useful tool in combating DUI, drivers lacking valid licenses, and traffic violators.

Its impact on gang violence and, more specifically, on drive-by shootings remains unclear. As mentioned in an earlier section of this report, drive-by shootings became a grim reality in Richmond during 1990-1994. In 1991 and 1994, there were 12 drive-by shootings in each year, with nine in 1993. Drive-by shootings were less common in 1995 and 1996 (four and five, respectively), and in 1997 there were only two such incidents, the fewest number of drive-bys since 1988. We are unable to attribute the decline in drive-by incidents to the tow night approach, particularly because they did not begin until 1997. Moreover, it is difficult to estimate how many violent incidents might have been prevented by confiscating automobiles during the RPD exercises. Although many citations for traffic offenses were issued and cars were towed because of drivers with no/suspended licenses, arrests have been infrequent, and few weapons have been found. Given the difficulty in determining whether the strategy achieves its stated goals and the consequences for motorist's civil rights, the RPD may want to re-evaluate the value of the strategy, or simply re-state the goals to emphasize its impact on unlicensed/suspended license drivers.

Improving Information Sharing and Technology and Assigning an Evidence Specialist to the Richmond Police Department's Detective Bureau (Goals 10 and 11)

Much of the Comprehensive Homicide Initiative was pro-active strategies intended to prevent homicide. However, the Initiative also sought to strengthen the RPD's ability to solve both new and

old cases. That is, it sought to improve investigation of the crimes committed. During the first phase of the Comprehensive Homicide Initiative, the RPD's Homicide Unit obtained eight personal computers capable of emulating mainframe terminals. The computers allow for members of the homicide unit to access case-related RPD intelligence such as criminal histories and gang affiliation in a much more timely and efficient manner. They were initially operative as free-standing work stations, although plans to develop a network are still being considered.

Additionally, the RPD created a new evidence specialist position and purchased much needed evidence technology. In the past, all of the RPD's evidence technicians were assigned to the department's Patrol Division. There were a total of fourteen technicians and two were assigned to each of the seven patrol teams. The two technicians per team included a primary technician, who was responsible for the everyday collection and preservation of evidence, and a secondary technician, who filled in for the primary and also assisted in large scenes or complicated evidence collection.

Assignment of the evidence technicians to a crime scene was dependent upon which technician team was on duty when the crime occurred, or on the availability of technicians. As a result, the generalist technicians were unable to develop the expertise necessary to handle rapidly changing homicide evidence technology. The majority of the calls for the patrol technicians involved taking photographs to document domestic violence cases and evidence sweeps pertaining to burglaries and robberies. Also, there was little continuity in assignments. Consequently, important connections between homicide cases that would be apparent to one technician handling them on a steady basis were missed.

The Comprehensive Homicide Initiative allowed the department to assign one evidence technician to the Homicide Unit on a continuing basis. The new homicide evidence specialist is on

call seven days a week, 24 hours a day (with support from technicians assigned to the Patrol Division). The Comprehensive Homicide Initiative also allowed for intensive crime scene and equipment training for the homicide technician including a week-long course in Colorado that dealt not only with evidence collection but also with the physical processing of evidence. The FBI also extended an open invitation to attend their various training sessions. The new evidence specialist also serves as the department liaison with the Contra Costa County Sheriff's crime laboratory.

The County Crime Lab and County evidence technicians offer monthly training in which city and county technicians can become acquainted with each other, attend guest lectures, and receive training. Prior to the Comprehensive Homicide Initiative, the RPD depended heavily on the county crime lab to collect and analyze evidence from the crime scene. The RPD's evidence technicians responded to scenes but, by and large, were relegated to taking notes while the county crime lab criminalist(s) worked the scene. As a result, the crime lab technicians on the scene took the evidence with them and the RPD homicide technicians never had the evidence at their disposal. Aside from the obvious problems that arise when investigators do not have immediate access to the evidence involved in a case, the RPD was spending substantial amounts of money every time the county crime lab came to a scene. The RPD's evidence specialist explains,

Part of the reason [protocol] was changed was the cost. They were so expensive. The [county billed] \$150 per hour [for each evidence technician] and they always sent two techs. That is \$300 an hour. For example, we had two officer-involved shootings in a one-year period and their bill was about \$30,000 for one crime scene and \$50,000 for the other. They wanted \$1500 just to attend the autopsy and they got it. (Zeppa, 1999)

The Comprehensive Homicide Initiative also afforded the department the opportunity to purchase much needed evidence equipment, as well as a new Chevy Suburban that serves as the evidence van (equipped with specialized drawers and shelves to hold all of the collected evidence

and the evidence equipment) and that is dispatched to all crime scenes. The dependence on the County Crime Lab has diminished as a result of the specialty equipment and training purchased or paid for with Comprehensive Homicide Initiative funds.⁴¹ The evidence specialist added that, while the RPD still lacks training in blood pattern analysis, its evidence technicians are now self-sufficient in all other aspects of evidence collection.

We did not have the equipment to do a lot of things that are being done nowadays, i.e., we did not have portable super glue fuming tanks or devices. There is a hand-held super glue fuming wand that we can take to a scene that we did not have. We did not have a digital camera, which we do now. This helps immensely (Zeppa, 1999).

According to the RPD evidence specialist, there is no comparison between the evidence collection of ten, or even five, years ago with current, post-Comprehensive Homicide Initiative evidence collection. Before the Comprehensive Homicide Initiative, despite intense combing of crime scenes, evidence that was not visible to the naked eye was all but lost to the police department. New chemical processes such as a physical developer, a super glue fuming tank, an alternate light source (an \$8,000 device that operates by adjustable wave lengths of light), and the use of fluorescent powders in fingerprinting now allow the police department to collect trace evidence such as minute amounts of semen, blood, or fibers.

I look at it now with what we can do and what we're doing and I look back...at the time you think you are doing everything right. Then you start getting training, you start getting equipment. I often think back on the way we did crime scenes and think "Oh my God! What did I miss?" (Zeppa, 1999)

The evidence technology that was purchased not only bolstered evidence collection and analysis, it also improved court presentation of the evidence. The RPD purchased the "Crime Zone" computer crime scene software program. The program allows the evidence specialist to accurately

⁴¹ See Appendix I for pictures of the specialty equipment purchased through the Comprehensive Homicide Initiative.

re-create the crime scene with great detail and blow up images to present to a jury.

I put a Crime Zone diagram up against an old crime scene drawing I had done in 1982 and it was pathetic. I mean I was drawing stick figures for bodies. And I kept thinking as I taped it up – *could you imagine this in court, what the jury must have thought*. But that was the norm then and this is the norm now. For some agencies. Not everyone is doing this (Zeppa, 1999).

Perhaps the most convincing piece of evidence demonstrating the importance of the equipment and training purchased with Comprehensive Homicide Initiative funds involves clearance rates for homicide over time. Although the clearance rate for homicides has dropped over time, from 72 percent in 1985-1989 and 69 percent in 1990-1994 to 59 percent in the post-Initiative years, this drop should be viewed in the context of changing trends in victim-offender relationships (i.e. in the nature of the homicides themselves). In 1995-1998, homicides among relatives dropped by more than 50 percent from 1985-1989 (from 15 percent to seven), and the percentage of far more difficult cases in which the relationship was unknown nearly doubled (from 23 percent to 38 percent). In the face of increasingly difficult cases to solve, homicide detectives relied on newly purchased equipment, technology and training to assist in their investigations, develop new leads, and close cases by arrest.

V. CONCLUSION: ASSESSING THE IMPACT OF RICHMOND'S COMPREHENSIVE HOMICIDE INITIATIVE

The most direct test of Richmond's Comprehensive Homicide Initiative is to determine whether it helped to ameliorate Richmond's crisis of violence by reducing homicides. From our assessment, primarily descriptive and qualitative in its method, it is not possible to provide a simple answer to this question. In our descriptive analysis, we cannot measure or control for such factors as the state of Richmond's economy and its effects upon the individuals who may be most at-risk for homicide offending and victimization. We also cannot control for the "maturity" of the drug market in Richmond. Some criminologists (Harries, 1997) have argued that, over the last decade, ruthless individuals have murdered off their competitors in the crack cocaine market, with the result that the market has now become monopolized by a few people who no longer need to resort to violence to gain and retain control. Studies generally suggest that the pool of people who engage in extreme violence is quite limited, so that decreases in homicides may simply reflect depletions in their numbers through murder and incarceration. In short, there are many larger social forces and contextual factors that may influence levels of homicide in Richmond and elsewhere.

This report has examined an attempt by an urban California police department to develop and implement a strategy that broadens its ability to address factors over which police might have control- or, at least, to institute measures that contribute to lower levels of violence in the community. The Richmond strategy, its "Comprehensive Homicide Initiative," reflects the first inter-related stages of a different, community-oriented policing perspective that seeks to reduce violence and increase public confidence.

Still, we know that:

- *Richmond suffered dramatic increases in homicides during the early 1990's;*

- *These increases were greatest in drug-, gun-, and stranger-related attributes, identified by the RPD as central to their problem-solving effort;*
- *The Richmond Police Department solicited broad-based input from residents and government and private agencies in its effort to determine what could be done to reduce these homicides;*
- *The Richmond Police Department and the community it serves made major changes in their approach to the problem of homicide and related violence, building into their work a far more substantial collaborative and preventive component than had ever existed before.*

The Comprehensive Homicide Initiative represents an eclectic approach to addressing violent crime with objectives that are both short- and long-term. Although its scope is limited by available resources, the Comprehensive Homicide Initiative is a collection of separate strategies, both current and new, that represent a broad-based portfolio of policing initiatives and, taken together, characterize a new approach to responding to violence, focusing on improved investigation and enforcement, and perhaps most importantly, prevention.

It is difficult to assess the impact of a new approach in the early stages of its operation. Moreover, we have not pretended to conduct a formal evaluation of the Richmond approach. Rather, in this report we have attempted to describe the breadth of the strategy adopted by the RPD- its policy mosaic directed at short- and long-term violence reduction- and to consider early data relating to the contribution and impact of the multi-faceted approach to homicide.

As we have already illustrated (see Figure 2), the number of homicides jumped dramatically in the late 1980's and early 1990's, reaching a peak of 61 -- *three times* their mid-1980's levels -- in 1991. From 1991 through 1994, they then remained quite high but began to drop in 1995, before Richmond's enrollment in the Comprehensive Homicide Initiative, but contemporaneous with initiation of many of its own anti-homicide and violence programs. By 1998, the number of homicides dropped to 18, a level lower than even its 1985-87 levels. Put another way, during the first five years shown on the chart (1985-1989), homicides averaged 27.1 per year, and doubled (50.2

per year) during 1990-1994. They then declined precipitously in 1995, and averaged 29.9 in the 1995-1998 period. One can safely conclude that homicide trends appeared to be heading sharply downward at the end of our study period.

Richmond Homicide Trends in Context

To draw some inferences about the impact of the Richmond Comprehensive Homicide Initiative, given the preliminary and descriptive nature of our analyses, we employ a two-pronged approach. The first treats the changes in homicide rates in the context of contemporaneous trends in homicide and other violent crimes in Richmond and in California generally. The second examines changes in the nature of Richmond homicides by looking at differences in the rates of specific types of homicide that were most directly targeted by the Comprehensive Homicide Initiative.

Richmond Violence Rates in the California Context

Figures 14 and 15 contrast the annual rates per 100,000 population of homicide and violent crime,⁴² respectively, in Richmond with those for the state of California as a whole. Figure 14 shows historically that Richmond has suffered from far higher and more variable homicide rates than California as a whole. When Richmond's homicide rates were at their highest level, the disparity between Richmond and California rates generally was more than 500 percent (e.g., 1991 rates = 68 versus 13 per 100,000, respectively). By 1998, however, the disparity between Richmond and California rates dropped to only two:one (20 versus 8 per 100,000), approximately where it had been in 1985.

Not surprisingly, given the fact that the California rate is a composite, the Richmond homicide rates seem more variable. As Figure 14 shows, however, the Richmond trend mirrors the upside-down U-shaped trend experienced in a more diluted manner statewide. In short, when

⁴² Murder/non-negligent manslaughter; robbery; rape; aggravated assault.
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compared to the state composite homicide rates, the greater variability associated with Richmond's rates do not suggest that Richmond's rates are "marching" to a very "different drummer" than other California jurisdictions overall.⁴³

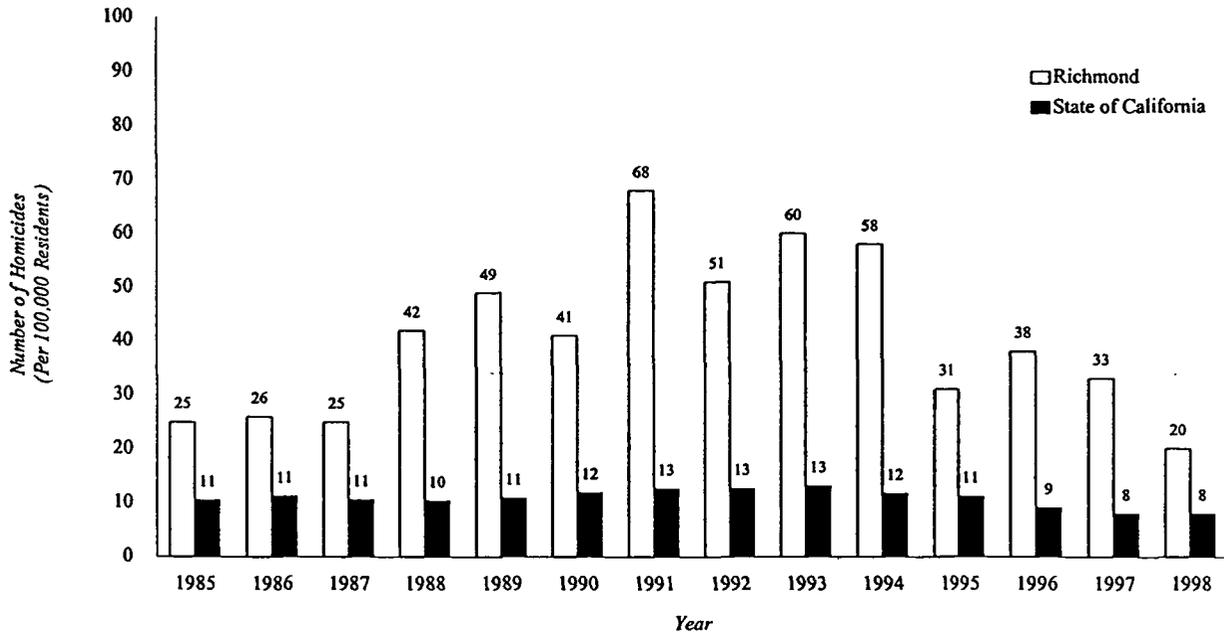
A similar picture results when violent crime rates for Richmond and California (excluding homicides) are contrasted (see Figure 15). Through 1993, the annual Richmond rate was, on average, about three times as high as the California rate (e.g., 1989 rates = 3072 versus 967 per 100,000, respectively). More recently, large decreases in Richmond's violent crime rate have reduced this ratio so that it more closely approximates two: one (e.g., 1998 rates = 1358 versus 696 per 100,000).

This analysis of violent crime rates shows, again, that Richmond has been a much more violent place than California as a whole. The trends in violent crime rates are, however, reasonably parallel. Again, the upside-down U-shape pattern generally characterizes both rates, peaking around 1992. Interestingly, Richmond experienced a temporary drop in violent crime in the years 1990 and 1991 before regaining its peak in 1992 and 1993. This almost matches the "blip" in homicide rate trends for Richmond, except that the temporary drop for homicides came in 1992- a year later than the drop in violent crime rates.

In short, although historically Richmond has recorded much higher homicide and violent crime rates, its trends for these crimes roughly mirror state trends. This finding suggests that, in part, Richmond violence is influenced by factors also affecting violent crime in California overall.

⁴³ Time-specific data on homicides and other violent crime in California jurisdictions comparable to Richmond (e.g., cities with over 50,000 population) are currently being collected. When this process is complete, we will conduct a time series analysis to determine the extent to which whatever effects of the Comprehensive Homicide Initiative may exist may be differentiated from the experiences of other cities.

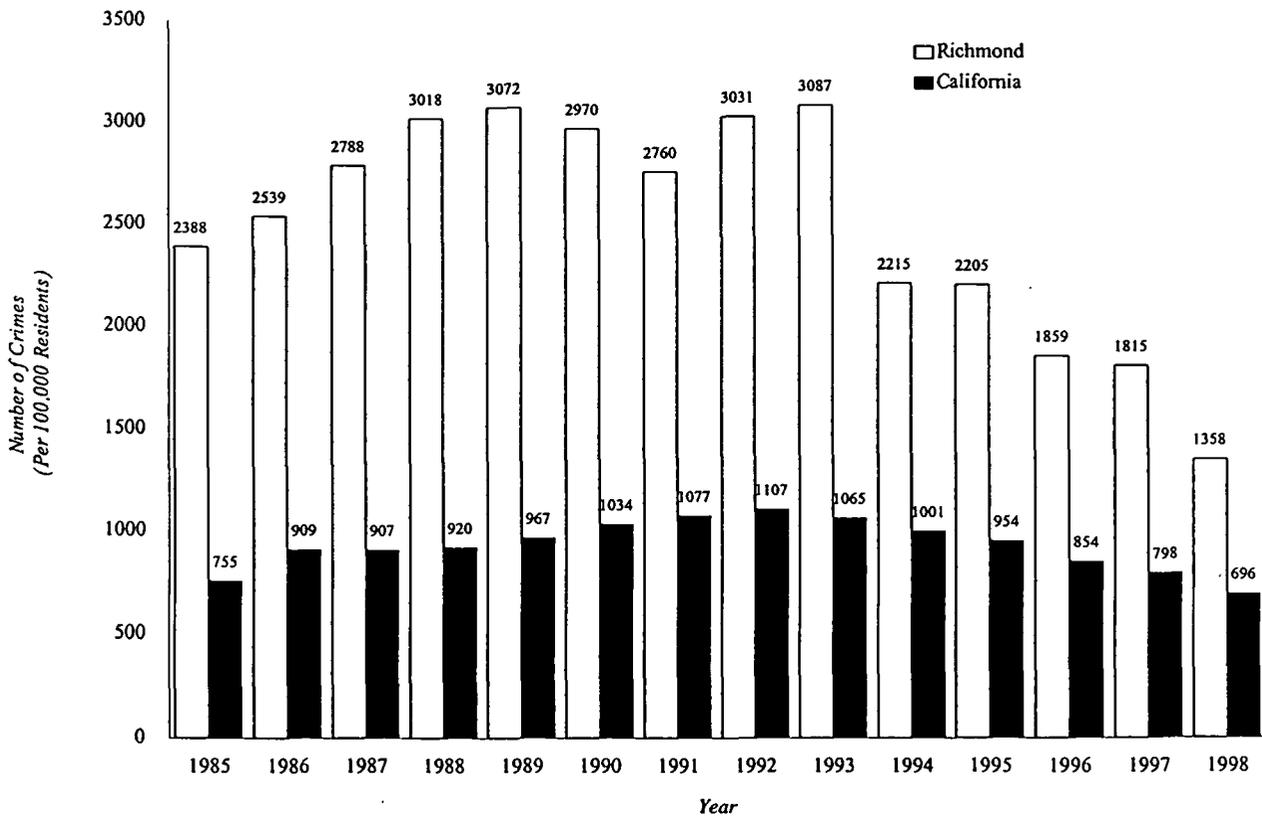
Figure 14 Annual Rates of Homicide in Richmond and the State of California, 1985 - 1998



[Note: Rates of homicide were calculated per 100,000 Residents using RPD data and annual Uniform Crime Reports from the Federal Bureau of Investigation.]

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Figure 15 Annual Rates of Violent Crime (excluding homicide) in Richmond and the State of California, 1985 - 1998



[Note: Rates of violent crime were calculated per 100,000 Residents using annual Uniform Crime Reports from the Federal Bureau of Investigation. Violent crime includes robbery, aggravated assault, and rape.]

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Changes in the Nature of Richmond's Homicides

The RPD began the problem solving exercise that led to its Comprehensive Homicide Initiative by identifying characteristics of homicides which might be amenable to preventive and investigative strategies (see Table 2). The planning process focused on:

- the relationships between victims and offenders;
- the location of homicide events and/or the discovery of homicide victims' bodies;
- whether homicides were committed with guns;
- the personal characteristics and histories of victims and offenders.

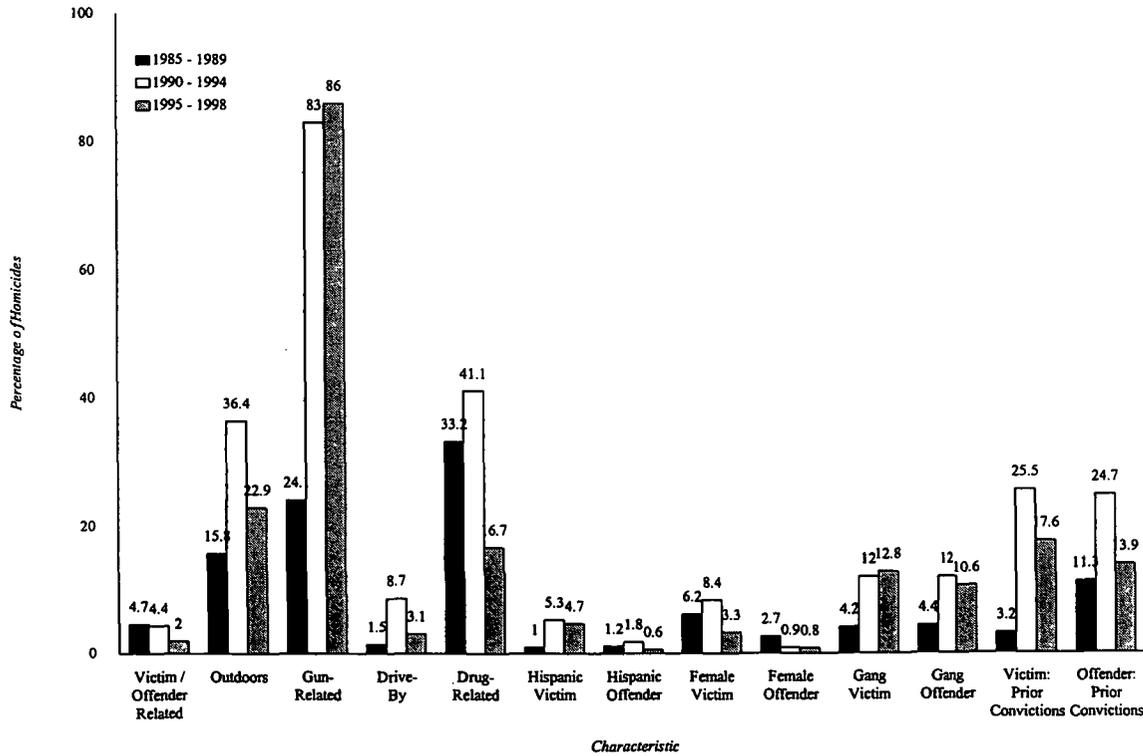
Figure 16 presents data on changes in the rates per 100,000 of homicides involving variables as categorized under these four headings. The data are grouped into three time periods that generally describe three discrete eras in Richmond's experience with homicide. The first, 1985-1989, was a period of relative stability; the second, 1990-1994, was marked by great increases; the last, 1995-98, was the period in which the Comprehensive Homicide Initiative and other systematic strategies were implemented.

Victim/Offender Relationships

In the short term, homicides involving victims and offenders related by marriage or blood were targeted most directly in the Comprehensive Homicide Initiative through the RPD's work with Battered Women's Alternative and Rape Crisis Coalition.⁴⁴ Although far from the most significant contributor to Richmond's homicide statistics, rates for this type of homicide declined significantly following implementation of the Comprehensive Homicide Initiative, 55 percent, from 4.4 per 100,000 to 2.0 per 100,000. Female homicide offending remained relatively constant (from 0.9 in 1990-1994, to 0.8 in 1995-1998) but female victimization, frequently the extreme outcome of domestic violence, decreased by nearly two-thirds (from 8.4 to 3.3).

⁴⁴ The Comprehensive Homicide Initiative's longer-term strategies to address problems of homicide and violence, especially its work with youth, schools, and public housing officials obviously cannot be evaluated in the relatively short time period studied in this report.

Figure 16 Selected Characteristics of Homicides in Richmond, California, 1985 - 1998, by Time and Type

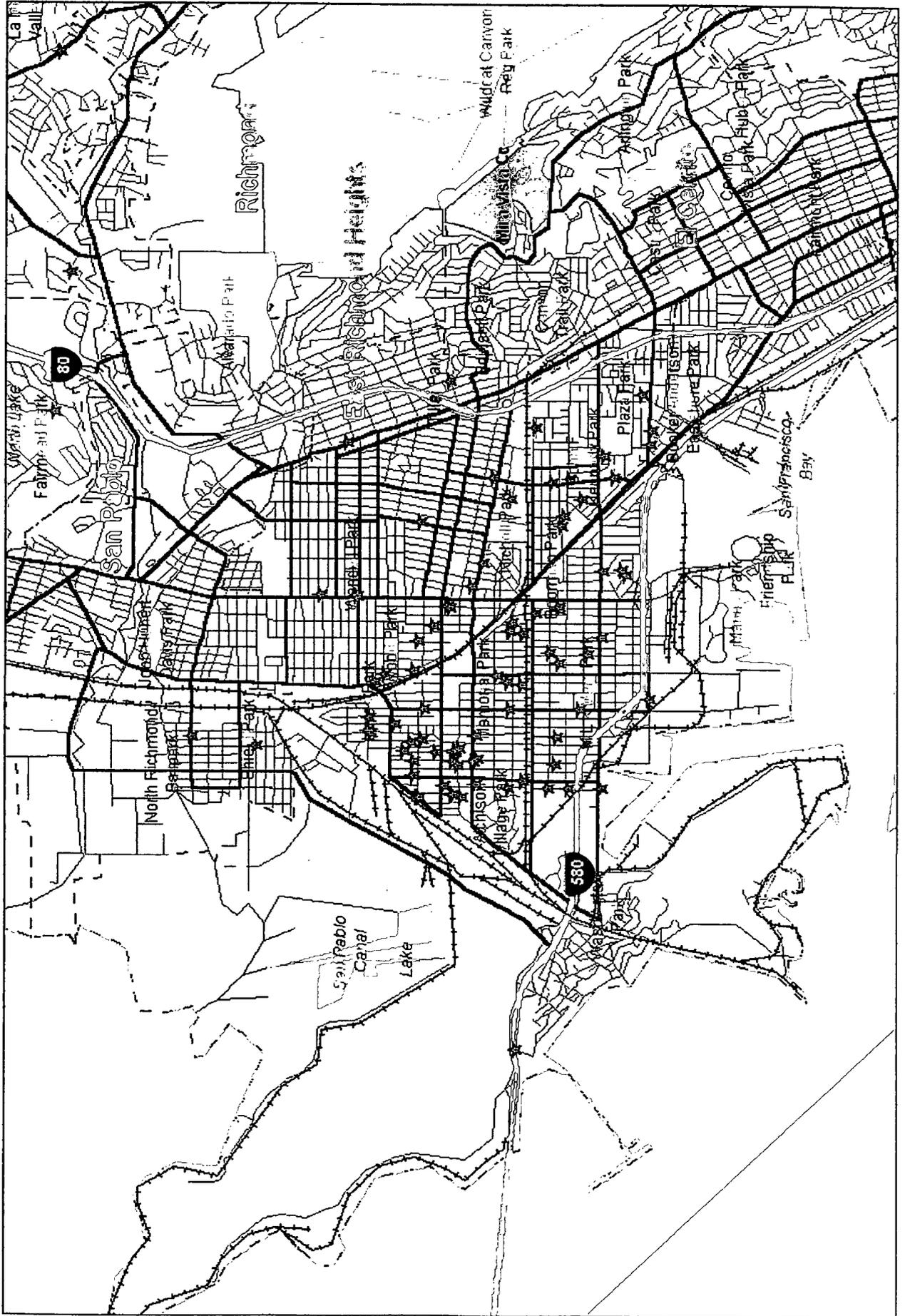


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Location

The rate of offenses in which victims were killed and/or found outdoors decreased precipitously between 1990-1994 and 1995-1998. During the earlier period, Richmond suffered a rate of 36.4 per 100,000, but it slipped by 37 percent (to 22.9) during 1995-1998. Drive-by homicides also dropped greatly (from 8.7 to 3.1, a 64 percent decrease). Although these decreases suggest that the RPD's vigorous street-level patrol, enforcement, and intelligence gathering

Figure 17 Locations of Homicides in Richmond, California, 1995 - 1998



operations may have been effective, one measure of the dimensions of Richmond's homicide problem is striking: even after these decreases, the rate of outdoor homicides remained about half as high as it had been during 1985-1989 (15.8), and the rate of drive-by killings was twice as high as the 1985-1989 rate (1.5). Moreover, although much reduced, homicides remained concentrated in the Iron Triangle area (see Figure 17).

Guns and Drugs

The biggest numerical drops in Richmond's homicide rate between 1990-1994 and 1995-1998 involved gun killings and those that were drug-related (according to the RPD Homicide detectives). Gun homicides decreased from 46.0 to 26.2 per 100,000 annually, bringing the rate of gun-related homicides down to its 1985-1989 levels. The rate of drug-related homicides drops dramatically, from 41.1 to 16.7 per 100,000, a decrease of nearly 60 percent that is also notably below the 1985-1989 levels.

Victim and Offender Characteristics

The rate per 100,000 at which persons with criminal convictions in their past were murdered decreased by 31 percent (from 25.5 to 17.6 per 100,000). However, the rate in 1995-1998 is still notably higher than the rate from 1985-1989. The rate of homicides committed by offenders with criminal convictions in their past dropped by nearly half (from 24.7 per 100,000 to 13.9), slightly higher than levels recorded in 1985-1989.

Homicide victimization and offending by known gang members remained relatively constant between 1990-1994 and 1995-1998. Interpretation of this finding is difficult, given the increasing sophistication of the RPD's efforts to identify gang members and associates, as well as problems in defining gang membership.

Defining Gangs and Gang Members

Gang membership and how it is defined by the police, both generally and by the RPD, is worthy of discussion. By the RPD's understanding, gang violence has been a major problem in Richmond: Table 7 shows the RPD's determinations of the gang affiliations of homicide victims and offenders during 1985-1998, and counts 111 gang member victims and 113 homicides committed by persons the RPD regards as gang members or associates. The RPD has identified at least 60 active gangs in Richmond. Table 7 suggests that a handful have been particularly active in homicides, both as victims and offenders. Four gangs -- the Project Trojans, 8th Street, Easter Hill, and the One Way Gang -- all have had five or more victims *and* offenders in the last decade and a half.⁴⁵ Not unexpectedly, most of the gang-related homicides occur within the Iron Triangle, where there are several clearly defined pockets of gang violence, perhaps associated with the particularly active gangs (see Figure 18).

The question of how to define a gang or gang association is a matter of debate and is unlikely to be resolved any time soon (Klein, 1995; Maxson, 1999). One reason we believe that recent gang homicide figures may have been affected by the RPD's increased sophistication in identifying gangs and gang members is the increased effort recently devoted to this task. The RPD did not officially have a Gang Unit until 1993, and since then, it has assigned two officers as gang specialists. These officers' responsibilities include identifying and tracking gang members, as well as keeping the department apprised of gang activity and trends. Then, in early 1998, RPD purchased a statewide, computerized gang-tracking system, called CALGANG, which facilitates gang identification and tracking. Thus, while both the RPD's leadership and its gang specialists acknowledge substantial

⁴⁵ The "other" category includes gangs that have suffered homicide, either as victim or offender, on fewer than three occasions.

increases in gang membership and gang-related activity over the last several years, the department and its Gang Unit have also gotten much better at identifying gang members and gang-related homicides, through improved intelligence, greater departmental awareness and concern, and better equipment and technology.

Table 7 Gang Affiliations among Richmond Homicide Victims and Offenders, 1985 – 1998

Gang Name	Number of Victims	Number of Offenders	Total Victim/Offender
<i>Project Trojans</i>	10	8	18
<i>8th Street</i>	6	9	15
<i>Easter Hill</i>	5	7	12
<i>One Way Gang</i>	5	5	10
<i>4th Street</i>	4	5	9
<i>7th and Penn</i>	4	4	8
<i>Kennedy Manor</i>	5	3	8
<i>St. John=s</i>	5	3	8
<i>Crescent Park</i>	7	0	7
<i>5th Street</i>	3	3	6
<i>3rd and Maine</i>	2	3	5
<i>Parchester</i>	2	3	5
<i>5th and Barrett</i>	3	0	3
<i>15th Street</i>	0	3	3
<i>South 3rd and Maine</i>	0	3	3
<i>South 15th Street</i>	0	3	3
<i>South 39th and Wall</i>	0	3	3
<i>Other</i>	52	46	98
TOTALS	113	111	224

The RPD's efforts at precision in this endeavor are encouraged by California law, which provides for sentencing enhancements if an individual convicted of a crime can be shown to have a gang affiliation.⁴⁶ To meet this standard, the RPD has created a list of criteria for defining gang membership, ranging from gang tattoos, graffiti and dress to admissions by the youth. There are a

⁴⁶ California Penal Code 186.22, Street Terrorism, Enforcement, and Prevention Act.
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total of 19 criteria, and gang membership is determined by the verification of three or more of those criteria.

Readers may note that many of the gangs listed are simply named after their geographic location (i.e. cross streets). RPD reported, however, that some supposed gangs are actually just groups of young men, or *sets*, determined by such geographic considerations as which side of the street one might live on. Because these sets are based simply on location, they often lack the cohesion and structure of a traditional gang. Some of these sets, however, come together to form larger gangs. Often, this occurs because of the mobility of set members. If a gang member relocates, he may create allegiances between his old set and his new set. For example, 3rd and Maine, a set that includes both homicide offenders and victims in our sample, is an offshoot of another set (4th and Bissell), probably created by one young man's move from the latter location to the former. When this occurs, such independent sets come together to form a structured gang, with leaders and a hierarchical structure known to the Richmond Gang Unit.

In summary, in contrast to the comparison of Richmond homicide rates with the California trends, key changes in Richmond homicide, the second prong of our analysis, suggest important shifts in the overall homicide picture. The years between 1990-1994 marked a particularly violent time in Richmond, in which homicides related to guns, gangs, and drugs transformed the already troubled city into one of the most violent places in the United States. Many of the disturbing trends from those earlier years continued during and after implementation of Richmond's Comprehensive Homicide Initiative, but more importantly, the number of homicides decreased notably, particularly in areas targeted by violence reduction strategies. Patterns shown in Figure 16 demonstrate dramatic decreases after 1994 in Richmond's rates of homicides that are gun-, drug-, and domestic violence-related, as well as those involving participants "experienced" with the justice system:

- the rate of homicides occurring outdoors drops by 37 percent;
- the rate of drive-by shootings drops by 64 percent;
- the rate of homicides involving victims with prior convictions drops by 31 percent;
- the rate of homicides committed by offenders with prior convictions drops by 44 percent;
- the rate of homicides involving female victims drops by 61 percent;
- the rate of homicides involving victims and offenders related by blood or marriage drops by 55 percent;
- the rate of gun-related homicides drops by 43 percent;
- the rate of drug-related homicides drops by 59 percent.

These changes represent important and dramatic shifts in the nature of homicide in Richmond, California, as many of the patterns that made the city one of the most violent in the country during the early 1990's were reversed. In many ways, from 1995-1998 the streets of Richmond became as safe as they were during the mid-1980's. Although it seems reasonable to conclude that the Comprehensive Homicide Initiative played some role in the post-1994 homicide changes, the exact nature and power of its impact, in conjunction with other social forces, remains unknown.

VI. IMPLICATIONS FOR POLICE POLICY AND PRACTICE

The Bureau of Justice Assistance (BJA) created the Comprehensive Homicide Initiative program not to funnel large sums of money to selected sites to start hosts of new programs but rather to catalyze local efforts focused on homicide. In practice, the city of Richmond and the RPD broadened this focus on homicide because, despite the singular nature of fatal violence, the city and the police came to understand that murder remains the extreme on a continuum that includes other forms of violence. Richmond's conceptualization of the IACP's recommendations serves as a challenging pilot model of community-wide planning, focused violence prevention and reduction efforts, and collaboration between police, community, and other agencies.

A number of important themes emerge from the examination of Richmond's Comprehensive Homicide Initiative. First, Richmond's Comprehensive Homicide Initiative helped to transform the relationship between community and police because it acted on recognition that a sound police/community relationship is critical to both homicide investigation and prevention. The RPD began the planning phase of its Comprehensive Homicide Initiative by soliciting public input and winning public endorsement in two Community Violence Summits and a community survey. Before the program was implemented, in other words, the police had given the community a major stake in it. This no doubt reduced the complaints or dissatisfaction that some of the program's more aggressive components – vigorous enforcement of traffic laws and civil restraining orders; saturation patrol of gang turfs following homicides – might otherwise have precipitated.

The RPD and its partners in the Comprehensive Homicide Initiative also invested heavily in the youth who are most at risk of becoming both perpetrators and victims of violence. Richmond's PAL and school programs are unique in our experience. These have helped to forge bonds among people and institutions -- youth, a major league baseball team, generous corporations, a hometown

sports hero who wanted to give something back to his community, community volunteers, a professor who resigned his university job to teach computer skills in the inner-city, as well as the schools, police, and probation authorities -- that are likely to have effects far broader and longer lasting than anything reported in this document.

Thus, the RPD's implementation of the Comprehensive Homicide Initiative illustrates that a good police department can lead such a program, but cannot successfully conceive or carry it out alone. This is so largely because most of the problems that lead to violence (and homicide) and that are left in its wake cannot be corrected or solved by the police—or, at least, not by the police alone. In fact, other agencies could conceivably lead the effort. Certainly, other agencies and active community involvement are key ingredients, without which the most inspired police approach could not succeed.

Second, reflecting the spirit of the original IACP recommendations, Richmond's strategy is both multi-disciplinary and multi-faceted. It incorporates a wide range of goals, both within and outside the conventional notions of law enforcement. Despite its outreach efforts, for example, the RPD was wise enough to avoid ignoring traditional policing in this program. It used Comprehensive Homicide Initiative funds to create an evidence specialist position and to provide its incumbent with the best possible training. The RPD bought hardware -- computers, investigative and analytic technology, and a new vehicle to transport it all quickly to homicide scenes.

Third, and perhaps most compelling in Richmond's experience, is the natural extension of problem-oriented and community policing approaches to the last bastion of traditional policing -- the homicide unit. Under the Comprehensive Homicide Initiative, homicide prevention and investigation are no longer isolated from the rest of policing and community crime problems. The widespread adoption of the community policing philosophy and the consideration of homicide in the context of

violence generally have broadened thinking about how the police should respond to homicide and how they should enroll the community in their efforts. The experience in Richmond illustrates how this innovative perspective can be applied successfully in a jurisdiction facing more than its share of the problems that challenge many other American cities.

Still, the descriptive assessment presented in this report cannot support a rigorous conclusion that the decline in homicides was brought about by the Comprehensive Homicide Initiative. For the present, to what extent the Comprehensive Homicide Initiative actually affected homicide rates will remain an open question pending further research and development of similar strategies in other locations. The data show that 1990-1994 was an especially violent time in Richmond, and that homicides related to guns, gangs, and drugs increased dramatically. A critic might argue, for example, that the decreases we witnessed were simply a return to “normalcy.”

Further, there are other possible alternative explanations for what has happened in Richmond. In many ways, the experience there parallels the experiences of other jurisdictions, some of which attribute decreases in crime and violence to new initiatives developed by their political and police leadership, and some of which cannot legitimately lay claim to having done anything different or new. Conceivably, homicide is down in Richmond because the pool of gun-wielding young men willing to kill for control of gang turf or the city’s crack cocaine market has been depleted by incarceration and by the huge jump in homicides during 1990-1994. It may be that there is no longer a need for violence to control the crack market because it has matured and been monopolized by people who no longer have any competitors to kill or be killed by. It may be that, for reasons independent of the RPD's strategies and outreach efforts, the city has simply grown tired of violence.

Only time and replication can serve as the test of these competing hypotheses. In the meantime, however, we do feel confident in pointing out that the decreases have apparently been

greatest among homicides that have been most directly addressed by the RPD's new efforts, including gun homicides, drive-by shootings, those involving participants with prior criminal histories, those occurring on the streets rather than indoors, and those among relatives. At least, therefore, we are able to say that the RPD and its constituencies are doing the best they can to apply the latest police thinking to the problem of homicide in their city, and that their efforts have been followed by great decreases in the most extreme form of violence.

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APPENDICES

**Redefining the Police Response to Homicide
Assessing the Richmond, California Comprehensive Homicide Initiative**

Appendices A - H

Appendix A

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III. SUMMARY AND RECOMMENDATIONS

Participants at the summit, like those who comprised the earlier summit, urge recognition and acceptance of the premise that no single institution in our communities and governments can or should be responsible for reducing homicide. It requires the collective commitment, coordination, resources, and effective performance of all institutions, as well as members of communities. Accordingly, summit participants introduced, discussed, and advocated a broad ranging package of recommendations to reduce murder and violence. The package includes 39 action recommendations for law enforcement, the juvenile justice system, schools, legislatures, community groups, social services agencies, health services, and individual citizens.

LAW ENFORCEMENT INITIATIVES

- **Exercise leadership to develop community-wide murder reduction strategies.**

Police can neither control violence and murder alone nor be held solely responsible. Communities must work as a team to stop violence. Any intervention or prevention strategy must include key players in neighborhood organizations, schools, health, law enforcement, and other government agencies. Law enforcement can and should take a leadership role in coordinating effective violence/homicide reduction programs.

- **Intervene against all forms of violence as early and decisively as possible.**

Murder is the final act of a continuum of violence. To stop homicide, earlier forms of violence must also be controlled. The earlier the intervention (childhood, pre-school, grade school) the greater the potential to effectively curb violence. The essential goal is to stop individuals from progressing along the violence continuum. The "Keeping the Kids Alive" program initiated by the New York City Housing Authority Police Department is one example of a successful police-based initiative.

- **Intensify use of community policing and murder-specific problem-solving strategies.**

The emergence of community policing and problem-solving strategies hold great promise for reducing crime and violence in the neighborhoods. Increased involvement of the community, proliferation of community-based programs, and collaborative planning efforts with the police are energizing the response to violence. One particularly innovative application, where neighborhood residents have direct input into actual police patrol and shift assignments in each beat, merits further attention.

- **Intensify use of tactical teams and task forces to regain control of high crime and violent environments.**

There is a present need to regain control of violent environments, for example public housing facilities overrun by gangs. Law enforcement agencies should continue to conduct building sweeps, run gun-checkpoint programs and cooperate within various municipal enforcement groups and crime task forces to ensure that ground is gained, not lost, on interdicting weapons and re-taking violence-racked neighborhoods and buildings.

State and local law enforcement agencies should work to take advantage of federal task force resources. The DEA's Mobile Enforcement Team (MET) initiative is one example. MET is designed to support law enforcement agencies in their efforts to combat violent crime and drug trafficking by cultivating drug intelligence and investigations against violent offenders and to share that information with state and local authorities to further their homicide cases and prosecutions.

- **Maximize substance abuse prevention and enforcement programming.**

Drug use and dependency is connected to the commission of violent and other property crimes, and thus presents a continuous problem for law enforcement. Drug demand and supply reduction efforts should target those criminal activities most tied to potential violence, drug cartel activities and high volume sales/dealers.

- **Use emerging technology to improve homicide clearance rates.**

Clearance rates for murder dropped from 91 percent in 1965 to a low of 65 percent in 1992. The FBI attributes this decrease in clearance rates to an increase in stranger-stranger murders. Law enforcement should use advanced automated information systems, linkages to federal information resources (CHRI, AFIS, NCIC 2000) and other emerging technologies to improve information sharing, increase suspect identification, and raise clearance rates.

- **Enhance ability of police to conduct field-based (patrol car) records and warrants checks.**

"Livescan" has improved the method for obtaining fingerprints at booking. Placing Livescan equipment (reduced scale) in police cars may expedite fingerprinting, increase information about a suspect at time of arrest, and reduce later booking time. The principal objective would be to identify wanted violent felons during traffic stops and

other police interventions.

- **Supply responding officers with enhanced domestic dispute and violence history information.**

Even with more sophisticated computer-based information systems, many police departments still dispatch officers to domestic disputes with little or no background knowledge about the occupants of a house. A much-improved system to document sequential domestic incidents is needed so that responding officers are aware of past behavior, past incidents, violence-prone occupants of the house, and especially if occupants of the house own weapons. Armed with such knowledge, officers can arrive on scene better prepared to intervene effectively and safely.

- **Improve witness protection in violent crime cases.**

All too often perpetrators, or gangs affiliated with the perpetrators, so successfully intimidate witnesses, or injure or kill witnesses, that prosecution and trial procedures cannot continue. Aggressive witness protection programs should be put in place where such intimidation has, or is likely to, occur. Improved programs should improve the closure rate on murder and other violent crime cases.

- **Acknowledge and reward successful efforts by officers to reduce gun-related violence and murder.**

Provide awards to police officers for gun violence arrests. Police efforts in the area of gun violence investigations and arrests should always be acknowledged. Police officers could receive cash or other incentive awards, possibly from a consortium of community/business concerns, for outstanding investigative efforts to reduce illegal weapon possession and use.

- **Intensify use of gun buy-back programs.**

Reaction to and success with gun buy-back programs appears promising. These programs tend to promote community-wide intolerance to guns, send a strong warning to those carrying illegal weapons, and result in the confiscation and destruction of street weapons. Such programs should be expanded, particularly in environments like schools, where they can have a direct effect on safety.

- **Intensify efforts to improve physical plant security (target-hardening) for businesses**

and facilities.

Recent studies, including one by the National Institute for Occupational Safety and Health, cite the need to make community facilities more secure including convenience stores, gas stations, and fast food stores. Taking aggressive action, using technology as a baseline (perimeter monitors, sensing devices, closed circuit TV), facilities can be brought to a security level that will lower the potential for them to be "targeted" by criminals.

COMMUNITY AND GOVERNMENT INITIATIVES

- **Create crime advisory committees to assist law enforcement agencies with murder reduction.**

Cities have created crime advisory committees, made up of residents and leaders of the community, particularly as they have moved to community-oriented policing. Preliminary results indicate that the feedback and advice emerging from these working committees have been very helpful to law enforcement's response to violence.

- **Involve all segments of the community in violence and murder prevention and control, including the business community.**

Community-based strategies typically focus on neighborhoods, and involve community-based volunteer organizations and government agencies, primarily law enforcement. In addition, the business community in most towns and cities can be a very effective player in homicide/violence reduction strategies. A concerted effort led by community-policing leaders should be undertaken to bring business and their substantial resources to bear on the problems of violence and murder.

- **Augment detention capacity by adapting existing facilities.**

Use closed military bases for detention centers for non-violent offenders. Adaptive re-use of closed military facilities for minimum- and medium-security correctional environments for non-violent offenders could reduce construction/capital costs; provide immediate availability of needed maximum security correctional space for violent offenders, and free funds that can be directed toward violence prevention/reduction programs.

- **Intensify alcohol consumption reduction programs.**

Alcohol abuse can lead to increased violence in certain cases. A new initiative, employing education and informational material should focus on reducing alcohol consumption. Alcoholic beverage brewers, distributors, bar owners, liquor distributors and other vendors should be called upon to support and encourage a media-oriented program.

- **Provide cash and other incentives to citizens for information on violent crimes and crimes involving use of guns.**

Cash incentives should be available to citizens for information on gun and other violent crimes. Like programs to provide incentives to school students, programs for community residents can have a degree of success. Increased resources for neighborhood-based programs can be the vehicle for implementing this strategy.

- **Provide safe havens for youth after normal school hours.**

The breakdown of the family structure and the subsequent loss of the home as a haven have created serious problems for youth. Keeping schools open in the afternoon and evening has been found to be a welcome alternative for children with no safe place to go. While this requires additional resources from a variety of agencies for volunteer staff and program materials, the benefits in reduced violence and or homicide can be substantial.

- **Increase use of risk factor assessments for children by schools and health professionals.**

Risk factor scales -- paper and pencil survey instruments directed at a number of sources and factors -- can help identify children at risk of violence. Early childhood assessment of risk factors (parental or sibling alcoholism or drug use, parental neglect, poor home environment) permit early intervention by school and health professionals and hopefully lead to reduction of violent outcomes.

- **Provide additional shelters for abused women and children.**

Women and their children across the United States regularly enter "underground" programs across state borders to protect them from abusive partners. Substantial funding should be made available to increase the number of shelters and the staff for those shelters, so that a safe environment can be created for victims while prosecution or other actions are taken against abusers.

- **Expand use of electronic monitoring of domestic/intimate violence and other offenders who are granted intensive probation.**

Commonly referred to as "EM," programs combining electronic monitors (ankle or wrist bracelets) are now in place in many cities in the United States. These programs bring technology to bear on criminal behavior patterns. Expanded use of such technology, and even a broadening of application should be considered. EM has been applied successfully to several pilot domestic violence and stalking cases, where accused or convicted offenders volunteer to wear EM equipment, and victims are equipped with an in-house alarm to detect whether an abuser has violated court-ordered distance rules.

LEGISLATIVE INITIATIVES

- **Increase sanctions for gun-involved crimes, particularly robberies.**

Much of the data on all instrumental and robbery-related violence, in particular, indicates weapon usage as a primary factor. Robbers view use of a gun as a predictor that a victim will not likely resist. Many robbers shoot victims, even after a successful robbery (money obtained, no one injured) has been effected. Legislation should recognize the growing use of guns in robbery-related offenses and provide enhanced sanctions for such weapon use.

- **Allow police to seize weapons during domestic/intimate violence calls.**

Several jurisdictions have laws that permit weapon seizure at the time of a police response to a domestic dispute. The removal of a weapon during such a call is likely to reduce the potential for increased violence after the police depart. Particular attention must be paid to situations where indictments or orders of protection are already in place.

- **Prohibit gun ownership by stalkers and intimate and domestic violence offenders.**

Persons convicted of certain stalking or domestic violence offenses are, in many instances, able to purchase and carry a firearm. The repetitive nature of domestic disputes calls for legislation that would resolve the problem of a repeat domestic offender having a legal weapon available at a subsequent confrontation. Section 110401 of the 1994 Crime Bill addressed this issue on the federal level.

- **Reorient the juvenile justice system to promote swift and sure intervention against**

"careerists."

The juvenile justice system is geared to protecting the juvenile, to a degree that may often conflict with the goal of protecting neighborhoods and communities from the activities of serious youthful offenders. Reevaluation of national juvenile justice policies, and reorientation toward swift and sure intervention for juvenile crime "careerists" is in order.

- **Allow police to photograph, fingerprint and document criminal behavior of career juvenile offenders.**

In many jurisdictions, it is currently very difficult to create information which could prevent "career juvenile offenders" from getting lost in a system. Laws should promote protection of the accused, but not, inadvertently, promote a juvenile's capability to commit crimes, go undetected, and ultimately unpunished.

- **Allow interagency and interstate sharing of juvenile information among police and other agencies.**

Based on historic juvenile court philosophies directed toward protecting the juvenile from harm, many current laws actually thwart law enforcement interdiction of activities of sophisticated and repeat juvenile offenders. Increased information sharing would limit the juvenile offender's ability to evade the criminal justice system.

- **Require a 72-hour cooling-off period in domestic violence cases.**

Additional violence often occurs during the three-day period after a domestic violence incident. A 72-hour cooling-off period would require an alleged abuser and complainant to stay away from each other for that time period, thus lowering tension and emotional levels.

- **Expand mandatory hospital and medical personnel reporting of suspected violence caused injury.**

Current laws narrowly define incidents in which doctors or nurses must report a suspicious injury. Since many victims of violence seek hospital assistance but not police intervention, out of fear of reprisal, medical professionals are a first line of information. New, aggressive laws should be enacted that would expand the role of nurses and doctors in collaborating with law enforcement officials on all types of suspected violence.

- **Require all states to enact "responsible beverage service" laws.**

"Responsible Beverage Service" laws focus responsibility (liability or criminal charge) on the beverage server (bar, bar owner, bar employees) when a patron becomes drunk and subsequently commits a crime of some sort. These laws, limited to a number of states, deserve broader enactment throughout the United States. A strong message of culpability to purveyors of alcohol may result in reduced consumption.

- **Raise the minimum drinking age, increase state or central control of alcohol sales, and limit prevalence of liquor stores through stringent store/population ratios.**

To reduce alcohol consumption, legislative initiatives are needed to raise the drinking age, extend state or central control of alcohol sales, as well as regulate the number of liquor stores based on population density and existing liquor store/population ratios.

EDUCATION AND TRAINING INITIATIVES

- **Intensify programs to teach citizens how to avoid becoming victims of violent crime.**

Pre-victim educational programs that train citizens on how to avoid becoming victims of crime are a significant way to reduce violence and homicide. Noteworthy efforts in this area already in place include McGruff ("Take a Bite Out of Crime") and city-specific safety training courses sponsored by the National Organization for Women. More resources and funding should be made available to make programs like these more visible and to create even tougher pre-victim counseling efforts to help citizens understand how easily they can be victimized.

- **Conduct symposia to promote and increase school administrators' support for anti-violence programs.**

Crimes and violence in schools have been documented throughout the United States over the past decade. There appears to exist a concern among school administrators that acknowledging a problem or seeking help on such issues is tantamount to admitting failure. Such attitudes inhibit reduction of school violence. Regional symposiums on the issue of school crime and violence can bring educators together with others in their community, including the police, to develop cooperative relationships and break down territorial barriers.

- **Train teachers to identify, confront, and control violent and potentially violent students and situations.**

Needs for classroom violence management are immense. Today's school teachers encounter many violent criminal incidents. Inability to confront or control such situations leads to continuing misbehavior or escalation of violence. There is a need for an expanded curriculum for new and experienced teachers to familiarize them with techniques to confront and control students and de-escalate potentially violent situations.

- **Conduct school awareness programs to deglorify violence and violent offenders.**

More programs to help school-aged children become aware of the realities of drugs, crime and violence are needed. Symposiums on "real life vs. romance of crime," like that conducted by the Washington, D.C. Metropolitan Police Department, exemplify effective approaches. That program shows graphic slides of dead drug dealers and shows the reality of the violence that accompanies the drug trade.

- **Train students in elementary, middle, and high schools in dispute resolution techniques.**

Dispute or conflict resolution is a simple method to reduce confrontational and violent situations in almost any setting. It is currently taught in the classroom, the boardroom and in marital counseling sessions. Youth in particular need even more exposure to dispute resolution techniques. Programs should be expanded in elementary, middle and high schools throughout the United States, using experienced and volunteer mediators as trainers.

- **Train police officers to recognize and respond to different types of violence, including domestic and intimate.**

Intimate violence covers a number of relational incidents, including spouse, partner, child and parental abuse and assault. Police officers often have a limited view of intimate violence as simply "domestic" incidents among married couples. A curriculum should be developed for police academies, in-service training programs and even roll call training to expand officers' awareness of intimate violence patterns.

- **Provide comprehensive ethnic and cultural awareness training to law enforcement officers.**

Many problems that arise when police attempt to resolve violent incidents in a community

are related to the nature of a community itself. A lack of understanding of cultural mores and/or language differences can produce escalation rather than the reduction of violence. Professionals, as well as community volunteers, should step forward and offer ethnic awareness training to departments with culturally diverse communities.

- **Conduct a nationwide public service announcement campaign emphasizing family values, the dangers of firearms in the home, and targeting various forms of violence.**

Many successful ad campaigns have been mounted on a variety of public issues. Campaigns, possibly supported by the Ad Council, could focus on violence. A series of ads can be considered, targeting the various types of violence with key actions to take to avoid the escalation of violence. This might be, in essence, an "Only you can prevent violence" campaign. Other topics could include firearms in the home and family values.

Research is required to validate the effectiveness of a number of recommendations. In particular, thorough process and impact evaluations should be conducted for each newly implemented program.

Appendix B
Richmond, California and the Surrounding Area





Appendix C
Richmond Police Department Community Survey



Question #1 - Have you or someone you know been the victim of a violent crime?

72% replied yes to this question

Question #2 - Why are acts of violence occurring in the community?

25% stated drugs

21% replied social/economic conditions

Question #3 - What do you think the police can do to reduce violent crime in the Community?

22% wanted more Police

17% stated that the Police needed to spend time with citizens and juveniles

Question #4 - What do you think the community can do to reduce violent crime?

32% stated the community should be more involved

23% thought that more crime watch involvement was the answer

Question #5 - Do you feel safer since the implementation of Community Policing?

80% replied yes

WHY?

85% replied that the Police are more visible and more accessible

Question #6 - Would you be willing to participate in a Community summit to talk about ways to reduce violent crime and homicides?

70% stated yes

Question #7 - Would you be willing to participate in a program designed to reduce violence and homicides?

70% again replied that they would

As a result of this survey, and recommendations made by the public at the Violence Reduction Summit, we identified eleven goals. We believe that implementation of the following programs will result in an increase in the number of homicides we bring to successful conclusion-arrests and convictions. Ultimately, these goals and programs will assist us in reducing homicides and crimes of violence.

Appendix D
Richmond Housing Authority Model Lease Agreement



RESIDENTIAL LEASE AGREEMENT: TERMS AND CONDITIONS
HOUSING AUTHORITY OF THE CITY OF RICHMOND

PART II

THIS LEASE AGREEMENT (called the "Lease") is between the Housing Authority of the City of Richmond ("RHA") and Resident named in Part I of this lease ("Resident").

I. Description of the Parties and Premises:

- (a) RHA, using data provided by Resident about income, family composition, and needs, leases to Resident, the property (called "premises" or "dwelling unit") described in Part I of this Lease Agreement, subject to the terms and conditions contained in this lease.
- (b) Premises must be used only as a private residence, solely for Resident and the family members named on Part I of the Lease. RHA may, by prior written approval, consent to Resident's use of the unit for legal profit-making activities subject to RHA's policy on such activities.
- (c) Any additions to the household members named on the lease, including Live-in Aides and foster children, but excluding natural births, require the advance written approval of RHA. Such approval will be granted only if the new family members passes RHA's screening criteria and a unit of the appropriate size is available. Permission to add Live-in Aides and foster children shall not be unreasonably refused.
- (d) Deletions (for any reason) from the household members named on the lease shall be reported by Resident to RHA in writing, within 14-calendar days of the occurrence.

II. Lease and Amount of Rent

- (a) Unless otherwise modified or terminated in accordance with Section XIV, this Lease shall automatically be renewed for successive terms of one calendar month. The rent amount is stated in Part I of this Lease. Rent shall remain in effect unless adjusted by RHA in accordance with Section VII herein. The amount of the Total Tenant Payment and Resident Rent shall be determined by RHA in compliance with HUD regulations and requirements and in accordance with RHA's Admissions and Continued Occupancy Policy.
- (b) Rent is DUE and PAYABLE in advance on the first day of each month and shall be considered delinquent after the 5th calendar day of the month. Rent may include utilities as described in Section VII below, and includes all maintenance services due to normal wear and tear. When RHA makes any change in the amount of Total Tenant Payment or Resident Rent, RHA shall give written notice to Resident. The notice shall state the new amount, and the date from which the new amount is applicable. Rent redeterminations are subject to the Administrative Grievance Procedure. The notice shall also state that Resident may ask for an explanation of how the amount is computed by the RHA. If Resident asks for an explanation, RHA shall respond in a reasonable time.

III. Other Charges

In addition to rent, Resident is responsible for the payment of certain other charges specified in this lease. The type(s) and amounts of other charges are specified in Part I of this Lease Agreement. Other charges can include:

- (a) Maintenance costs. The cost for services or repairs due to intentional or negligent damage to the dwelling unit, common areas or grounds beyond normal wear and tear, caused by Resident, household members or by guests. When RHA determines that needed maintenance is not caused by normal wear and tear, Resident shall be charged for the cost of such service, either in accordance with the Schedule of Maintenance Charges posted by RHA or (for work not listed on the Schedule of Maintenance Charges, or in the event of gross and/or deliberate damage) based on the actual cost to RHA for the labor and materials needed to complete the work. If overtime work is required, overtime rates shall be charged.
- (b) Excess Utility Charges. At developments where utilities are provided by RHA, a charge shall be assessed for excess utility consumption due to the operation of major resident-supplied appliances. This charge does not apply to Residents who pay their utilities directly to a utility supplier.
- (c) Installation charges for resident-supplied air conditioners.
- (d) Late Charges. A charge of \$0 per day late fee for rent and other charges paid after the 5th calendar day of the month. RHA shall provide written notice of the amount of any charge in addition to Resident Rent, and when the charge is due. Charges in addition to rent are due no sooner than two weeks after Resident receives RHA's written notice of the charge.

IV. Payment Location

Rent and other charges are to be paid at the location specified in Part I of this Residential Lease. RHA will not accept cash.

V. Security Deposit

- (a) Resident Responsibilities. Resident agrees to pay an amount equal to \$250.00 or one month's Total Tenant Payment, whichever is greater. The dollar amount of the security deposit is noted on Part I of this Residential Lease.

- (b) **RHA's Responsibilities.** RHA will use the Security Deposit at the termination of this Lease:
1. To pay the cost of any rent or any other charges owed by Resident at the termination of this lease.
 2. To reimburse the cost of repairing any intentional or negligent damages to the dwelling unit caused by Resident, household members or guests.

The Security Deposit may not be used to pay rent or other charges while Resident occupies the dwelling unit. No refund of the Security Deposit will be made until Resident has vacated, and the dwelling unit has been inspected by RHA.

The return of a security deposit shall occur within 21-calendar days after Resident moves out. RHA agrees to return the Security Deposit plus accrued interest (subject to applicable laws), if any, to Resident when he/she vacates, less any deductions for any costs indicated above, so long as Resident furnishes RHA with a forwarding address. If any deductions are made, RHA will furnish Resident with a written statement of any such costs for damages and/or other charges deducted from the Security Deposit.

VI. Utilities and Appliances

As part of the rent, RHA will supply water and sewer service.

- (a) **RHA-Supplied Utilities.** If indicated by an (X) on Part 1 of the Lease Agreement RHA will supply the indicated utility: electricity, natural gas, heating fuel. RHA will not be liable for the failure to supply utility service for any cause whatsoever beyond its control. If indicated by an (X) on Part I of the Lease Agreement, RHA will provide a cooking range and refrigerator. Other major electrical appliances, air conditioners, freezers, extra refrigerators, washers, dryers, etc., may be installed and operated only with the prior written approval of RHA. A monthly service charge will be payable by the Resident for the electricity and/or gas used in the operation of such appliances, as shown on the Schedule posted in the Management Office.
- (b) **Resident-Paid Utilities.** If Resident resides in a development where RHA does not supply electricity, natural gas, or heating fuel, an Allowance for Utilities shall be established, appropriate for the size and type of dwelling unit for utilities Resident pays directly to the utility supplier. The Total Tenant Payment less the Allowance for Utilities equals Resident Rent. If the Allowance for Utilities exceeds the Total Tenant Payment, RHA will pay a Utility Reimbursement to the utility supplier each month. RHA may change the Allowance at any time during the term of the lease, and shall give Resident 60 days written notice of the revised Allowance along with any resultant changes in Resident Rent or Utility Reimbursement. If Resident's actual utility bill exceeds the Allowance for Utilities, Resident shall be responsible for paying the actual bill to the supplier. If Resident's actual utility bill is less than the Allowance for Utilities, Resident shall receive the benefit of such savings.
- (c) **Resident Responsibilities.** Resident agrees not to waste the utilities provided by RHA and to comply with any applicable law, regulation, or guideline of any governmental entity regulating utilities or fuels. Resident also agrees to abide by any local ordinance or House Rules restricting or prohibiting the use of space heaters in multi-dwelling units.

VII. Terms and Conditions

The following terms and conditions of occupancy are made a part of the Lease.

- (a) **Use and Occupancy of Dwelling.** Resident shall have the right to exclusive use and occupancy of the dwelling unit for Resident and other household members listed on the lease. With the prior written consent of RHA, members of the household may engage in legal profit making activities in the dwelling unit. This provision permits reasonable accommodation of Resident's guests or visitors for a period not exceeding 14 consecutive days, or 60-calendar days in a 12 month period. Permission may be granted, upon written request to the Property Manager, for an extension of this provision.
- (b) **Ability to comply with Lease terms.** If during the term of this Lease, Resident, by reason of physical or mental impairment, is no longer able to comply with the material provisions of this lease and cannot make arrangements for someone to aid him/her in complying with the lease, and RHA cannot make reasonable accommodation that would enable Resident to comply with the lease; THEN, RHA will provide technical assistance to Resident, or designated member(s) of Resident family, to find more suitable housing and move Resident from the dwelling unit. If there are no family members who can or will take responsibility for moving Resident, RHA will work with the appropriate agencies to secure suitable housing and will terminate the Lease in accordance with Section XIV of this lease. At the time of admission, all Residents must identify the family member(s) to be contacted if they become unable to comply with lease terms. Resident must also designate the person(s) to receive his/her assets in the event of death or incapacitation.
- (c) **Redetermination of Rent, Dwelling Size, and Eligibility.** The rent amount as fixed in Part I of the Lease Agreement is due each month until changed as described below.
- (1) the status of each family is to be re-examined at least once a year.
 - (2) Resident promises to supply RHA, when requested, with accurate information about: family composition, age of family members, income and source of income of all family members, assets, and related information necessary to determine eligibility, annual

income, adjusted income, and rent.

Failure to supply such information when requested is a serious violation of the terms of the lease, and RHA may terminate the Lease

All information must be verified. Resident agrees to comply with RHA's requests for verification by signing releases for third-party sources, presenting documents for review, or providing other suitable forms of verification.

RHA shall give Resident reasonable notice of what actions Resident must take and of the date by which any such action must be taken for compliance under this Section. This information will be used by RHA to decide whether the amount of rent should be changed, and whether the dwelling size is still appropriate for Resident's needs.

This determination will be made in accordance with the Admissions and Continued Occupancy Policy, which is available in the Management Office. A copy of the policies can be furnished on request at the expense of the person making the request.

- (3) Rent will not change during the period between regular re-examinations, UNLESS during such period:
- (a) A person with income joins the household.
 - (b) When the TTP equals or exceeds the ceiling rent.
 - (c) The increase is the result of ongoing seasonal work and the family has elected to pay rent based on actual monthly income rather than average annual income.
 - (d) The family or a household member previously reported \$0 income.
 - (e) The family has a negative rent (utility reimbursement), or pays no rent.
 - (f) Resident can verify a change in his/her circumstances (such as decline in or loss of income) that would justify a reduction in rent.
If a reduction is granted, Resident must report subsequent increases in income within 14 calendar days of the occurrence, until the next scheduled re-examination. (Failure to report within the 14 days may result in a retroactive rent charge.)
 - (g) If it is found that Resident has misrepresented the facts upon which the rent is based so that the rent Resident is paying is less than the rent that he/she should have been charged, RHA may apply an increase in rent retroactive to the first of the month following the month in which the misrepresentation occurred.
 - (h) Rent formulas or procedures may be changed by Federal law or regulation.
- (4) All changes in family composition must be reported to the Property Manager within 14-calendar days of the occurrence. Failure to report within the 14-calendar days may result in a retroactive rent charge.
This Lease will not be revised to permit a change of family composition resulting from a request to allow adult children to move back into the unit unless it is determined that the move is essential for the mental or physical health of Resident AND it does not disqualify the family for the size unit it is currently occupying.
- (d) Rent Adjustments. Resident will be notified in writing of any rent adjustment due to the situations described above. All notices will state the effective date of the rent adjustment.
- (1) In the case of a rent decrease, the adjustment will become effective on the first day of the month following the reported change in circumstance or change in Federal law or regulations, provided Resident reported the change in a timely manner, as specified above (when change is based on new circumstances).
 - (2) In the case of a rent increase, when an increase in income occurs after a prior rent reduction and is reported within 14-calendar days of the occurrence, the increase will become effective the first day of the second month following the month in which the change was reported.
 - (3) In the case of a rent increase due to a change in Federal law or regulations, the increase will become effective the first day of the second month following the month in which RHA notifies the RESIDENT of the law or regulatory change.
 - (4) In the case of a rent increase due to misrepresentation, failure to report a change in family composition, or failure to report an increase in income (after a reduction in rent per the fixed rent policy), RHA shall apply the increase in rent retroactive to the first of the month following the month in which the misrepresentation occurred.
- (e) Transfers
- (1) Resident agrees that if the authority determines that the size or design of the dwelling unit is no longer appropriate to Resident's needs, RHA shall send Resident written notice. Resident further agrees to accept a new lease for a different dwelling unit of the appropriate size or design.
 - (2) RHA may move a Resident into another unit if it is determined necessary to rehabilitation or demolish Resident's unit.
 - (3) If a Resident makes a written request for special unit features in support of a documented disability or handicap, RHA shall modify Resident's existing unit. If the cost and extent of the modifications needed are tantamount to those required for a fully accessible unit, RHA may transfer Resident to another unit with the features requested at RHA's expense.
 - (4) A resident without disabilities who is housed in a unit with special features must transfer to a unit without such features should a Resident with disabilities need the unit (at RHA's expense).
 - (5) In the case of involuntary transfers, Resident shall be required to move into the dwelling unit made available by RHA. Resident shall be given 45-calendar days time in which to

- move following delivery of a transfer notice. If resident refuses to move, RHA may terminate the Lease.
- (6) Involuntary transfers are subject to the Grievance Procedure, and no such transfer may be made until either the time to request a Grievance has expired or the procedure has been completed.
 - (7) RHA will consider any Resident's request for transfer in accordance with the transfer priorities established in the Admission and Continued Occupancy Policy.

VIII. RHA (Authority) Obligations

RHA shall be obligated:

- (a) To maintain the dwelling unit and the development in decent, safe and sanitary condition;
- (b) To comply with the requirements of applicable building codes, housing codes, and HUD regulations materially affecting health and safety;
- (c) To make necessary repairs to the dwelling unit;
- (d) To keep development buildings, facilities, and common areas, not otherwise assigned to Resident for maintenance and upkeep, in a clean and safe condition;
- (e) To maintain in good and safe working order and condition electrical, plumbing, sanitary, heating, ventilating, and other facilities and appliances, including elevators supplied or required to be supplied by RHA;
- (f) To provide and maintain appropriate receptacles and facilities (except container for the exclusive use of an individual resident family) for the deposit of garbage, rubbish, and other waste removed from the premise by Resident as required by this Lease, and to provide disposal service for garbage, rubbish and other solid waste;
- (g) To supply running water; reasonable amounts of hot water; and reasonable amounts of heat at appropriate times of the year according to local custom and usage; EXCEPT where the building that includes the dwelling unit is not required by law to be equipped for that purpose, or where heat or hot water is generated by an installation within the exclusive control of Resident and supplied by a direct utility connection;
- (h) To notify Resident of the specific grounds for any proposed adverse action by the Authority. (Such adverse action includes, but is not limited to, a proposed lease termination, transfer of Resident to another unit, or imposition of charges for maintenance and repair, or for excess consumption of utilities.) When the Authority is required to afford Resident the opportunity for a hearing under the Authority's grievance procedure for a grievance concerning a proposed adverse action:
 - (1) The Notice of proposed adverse action shall inform Resident of the right to request such hearing.
 - (2) In the case of a proposed adverse action other than a proposed lease termination, RHA shall not take the proposed action until time to request such a hearing has expired and (if hearing was timely requested) the grievance process has been completed.

IX. Resident's Obligations

Resident shall be obligated:

- (a) Not to assign the Lease, nor sublease the dwelling unit.
- (b) (1) Not to give accommodation to boarders or lodgers;
(2) Not to give accommodation to long term guests (in excess of 14 days or multiple "visits" totaling 60 or more days in any 12 month period) without the advance written consent of RHA. Such consent shall not unreasonably be withheld.
- (c) To use the dwelling unit solely as a private dwelling for Resident and Resident's household as identified in Part I of the Lease, and not to use or permit its use for any other purpose. This provision does not exclude the care of foster children or live-in care of a member of the Resident's family, provided the accommodation of such persons conforms to the RHA's Occupancy standards, and so long as RHA has granted prior written approval for the foster child(ren) or live-in aide to reside in the unit.
- (d) To abide by necessary and reasonable regulations promulgated by RHA for the benefit and well-being of the housing development and Residents. These regulations shall be posted in a conspicuous manner in the development office and incorporated by reference in this Lease. Violation of such regulations constitutes a violation of the Lease.
- (e) To comply with the requirements of applicable state and local building or housing codes, materially affecting health and/or safety of Resident and household.
- (f) To keep the dwelling unit and other such areas as may be assigned to Resident for exclusive use in a clean and safe condition. This includes keeping front and rear entrances and walkways for the exclusive use of Resident, free from hazards and trash and keeping yards free of debris and litter. Exceptions to this requirement may be made for Residents who have no household members able to perform such tasks because of age or disability.
- (g) To dispose of all garbage, rubbish, and other waste from the dwelling unit in a sanitary and safe manner only in containers approved or provided by RHA. To refrain from, and cause members of Resident's household or guest to refrain from, littering or leaving trash and debris in common areas.
- (h) To use only in a reasonable manner all electrical, sanitary, heating, ventilating, air-conditioning, and other facilities and appurtenances including elevators.
- (i) To refrain from, and to cause household and guests to refrain from destroying, defacing, damaging, or removing any part of the dwelling unit or project.

- (j) To pay reasonable charges (other than for wear and tear) for the repair of damages to the dwelling unit, development buildings, facilities, or common areas caused by Resident, household members, or guests.
- (k) To act, and cause household members or guests to act in a manner that will:
 - (1) Not disturb other residents' peaceful enjoyment of their accommodations; and
 - (2) Be conducive to maintaining all Authority developments in a decent, safe, and sanitary condition.
- (l) To assure that Resident, any member of the household, a guest, or another person under Resident's control, shall not engage in:
 - (1) Any criminal activity that threatens the health, safety, or right to peaceful enjoyment of RHA's public housing premises by other residents or employees of RHA, or;
 - (2) Any drug-related criminal activity. Any criminal activity in violation of the preceding sentence shall be cause for termination of tenancy, and for eviction from the unit. (For the purposes of this lease, the term drug-related criminal activity means the illegal possession, manufacture, sale, distribution, use or possession with intent to manufacture, sell, distribute, or use, of a controlled substance as defined in Section 102 of the Controlled Substance Act.)
- (m) To make no alterations or repairs or redecorations to the interior of the dwelling unit or to the equipment, nor to install additional equipment or major appliances without written consent of RHA. To make no changes to locks or install new locks on exterior doors without RHA's written approval. To use no nails, tacks, screws, brackets, or fasteners on any part of the dwelling unit (a reasonable number of picture hangers excepted) without written authorization by RHA.
- (n) To give prompt prior notice to RHA, in accordance with Section VIII hereof, of Resident's leaving dwelling unit unoccupied for any period exceeding 30 calendar days.
- (o) To act in a cooperative manner with neighbors and RHA's staff. To refrain from and cause members of Resident's household or guests to refrain from acting or speaking in an abusive or threatening manner toward neighbors and RHA's staff.
- (p) Not to display, use, or possess or allow members of Resident's household or guests to display, use or possess any firearms, (operable or inoperable) or other offensive weapons as defined by the laws and courts of the State of California anywhere on the property of the RHA.
- (q) To take reasonable precautions to prevent fires and to refrain from storing or keeping flammable materials upon the premises.
- (r) To avoid obstructing sidewalks, areaways, galleries, passages, elevators, or stairs, and to avoid using these for purposes other than going in and out of the dwelling unit.
- (s) To refrain from erecting or hanging radio or television antennas on or from any part of the dwelling unit, except that roof antennas may be installed in accordance with regulations set forth by the RHA with the written approval of RHA. Written permission of the RHA is required for installation of satellite devices.
- (t) To refrain from placing signs of any type in or about the dwelling except those allowed under applicable zoning ordinances and then only after having received written permission of the RHA.
- (u) To refrain from, and cause members of Resident's household to refrain from keeping, maintaining, harboring, "sitting" or boarding any dog, cat, livestock, or pet of any nature on the dwelling unit of any RHA family development, without the prior written consent of RHA and payment of the pet security deposit for each animal. Residents must advise the RHA in writing within 14-calendar days of the existence of a service or companion animal warranted by a verified disability, but prior approval is not required.
- (v) To remove from RHA property any vehicles without valid registration and inspection stickers. To refrain from parking any vehicles in any right-of-way, on the sidewalks, or fire lane designated and marked by RHA. Any inoperable or unlicensed vehicle as described above will be removed from RHA property at Resident's expense. Automobile repairs are not permitted on development site.
- (w) To remove any personal property left on authority property when Resident leaves, abandons or surrenders the dwelling unit. Property left for more than 30 days shall be considered abandoned and will be disposed of by RHA. Costs for storage and disposal shall be assessed against the former RESIDENT.
- (x) To use reasonable care to keep the dwelling unit in such condition as to ensure proper health and sanitation standards for Resident, household members and neighbors. Resident shall notify RHA promptly of known need for repairs to the dwelling unit, and of known unsafe or unsanitary conditions in the dwelling unit or in common areas and grounds of the development. Resident's failure to report the need for repairs in a timely manner shall be considered to contribute to any damage that occurs.
- (y)
 - (1) Not to commit any fraud in connection with any Federal housing assistance program, and
 - (2) Not to receive assistance for occupancy of any other unit assisted under any Federal housing assistance program during the term of the Lease.
- (z) To pay promptly any utility bills for utilities supplied by Resident by a direct connection to the utility company, and to avoid disconnection of utility service for such utilities.
- (aa) To perform and maintain appropriate documentation of compliance with any applicable HUD mandated community service requirement.

X. Defects Hazardous to Life, Health or Safety

In the event that the dwelling unit is damaged to the extent that conditions are created which are hazardous to the life, health or safety of the occupants:

RHA Responsibilities

- (a) RHA shall be responsible for repair of the unit within a reasonable period of time after receiving notice from Resident, provided, if the damage was caused by Resident, household members, or guests, the reasonable cost of the repairs shall be charged to Resident.
- (b) RHA shall offer Resident a replacement dwelling unit, if available, if necessary repairs cannot be made within a reasonable time. RHA may provide temporary lodging at a hotel or motel as an accommodation for the family. RHA is not required to offer Resident a replacement unit if the hazardous condition was caused by Resident, household members, or guests.
- (c) Resident shall accept any replacement unit/lodging offered by RHA.
- (d) In the event repairs cannot be made by RHA, as described above, and alternative accommodations are unavailable, then rent shall abate in proportion to the seriousness of the damage and loss in value as a dwelling. No abatement of rent shall occur if Resident rejects alternative accommodations or if the damage was caused by Resident, household members, or guests.
- (e) If RHA determines that the dwelling unit is untenable because of imminent danger to the life, health, or safety of Resident, and alternative accommodations are refused by Resident, this Lease shall be terminated, and any rent paid will be refunded to Resident.

Resident Responsibilities:

- (a) Resident shall immediately notify the Property Manager of the damage and intent to abate rent, when the damage is or becomes sufficiently severe that Resident believes he/she is justified in abating rent.
- (b) Resident agrees to continue to pay full rent, less the abated portion agreed upon by the RHA, during the time in which the defect remains uncorrected.

XI. Move-In and Move-Out Inspections

- (a) Move-In Inspection: RHA and Resident or representative shall inspect the dwelling unit prior to occupancy by Resident. RHA will give Resident a written statement of the conditions of the dwelling unit, both inside and outside, and note any equipment provided with the unit. The statement shall be signed by RHA and Resident and a copy of the statement retained in Resident's file. Any deficiencies noted on the inspection report will be corrected by RHA, at no charge to Resident.
- (b) Move-Out Inspection: RHA will inspect the unit at the time Resident vacates and give Resident a written statement of the charges, if any, for which Resident is responsible. Resident and/or representative may join in such inspection, unless Resident vacates without notice to RHA.

XII. Entry of Premises During Tenancy

- (a) Resident Responsibilities
 - (1) Resident agrees that the duly authorized agent, employee, or contractor of RHA will be permitted to enter Resident's dwelling during reasonable hours (9:00 a.m. to 5:00 p.m.) for the purpose of performing routine maintenance, making improvements or repairs, inspecting the unit, or showing the unit for releasing.
 - (2) When Resident calls to request maintenance on the unit, RHA shall attempt to provide such maintenance at a time convenient to Resident. If Resident will be absent from the dwelling unit at the time of the scheduled maintenance, he/she may authorize RHA to enter the dwelling unit.
- (b) RHA's Responsibilities
 - (1) RHA shall give Resident at least 48 hours written notice that RHA intends to enter the unit. RHA may enter only at reasonable times.
 - (2) RHA may enter Resident's dwelling unit at any time without advance notification when there is reasonable cause to believe that an emergency exists.
 - (3) Except in the case of an emergency, RHA will not enter Resident's unit if only minors are present.
 - (4) If all members of the household are absent from the dwelling unit at the time of entry, RHA shall leave in the dwelling unit a written statement specifying the date, time and purpose of entry prior to leaving the dwelling unit.

XIII. Notice Procedures

- (a) Resident Responsibility: Any notice to RHA must be in writing, delivered to the Development Office or to RHA's Administrative Office, or sent by prepaid first-class mail, properly addressed.
- (b) RHA Responsibility: Notice to Resident must be in writing, delivered to Resident or to any adult member of the household residing in the dwelling unit, or sent by prepaid first-class mail addressed to Resident.
- (c) Unopened, canceled, first-class mail returned by the Post Office shall be sufficient evidence that notice as given, whether signed or unsigned.
- (d) If Resident is visually impaired, all notices must be in an accessible format.

XIV. Termination of the Lease

In terminating the Lease, the following procedures shall be followed by RHA and Resident:

- (a) This Lease may be terminated only for serious or repeated violations of material terms of the obligations set forth in Section IX above, or for other good cause. Such serious or repeated violation of terms shall include but not be limited to:

- (1) The failure to pay rent or other payments when due;
 - (2) Repeated late payment, which shall be defined as failure to pay the amount of rent or other charges due by the 6th of the month. Three such late payments within a 12 month period shall constitute a repeated late payment.
 - (3) Failure to pay utility bills when Resident is responsible for paying such bills directly to the supplier of utilities;
 - (4) Misrepresentation of family income, assets, or composition;
 - (5) Failure to supply, in a timely fashion, any certification, release, information, or documentation on family income or composition needed to process annual re-certifications or interim re-certifications.
 - (6) Serious or repeated damage to the dwelling unit, creation of physical hazards in the unit, common areas, grounds, or parking areas of any development site;
 - (7) Any activity by Resident, household member, guest, or other person under Resident's control, including criminal activity that threatens the health, safety or right to peaceful enjoyment of RHA's public housing premises by other residents or employees, or any drug-related criminal activity.
 - (8) Weapons or illegal drugs seized in an RHA unit by a law enforcement officer;
 - (9) Any fire on RHA premises caused by the Resident, household members or guests' actions or neglect.
- (b) RHA shall give written notice of the proposed termination of the Lease of:
- (1) 14-calendar days in the case of failure to pay rent;
 - (2) A reasonable time, but not to exceed 30-calendar days, considering the seriousness of the situation when the health or safety of other residents or RHA staff is threatened;
 - (3) 30-calendar days in any other case.
- (c) The notice of termination:
- (1) The notice of termination to Resident shall state specific reasons for the termination, shall inform Resident of his/her right to make such reply as he/she may wish, and of Resident's right to examine RHA documents directly relevant to the termination or eviction.
 - (2) When RHA is required to offer Resident the opportunity for a grievance hearing, the notice shall also inform Resident of the right to request such a hearing in accordance with RHA's grievance procedures.
 - (3) Any notice to vacate (or quit) which is required by State or local law may be combined with, or run concurrently, with the notice of lease termination under this section. The Notice to Vacate must be in writing, and specify that if Resident fails to quit the premises within the applicable statutory period, appropriate action will be brought against Resident, and Resident may be required to pay the costs of court and attorney's fees.
 - (4) When RHA is required to offer Resident the opportunity for a grievance hearing under RHA's grievance procedure for grievance concerning the lease termination, the tenancy shall not terminate (even if any Notice to Vacate under State or local law has expired) until the period to request a hearing has expired, or (if a hearing is requested) the grievance process has been completed.
 - (5) When RHA is not required to offer Resident the opportunity for a hearing under the grievance procedure and RHA has decided to exclude such grievance from RHA grievance procedure, the notice of lease termination shall (a) state that Resident is not entitled to a grievance hearing on the termination; (b) specify the judicial eviction procedure to be used by RHA for eviction and state that HUD has determined that this eviction procedure provides the opportunity for a hearing in a court that contains the basic elements of due process as defined in HUD regulations; and (c) state whether the eviction is for a criminal activity that threatens health or safety of residents or staff or for drug-related criminal activity.
 - (6) RHA may evict the Resident from the unit only by bringing a court action.
- (d) Resident may terminate this Lease at any time by giving 30-calendar day written notice as described in Section XIII above.
- (e) In deciding to evict for criminal activity, RHA shall have discretion to consider all of the circumstances of the case, including the seriousness of the offense, the extent of participation by or awareness of family members, and the effects that the eviction would have both on family members not involved in the proscribed activity and on the family's neighbors. In appropriate cases, RHA may permit continued occupancy by remaining family members and may impose a condition that family members who engaged in the proscribed activity will neither reside in nor visit the unit. RHA may require a family member who has engaged in the illegal use of drugs to present credible evidence of successful completion of a treatment program as a condition to being allowed to reside in the unit.
- (f) When RHA evicts a resident from a dwelling unit for criminal activity RHA shall notify the local post office serving that dwelling unit that such individual or family is no longer residing in the unit so the post office will stop mail delivery for such persons and they will have no reason to return to the unit.

XV. Waiver

No delay or failure by RHA in exercising any right under this lease agreement, and no partial or single exercise of any such right shall constitute a waiver (post or prospective) of that or any other right, unless otherwise expressly provided herein.

XVI. Housekeeping Standards

In an effort to improve the livability and conditions of the units owed and managed by RHA, uniform standards for resident housekeeping have been developed for all resident families.

- (a) RHA Responsibility: The housekeeping standards will be applied fairly and uniformly to all Residents. RHA will inspect each unit at least annually, to determine compliance with the standards. Upon completion of any inspection, RHA will notify the Resident of the specific correction(s) required to establish compliance, and indicate that training is available. Within a reasonable period of time, RHA will schedule a second inspection. Failure of a second inspection will constitute a violation of the lease terms.
- (b) Resident Responsibility: Resident is required to abide by the housekeeping standards. Failure to abide by the housekeeping standards that results in the creation or maintenance of a threat to health or safety is a violation of the lease terms and can result in eviction.
- (c) The Housekeeping Standards are attached hereto and are incorporated herein by this reference.

XVII. Reasonable Accommodation

RHA will make reasonable accommodations in the lease and other policy requirements when requested by a qualified resident with disabilities. The concept of reasonable accommodation involves helping a resident meet essential lease requirements; it does not require the lowering or waiving of essential lease requirements."

HOUSING AUTHORITY OF THE CITY OF RICHMOND

Name and Address _____ Date _____
 _____ Type of Action _____ Anniv Month _____
 _____ Initial _____
 _____ Annual _____
 _____ Interim _____
 Program Section 8 Certificate Voucher

Emergency Information: Name _____
 Relation _____ Telephone No. _____

Does the head of household request:
 A. Special assistance to understand the eligibility or recertification process? Yes No
 B. In-Home Appointments? Yes No

Mbr #	Last Name, First Name, Middle Initial	Soc Sec No.	Relation	Sex	Disabled	Birthdate
1			Head			
2			Spouse			
3						
4						
5						
6						
7						
	Place of Birth (City, State)	Drivers License No.	Marital Status	Primary Language Spoken		
Head						
Spouse						

Income Detail			
Mbr #	Source/Employer	Address	Amount/Frequency

Deductions/Allowances: Check all that apply: Childcare Medical Full-Time Adult Student None

Assets: Check all that apply: Savings Checking Aver combined balance: \$ _____
 Name/Location of Bank: _____ Real Estate
 Car Make _____; Year _____ Other assets valued at \$500 or more NONE

Criminal History: Does any household member have a history with any law enforcement agency involving illegal drugs, violent criminal behavior, or alcohol related disturbances? Yes No
 Is any household member required to register as a sex offender in CA or any other state? Yes No

Conflict of Interest:
 a. Is any adult in the household employed by the Richmond Housing Authority? Yes No
 b. Is any member of the household related to any current employee of the Richmond Housing Authority? Yes No

I/We declare that ALL the information reported to the Housing Authority on this form is true and complete to the best of my knowledge. I/We understand that false statements are punishable under State and Federal law. I/We understand that false statements or incomplete information are grounds for denial/termination of housing assistance and termination of tenancy. My statements reflect the current circumstances, and those I anticipate in the next 12 month period.

	Signature & Date
	Signature & Date
	Signature & Date RHA:

*Codes for Relation: D=Daughter S=Son M=Mother F=Father N=Niece NP=Nephew SI=Sister B=Brother
 GD=Granddaughter GS=Grandson A=Attendant FD=Foster Daughter FS=Foster Son O=Other



Appendix E
Richmond Housing Authority Resident Warning Letter



OFFICIAL WARNING

As a participant in the Housing Authority of the City of Richmond [] Public Housing Program [] Section 8 Certificate/Voucher Program, you are required to be a good "tenant". Being a good tenant includes but is not limited to:

- a. Complying with all the terms of your lease;
- b. Reporting all household income and all person residing in the household;
- c. Paying your rent in full, each month, when due;
- d. Personally refraining from, and insuring that all household members and guests refrain from any involvement with illegal drugs;
- e. Personally refraining from, and insuring that all household members and guests refrain from any involvement in violent criminal behavior;
- f. Personally refraining from, and insuring that all household members and guests refrain from consuming and/or abusing alcohol and creating a disturbance to neighbors.

ADD SPECIFIC TEXT HERE: We have information from one or more reliable sources that you may be involved with illegal drugs. It is alleged that you purchased illegal drugs on credit, then failed to make payment. Such behavior is in violation of your obligations as a recipient of housing assistance, and subjects you, your household members and neighbors to possible harm.

We do not have sufficient evidence of the allegation to take an adverse action against you. If you suffer from an addiction to illegal drugs and would like assistance, we will be happy to refer you to agencies in the community that may be able to assist you. You should be advised that if we obtain additional information about the allegation we will not hesitate to take action up to and including termination of your assistance.

Certification

This warning was reviewed with me on _____. I understand the allegation; I do not necessarily agree with it. I understand that the Housing Authority may take action, up to and including terminating my assistance if I am found in violation of any of my family obligations, especially any involving illegal drugs or violent criminal behavior.

Print Name _____

Signature _____

Date

Housing Authority Representative _____

Title



Appendix F
Richmond Housing Authority One-Strike Policy and Administrative Policy/Admissions
and Continued Occupancy Policy



**ONE STRIKE POLICY
ILLEGAL DRUG AND VIOLENT CRIMINAL BEHAVIOR**

The Richmond Housing Authority believes strongly that every household participating in any of our rental housing subsidy programs has a right to exercise choice about where they wish to live, and that the chosen environment should be free of illegal drug and violent criminal behavior.

It is also our position that every household that receives the rental subsidy benefit has an obligation to refrain from illegal activity, especially illegal drug activity and violent criminal behavior.

On January 14, 1997; the City of Richmond, Board of Commissioners, adopted a "One-Strike" policy. The policy prohibits Section 8 participants and Public Housing Residents from engaging in illegal drug activity or violent criminal behavior.

Under the "One-Strike" policy, you can lose your rental assistance, and be terminated from the Section 8 Certificate/Voucher or Public Housing Program if:

1. You or any member of your household (including minors) engages in illegal drug activity in or about your rental unit; or
2. If you or any member of your household (including minors) engages in violent criminal behavior in or about your rental unit; or
3. If you or any member of your household (including minors) engages in illegal drug activity away from your rental unit or
4. If you or any member of your household (including minors) engages in violent criminal behavior away from your rental unit; or
5. Any guest of your household (including minors) engages in illegal drug activity in or about your rental unit; or
6. Any guest of your household (including minors) engages in violent criminal behavior in or about your rental unit.

Participants should also be informed that assistance can be terminated if any member demonstrates a pattern of abuse of alcohol that negatively impacts other residents.

If you or any member of your household (including minors) suffers from an addiction to any drug or alcohol, you are encouraged to seek assistance. We will be happy to assist you, and any information you share will be kept confidential.

Certification: I have read this notice, and I have been given an opportunity to ask questions of the Housing Authority staff. I understand that my rental housing assistance can be terminated the first time my household is found in violation of this policy.

I understand that the Housing Authority is not required to prove that there has been an arrest or a conviction. The Housing Authority only needs to show that more likely than not, a violation has occurred. The technical term for this burden of proof is "the preponderance of evidence".

I understand that the Richmond Housing Authority must notify me in writing before terminating my assistance, and that I have certain administrative and judicial rights to file an appeal.

Print Name	Signature	Date

HOUSING AUTHORITY OF THE CITY OF RICHMOND
Section 8 Certificate, Voucher & Public Housing Programs
STATEMENT OF FAMILY OBLIGATIONS

1	Family must supply complete and accurate information to the Richmond Housing Authority as necessary in our determination of initial or continued eligibility for participation in the Certificate, Voucher or Public Housing Program, including information regarding all income received, or anticipated in the next 12 months.	Initial
2	Family must allow the Richmond Housing Authority to inspect the rental unit at reasonable times, and upon reasonable notice.	
3	Family has the following responsibilities for meeting Housing Quality Standards a. Payment of utilities (gas, electricity, water) IF UTILITIES ARE PAID BY THE TENANT, NOT THE LANDLORD b. Providing and maintaining tenant supplied appliances. IF OWNED BY THE TENANT. c. Damage to the unit that is caused by the tenant or guest, intentional or accidental, that is beyond normal wear and tear.	
4	Family must assure that every person in the household signs a statement providing information regarding their U.S. citizenship or immigration status (a form is required for EVERY household member).	
5	Family must NOT commit any serious or repeat violations of the rental lease. Non-payment of rent, drug activity, and violent behavior are generally considered serious violations.	
6	Family must notify the landlord and Richmond Housing Authority before vacating the rental unit. Families are encouraged to provide written, versus verbal notice.	
7	Family must request permission from the Richmond Housing Authority before adding anyone to the approved household. Additions due to marriage, birth or adoption may be reported after addition, but final approval is subject to screening. Notice should be given within 14 calendar days of the event.	
8	Family must notify the Richmond Housing Authority in writing within 14 calendar days if anyone moves out of the household.	
9	Family must use the rental unit as the family's sole residence. Family may engage in legal profit making activities provided they are incidental to the residential use, and provided the family's living needs are adequately provided for Prior written approval of the RHA is required.	
10	Family must not allow people who are not a part of the approved household to use the address or receive mail at the rental unit.	
11	Family must notify the Richmond Housing Authority within 14 calendar days of knowledge if any adult member of the household will be absent for 30 or more consecutive days.	
12	Family must assure that all household members, and all guests of the household, refrain from any involvement with illegal drug activity and any involvement in violent criminal behavior.	
13	Family must exercise proper control over the behavior of all household members and their guests, and must avoid disturbing the peace and quiet of other residents.	
14	Family must assure that all household members refrain from a pattern of abuse of alcohol that negatively impacts the peace and quiet of other residents.	
15	Family must report to the Richmond Housing Authority within 14 calendar days, whenever there is an increase in household income, including any gift, bonus, award, settlement or special payment in excess of \$600. The Richmond Housing Authority will process an interim recertification in accordance with the Administrative Plan and the Admissions and Continued Occupancy Policy.	
16	Family may not assign the lease, sublease, or transfer the dwelling unit. Family may not have any interest in the assisted unit.	
17	Family must keep the rental unit and other areas assigned to the family for its exclusive use (i.e., adjacent/private front, rear, and side yards, hallway, garage, carport) in a clean and safe condition unless otherwise specified in the rental lease.	
18	Family must insure that no member of the household, or any of its guests, engages in, threatens, or attempts, any physical harm against any Richmond Housing Authority employee or contractor of the Authority.	
19	Family (including individual household members) may not receive Section 8 tenant based assistance while receiving another housing subsidy, for the same or different unit.	
20	Family may not provide accommodations for boarders or lodgers. Visitors may not stay more than 14 consecutive days, or more than 60 days in any calendar year.	
21	Family must provide Richmond Housing Authority a copy of any eviction notice, notice of cancellation of utility service (gas, electricity, water, garbage), utility company hazard notice, or notice of condemnation, within 5 calendar days of receipt.	
22	Family may not make any payment to the landlord for rent other than the amount specified in the lease approved by the Richmond Housing Authority. Family must immediately report to the RHA, any request by the landlord for any additional or side rent payments.	
23	Family must cooperate with the Richmond Housing Authority in the performance of any certification, or recertification of eligibility. All adult members of the household must be present for the appointment.	
24	Family must reimburse the landlord for the reasonable cost of repair of tenant caused damage (excluding normal wear and tear).	
25	Family may not commit fraud, bribery or any other corrupt or criminal act in connection with the housing program.	
26	Family may not house any pet without prior written approval of the landlord. In NO event may a family have a Rottweiler or Pit Bull Terrier.	

I, _____, have read and understand my obligations as a participant in the Richmond Housing Authority Section 8 Certificate, Voucher or Public Housing Program. I understand that the Housing Authority may deny my family admission to, or terminate my family's participation in the program if there is a violation of these conditions. I have circled the number of the item(s) that I don't fully understand.

Signature _____ Date _____

Name of Head of Household _____

PERSONAL DECLARATION

Head of Household _____

THIS FORM MUST BE COMPLETED IN YOUR OWN HANDWRITING. YOU MUST USE THE CORRECT LEGAL NAME FOR EACH MEMBER OF YOUR HOUSEHOLD. THE HEAD OF HOUSEHOLD MUST SIGN, CERTIFYING TO ALL THE INFORMATION PROVIDED. ALL OTHER ADULT MEMBERS OF THE HOUSEHOLD MUST SIGN BELOW CERTIFYING THE INFORMATION PERTAINING TO THEM. PLEASE PRINT.

I. HOUSEHOLD COMPOSITION: List all adults (18 years or older) who will be living in the assisted household. List the head of household first.

Name	Birth Date	Relationship	Social Security #	Drivers License Identification #	Marital Status
		Self			

List all minors (17 and younger) that will be living in the assisted household.

Name (As it appears on SS Card)	School Name	Absent parent's Name	Absent Parent's Address

II. OTHER

1. Does any member of the household have a history with any law enforcement agency involving illegal drugs or violent criminal behavior in the past three years? _____
2. Does any member of the household suffer from an addiction to alcohol or any legal or illegal drug? _____

Signature of Head of Household _____



Appendix G
**Richmond Police Department Pamphlet, "How to Eliminate Drug Dealing, Drug Sales, and
Public Nuisances"**



How to Eliminate

**Drug Dealing
Drug Sales**



**&
Public Nuisances**

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Richmond Community Police
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APPENDIX

SECTION 1. THE BUSINESS OF DRUGS

A "Drug House" is a business that operates like any other business. It operates on a profit margin which depends on customers to make the business profitable. Besides being illegal, the customers and dealers create a Public Nuisance by introducing crime, fear, violence, noise, litter and health risks to a neighborhood destroying the neighborhood's peace, harmony and general quality of life.

To rid your neighborhood of the "Drug House" you must look at it in a new light - a business that is causing a Public Nuisance. The profit motive must be eliminated through the disruption of the normal flow of business (customers).

The Public Nuisance of a "Drug House" include:

- A. Excessive noise day and night resulting in a loss of sleep.
- B. Involuntary witness to illicit drug use and sexual activity.
- C. Fear of using the street freely.

D. Offensive encounters with strangers and drug addicted neighbors.

E. Illegal Propositions and/or threats.

F. Increase in crime and vandalism.

G. Increase in litter, trash and graffiti.

H. Unpleasant odor and health concerns from public urination.

I. Increase in vehicle traffic, parking problems and abandoned vehicles.

Section 2. How do I know if a drug house is active in my neighborhood?

The business of a "Drug House" is more or less the same in any community. The danger signs of a "Drug House" are the Public Nuisance that it creates.

Drug House Danger Signs are:

- A. Increased short-term auto and pedestrian visits to a particular house or apartment.
- B. Cars speeding up and down the street, honking or "burning rubber" as they speed away.
- C. Increase in litter such as used condoms, syringes, needles, little plastic bags, glass pipes, bottles, trash, stacks of used matches, graffiti and abandoned vehicles on private and public property.
- D. Increase in crimes like auto burglaries, home burglaries, robbery, vandalism and assault.
- E. Increase in noise such as loud voices, fights, gun fire, and loud radios especially late at night.
- F. Active prostitution in or around the neighborhood.

Section 3. Whose responsibility is it to get rid of a "Drug House"?

This can not be accomplished by one person or one agency in the community. It takes a combined team effort by you, the Richmond Police Department and others such as Public Works, Fire Department, Health Department, landlords, tenants and others. The team effort is a coordinated effort activated on all fronts of the community to ensure that all available resources function as an organized system. Team effort is the key to achieving success to eliminate drugs in your neighborhood. The start-up members of the team should include you, neighbors, property owners of rented buildings and the Richmond Police. As the problem is defined, you will begin to look at the problem in a different light and additional city agencies and others can be added to the team such as health and safety code inspectors, child welfare authority, housing authority, etc. The bottom line is to close down the "Drug House".

Remember that services and resources are limited. So use them wisely. Designate one or two people on the Team as a liaison with the government resources who have joined the Team. Use the telephone to update them, pick their brains and get their support.

Section 4. How do I get rid of a "Drug House"?

A. Organize your block.

Block by block community mobilization is the most powerful weapon available. A neighborhood team is the fastest, safest, and most effective way to rid your neighborhood of a "Drug House" and prevent it from coming back. Because numbers give you power and power gives you results.

A Block Meeting is easy and fun. Pick a place and time to meet. This can be a home, business office, library or a church. Invite your neighbors and the police. Prepare a simple flyer that includes the date, time, place and agenda of your meeting. Hand deliver the flyers to your neighbors, and mail them to your invited guests.

To have a productive meeting, start on time and stick to the agenda. Talk about the problem, don't complain, and determine what actions the group would like to take. Do not go over the same problems each meeting, but rather update quickly what has occurred since the last meeting then move on to what will take place before the next meeting.

Remember, the bottom line is preventing the business of drugs to operate in your neighborhood. Make a phone tree and compile a list of Team members' names, addresses, and phone numbers and any other important phone numbers. Define the actions that the group will do for the next few weeks and delegate tasks. You will need a volunteer secretary who will need to write up and distribute the minutes of each meeting. This is very important because these minutes will be critical evidence if you end up going to court. Everyone should participate in one way or another in the group's actions. The worst thing a neighborhood group can do is rely on one or two people to do the work of the whole. It is guaranteed that these few people doing all the work will "burn out" long before you rid your neighborhood of the "Drug House".

B. Document Everything.

Once you have organized your block and identified the location of the public nuisance, you will need to keep a record of everything you see or do. This means writing down everything that occurs in and around the "Drug House" and keeping track of what you did to stop it.

C. Get to know the "Drug House"

DO NOT confront the drug dealers or their customers, that is the job of the **Richmond Police and the Property Owner**. Through observation, get to know who the staff and customers of the "Drug House" are, what they drive, what routes they take, what they do, and the hours of operation. Give them code names and make identification cards for them so it will be easy to describe them to the police when you call.

D. Activity Log Book

Each block member should keep a record of the problems that the "Drug House" causes them. Every time there is a public nuisance, illegal activity or you see something strange write it down and call the police. Include in your log book **DATE, TIME, PLACE, and ACTIVITY**. The **CARS' MAKE, MODEL, COLOR** and **LICENSE NUMBER** and the **PERSON** or **PEOPLE** causing the problem. When you call the police be sure to note in your log book the time you called who you talked to, and the action taken. Be sure to get the call's I.D. Number (report number or incident number) of each call to the police.

E. Your Secret Weapon: The Telephone

Make a telephone tree comprised of members of your block group and use it. This is the most valuable weapon you have. When you see drug activity call the police. Then call your neighbors on the telephone tree. Let them know that the "Drug House" is active. Have them observe and call too.

Everyone in the neighborhood group must be active to avoid burn out, and to make this empowerment work. You must get active and call, call, and then call again.

F. Find out who legally owns the "Drug House"

The Contra Costa County Assessor's Office (located at 834 Court, Martinez, 313-7400) has records of the legal ownership deed for every property in the county. These are public records. Look up the legal owner of the "Drug House" by its address and write down all the names on the ownership deed and the address of the legal owners.

If the property owner is an individual or a couple, you now have the information necessary to contact them and begin to

resolve the problem. If the property owner is a corporation or partnership, you must complete one more task to find out who are the people behind it. California requires that all people doing business in a name other than their own must either:

- * File a Fictitious Business Name Statement with the County Clerk (646-2950) in the county in which the business operates;
 - * File a Partnership Statement with the County Clerk; or
 - * File Articles of Incorporation or a Certificate of Partnership with the Secretary of State's Office in Sacramento.
- * Another way to figure out who owns a business is to check with the Business Tax and License Office at Richmond City Hall, 2600 Barrett Avenue, Richmond 620-6742.

Remember, this is public information.

Section 5. Good-By "Drug House"

If you have completed the previous steps it is now time for your group to "un-welcome" the "Drug House" in your neighborhood. This is done by preventing the drug dealers from doing business. First, continue to call the police every time there is drug activity and keep your activity log book updated. Second, apply pressure to have the drug dealers evicted.

A. If the "Drug House" is a rental property.

Write a letter to the "Drug House" property owner detailing the public nuisance that you have documented, the exact location if you can, and the people you believe that are involved. Describe the fear and emotional upheaval that the "Drug House" is causing you, your family and your neighborhood. Keep to the facts and keep it simple. Invite the "Drug House" property owner to join the Team and become a partner in the campaign to eliminate drugs in your neighborhood. Also, let the property owner know that it is illegal to allow the public nuisance to continue. Request that the property owner take whatever steps necessary to resolve the problem within 30 days. Offer to assist them in anyway

possible but insist that they protect your identity from the drug dealers. Attach a copy of the Activity Log Book to the letter. Send this letter by certified mail. Send a copy of this letter to the City Attorney (2600 Barrett Avenue, Richmond 94804), the Area Commander (Lieutenant) of your neighborhood's substation (substation addresses attached), Neighborhood Services Liaison (City Manager's Office, 2600 Barrett Avenue, Richmond 94804) and Richmond City Council (2600 Barrett Avenue, Richmond 94804). Be sure to keep a copy of this letter for your file.

In addition, if the rental unit is a Section 8 housing unit, it falls under the management of the Richmond Housing Authority, 330 -24th Street, Richmond, 237-3271. The Richmond Housing Authority can take steps against both the property owner and the tenants, as indicated by your evidence. Actions may include:

- * Withholding Section 8 contracts from the property owner until they have a property management plan to correct drug-related nuisance problems (With the assistance of your Activity Log, the Richmond Housing Authority can do this), or

* Subject Tenants to agreements, or ultimately lose their Section 8 certificate, if the tenant permits the drug-related business to be active in their unit. (This includes the actions of their visitors).

B. If the "Drug House" is Owner Occupied

Write a letter to the City Attorney describing the public nuisance and the trauma that the "Drug House" is causing you, your family, and your neighborhood. Be specific on the address and name of the legal owner. Mention that the legal owner also resides at the "Drug House". Be sure to attach a copy of the Activity Log Book documenting the Public Nuisance. Offer your assistance in resolving the problem but insist that the City Attorney protect your identity from the drug dealers as long as it is possible. Ultimately, it may be necessary for the neighborhood group to come forward and testify in court if it goes that far. Request that the City Attorney begin to implement the DRUG ABATEMENT ACT (California Health & Safety Code Section 11570) against the property. Send a copy of this letter to the Police, City Manager and the City Council. Be sure to keep a copy for your file.

Section 6. How to Settle Your Dispute

The Public Nuisance that the "Drug House" business creates is the legal ground needed to evict the drug dealer. In fact, State Law takes precedence over any local rent control law requirement when a tenant is using the premises for illegal drug activity.

A. Property Owner Takes Action

Step 1: The Property Owner receives the letter of demand from the neighborhood group documenting the Public Nuisance activities that are taking place on the owner's property and requesting action.

Step 2: The Property Owner contacts the neighborhood group and joins the Team effort. The Property Owner requests all documentation that the police and neighbors have on the actions of the drug dealers and the public nuisance that has been created.

Step 3: Property Owner takes reasonable remedial steps such as installing lighting, fencing, security doors, hiring an on-site manager, and commencing eviction

proceedings against tenants that use or allow their premises to be used for illegal drug activity. If eviction is appropriate, the Property Owner gives tenant a 3-day "Notice to Vacate".

Step 4: If the tenant does not comply, the Property Owner serves the tenant with a lawsuit called "Unlawful Detainer".

Step 5: If the tenant files a proper "Answer" within 5 days, the Property Owner requests a Court date.

Step 6: The Property Owner presents their case in court. It is important that the members of the neighborhood group support the Property Owner in the case against the drug dealer. Testimony from the police and/or neighbors will be necessary for the Property Owner to prove the case. A judge or jury then decides if the facts justify eviction.

Step 7: If the Property Owner wins, the sheriff serves a 5 day eviction notice, then evicts the drug dealer.

In most cases, the Property Owner does not have to go through the entire process of eviction. Remember, drug dealing is a business, an illegal business, and someone who is dealing drugs does not want to be hauled into court and usually moves after being served notice or moves within a negotiated time-frame.

B. Owner-Occupied "Drug House"

Step 1: The City Attorney receives the letter of demand from the neighborhood group documenting the Public Nuisance activities that are taking place at the "Drug House" property.

Step 2: The City Attorney requests all documentation from the Richmond Police Department regarding the drug dealing at the "Drug House". To implement the DRUG ABATEMENT ACT the police first must find a large quantity of drugs on or around the "Drug House" property to support the charges that the residence is being used as a "Drug House".

Step 3: If the Richmond Police have found a large quantity of drugs on or around the "Drug House" property the property owner will be requested to meet with City Officials and to commit to taking reasonable remedial measures, which may include evictions. If the property owner fails to implement remedial measures as agreed to, the City Attorney can sue the Property Owner to institute the remedial measures under the DRUG ABATEMENT ACT.

Step 4: If the Richmond Police HAVE NOT been able to find drugs on or around the "Drug House" property, a letter will be sent to the Property Owner detailing the problem and requesting corrective action. The penalties for failure to abate the nuisance may be included. In addition, the Property Owner is notified that a Code Enforcement Team will be visiting the site to document any and all code violations.

Step 5: If the DRUG ABATEMENT ACT can not be implemented, the Code Enforcement Team will continue to work with the neighborhood group and

other health and safety code inspectors to build a case against the Property Owner until the case can be legally proven.

Section 7. Property Owner Does Not Act or Does Very Little

A. Small Claims Court

A Small Claims Court suit can sometimes be the best way for a neighborhood group to force an irresponsible Property Owner to act. The speed and low cost of a Small Claims Court action makes it an attractive alternative to civil litigation. Small Claims Court is cheap, safe, fast and effective and no lawyers are allowed. Before you start any Small Claims Court action read Every One's Guide To Small Claims Court by Ralph Warner. This technical self-help law book gives you a detailed account of what to do and how to do it. It is easy to read and is available in any book store or library.

Step 1: Write a letter to the Property Owner letting them know that if no action is taken within 7 days the neighborhood group will collectively sue the Property Owner in Small Claims Court for

maintaining a Public Nuisance. Sent it certified mail. If the Property Owner still does not act, then proceed with the Small Claims Court lawsuit.

Step 2: Everyone in the neighborhood group must individually file a claim which will be collectively heard in court. children under the age of 18 years may sue by using their parents as their legal guardian. Visit the Small Claims Court Clerk (County Building, 100-37th Street, Richmond) to get the filing forms. Tell the clerk what you are doing, how many people are involved, and if any children are suing. Ask about a Small Claims Court Advisor. The advisor's service is free so use them to help you with all the details.

Step 3: Each person must fill out a Plaintiffs Statement form. Do a master copy to make it easier. You must sue each person listed as the legal owner on the property deed. You can each sue for the maximum amount allowed in Small Claims Court (\$5,000).

The reason for your suit is:

" Defendants allow illegal activity on their property at (fill-in the "Drug House" address) that deprives me of the quiet use and enjoyment of my property and causes me emotional and mental distress."

Step 4: Return the Plaintiffs Statement to the Small Claims Court Clerk. Ask the Clerk to schedule the same court date and time for all the claims. They will prepare a Plaintiff Claim form for you and call you when the claims are ready. It will cost \$15.00 per case to file a claim in the Richmond Small Claims Court.

Step 5: When the forms are complete a copy must be served on the person, persons, or corporation you are suing. This is call "service of process". It is important to know the paper work which must be completed for proper service so talk to the Small Claims Court Advisor for details. For a small fee, the Marshall's Office will serve the summons for you or you may have anyone over the age of 18 years not involved in the suit serve the summons

on the Property Owner, or you can hire a professional process server. The Richmond Police Department does not serve civil papers.

B. Getting Ready For Court

Step 1: Ask the Small Claims Court Advisor for help in subpoenaing the Police Officer that you have been working with or contact the Lieutenant of your Substation. You may also subpoena key police reports that corroborate the activity shown on your activity log or have the subpoenaed police officer bring them to court. Do not request all police reports for a certain address as this is too broad. Ask for police reports taken on a specific dates regarding specific addresses. Specific records from the Fire Department, Health and Human Services, and Codes Inspections may also be helpful to show other violations.

Step 2: Organize your records. Each individual should have a separate file to give the judge. Be sure to keep a copy of the file for yourself. Include in this file the Activity Log Book, all correspondence to the

Property Owner and City Officials, and any City reports regarding health or safety code violations that are relevant to the case.

Step 3: Prepare a personal statement detailing the emotional and mental distress that the "Drug House" has caused you.

Step 4: Have a meeting of all the people involved in the lawsuit and discuss how you are going to present your suit to the judge. Make a list of questions that you would like to ask the Property Owner and any witnesses that you have subpoenaed.

C. The Court Hearing

No lawyers may represent a client in Small Claims Court. So it will simply be you and the Property Owner(s) sitting before the judge to state your case. The legal theories underlying your case are that the property owner is liable for:

- 1) Maintaining a nuisance and
- 2) Acting negligently.

To support this legal theory you must prove:

- 1) The Property Owner owns the "Drug House" and was notified of the problem and given a reasonable opportunity to correct it, and
- 2) The activities at the "Drug House" have deprived you of the quiet use and enjoyment of your premises and/or caused you emotional distress.

Step 1: It is critical that the judge know what the case is about before you start arguing it. So tell the judge the problem and then briefly outline your position.

Step 2: Now present your case to the Judge. Hand-over your file to the Clerk and then describe in detail the problem. A map of your neighborhood and photos of the "Drug House" are good support documents. Describe what efforts you have taken to get rid of the "Drug House" and tell the judge what contact you have had with the Property Owner and the results. Remember, just stick to the facts.

Step 3: If you have any witnesses, like a police officer or a neighbor not involved in the court case, have them testify.

Step 4: Now read your personal statement detailing the emotional and mental distress the "Drug House" has caused you.

Step 5: The Property Owner will have time to talk and ask questions. Do not interrupt. You will have your chance to respond.

Step 6: When you finish your presentation to the judge, you should be sure the judge realizes that you have incurred certain costs and ask for these costs to be added to the judgement. Ask the Small Claims Court Advisor what costs you may recover.

Step 7: The Small Claims Court Judge can award each plaintiff up to \$5,000, but does not have the power to order the Property Owner to evict a party who is not before the court. Refer to the Small Claims Court Manual for collecting on a money judgment.

IMPORTANT TELEPHONE NUMBERS

1. Richmond Police.....(non-emergency)....233-1214
401-27th St 94804....(emergency).....911
WATCH COMMANDER.....629-6643
 - A. Iron Triangle Substation....620-6886
1000 MacDonald 94801
 - B. Hilltop Substation.....223-6538
3051 Hilltop Mall 94806
(Parking Lot)
 - C. DeAnza Substation.....620-6928
5201 Valley View 94803
 - C. Southeast Substation.....620-6720
960-S.47th Street 94804
(East Shore Park Center)
 - E. Southwest Substation.....215-0373
1137 Cutting Blvd. 94804
2. Omsbudsman (City Mgr.Office).....620-6912
2600 Barrett 94804
3. Business Licenses.....620-6742
2600 Barrett, 94804

- 4. County Assessor's Office.....313-7400
834 Court, Martinez
- 5. Fictitious Business Name.....646-2950
100 -37th St, 94805 (County Clerk)
- 6. City Attorney.....620-6509
2600 Barrett 94804
- 7. City Council.....620-6512
2600 Barrett 94804
- 8. Richmond Small Claims.....374-3137
100 - 37th St, Rm 185, 94805
- 9. Richmond Housing Authority.....237-3271
330 - 24th St, 94804
- 10. District Attorney (Richmond Office).....374-3201
100 - 37th St, 94805
- 11. Graffiti Removal (Public/Private).....231-3010
- 12. Small Claims Advisor (free).....372-0292

Sample - Letter to Property Owner

July 10, 1996

Mr. and Mrs. John Doe
1000 MacDonald Avenue
Richmond, Ca. 94801

Re: Property at 401 - 27th Street, Richmond, Ca. 94804

Dear Property Owner,

As residents of the 400 block of 27th Street, we are writing to inform you of our concerns about the criminal activity on and around your property. We have observed and carefully documented the activity for two months. There are serious drug and prostitution offenses committed in and around your building. The major source of the activities is initiated from Apartment E.

We have attached our Activity Logs documenting the drug business operating from your property. The Richmond Police Department records of criminal activity and our Activity Logs indicate that the source of problems are your tenants, your tenants' friends and relatives, and bolster the argument for eviction. We encourage you to take appropriate actions to alleviate the illegal activities. We have concluded the anti-social, disruptive behavior and criminal activities of your tenants and their visitors are causing a public nuisance.

We are anxious about the safety of our families on this block. Therefore, we are requesting that you act immediately and initiate eviction proceedings against those tenants that reside in Apartment E for causing a Public Nuisance that endangers the Public Health and Safety. We hope that your actions are prompt and effective. Otherwise, we will be forced to collectively sue you in Small Claims Court for maintaining a Public Nuisance that causes us emotional and mental distress and prevents us from enjoying the peace and harmony of our homes.

We look forward to working with you to obtain a fast and expedient ending to this intolerable situation. You may call the Richmond Police, Iron Triangle Substation at 620-6886 if you have any questions or wish to discuss this problem further.

Sincerely,

(Name of Neighborhood Group)

Copy to: Lieutenant C. Bennett
Richmond Police - Iron Triangle Substation
1000 MacDonald Ave, Richmond, Ca. 94801

Sample - 2nd Letter to Property Owner

September 1, 1996

Mr. and Mrs. John Doe
1000 MacDonald Avenue
Richmond, Ca. 94801

Ref: Property at 401 - 27th Street, Richmond, Ca. 94804

Dear Property Owner,

On July 10, 1996, we informed you about the illegal and disruptive activities coming from the your tenants and your property. We attempted to impress upon you that we will not tolerate drug dealing, prostitution and general disruptive activities to operate from your property.

In the last two months, we have repeatedly demanded that you stop the crime and violence spilling from your property and infesting the entire neighborhood. We are harassed, threatened and frightened by your tenants and your tenants' visitors and are afraid to go outside our homes. In addition, there are broken bottles, used condoms and syringes that litter our streets. Cars speed to and from your building honking and yelling at all hours of the day and night.

We nor our families will tolerate this situation any longer. All illegal activities from your property must cease within three days or we will be forced to sue you.

Sincerely,

(Each Group Member)

Copy to: Lieutenant C. Bennett
Richmond Police - Iron Triangle Substation
1000 MacDonald Ave, Richmond, Ca. 94801

Sample - Letter to Judge

September 15, 1996

Judge (name)
Small Claims Court
100 - 37th Street, Room 185
Richmond, Ca. 94805

Dear Judge (Name)

We request that you forgo current regulations that limit the scheduling of Small claims Cases and allow all legal claims brought against Mr. and Mrs. John Doe by the residents of the 400 block of 27th Street, Richmond to be scheduled and heard in one 4 hour block.

Since January 1996 the residents of the 400 block of 27th Street, Richmond have been actively trying to stop all drugs and prostitution and other illegal activities that originates from 401 - 27th Street, Richmond. This building is owned by Mr. and Mrs. John Doe who reside at 1000 MacDonald Avenue, Richmond.

Mr. and Mrs. John Doe have been repeatedly informed by members of our community of this illegal activity and have asked that this activity immediately cease. Since these illegal activities have not ceased, the (number) residents of the 400 block of 27th Street, Richmond are forced to sue the defendants in your court for emotional and mental distress that the defendants inadequate actions have caused us.

Hearing these individual lawsuits in one time block will allow this issue to be presented to the court in a complete, clear, concise, and timely way. If you have any questions, please do not hesitate to call our contact representatives noted below.

Sincerely,

(Neighborhood Group Contact Person)

Copy to: 1) Small Claims Court Clerk
100 - 37th St., Richmond, Ca. 94805
2) Lt. C. Bennett, Richmond Police-Iron Triangle Substation
1000 MacDonald Ave., Richmond, Ca. 94801

Sample - Personal Statement of Damages

MY PERSONAL STATEMENT OF DAMAGES

Since January 1996, I have been assaulted by the drug dealers, drug customers, prostitutes and other visitors that frequent and operate from 401 - 27th Street, Richmond. On over (number) occasions I have reported to the Richmond Police Department the illegal activities coming from this property location.

Weekly I have lost many hours of sleep from the cars that burn rubber after each buy in the middle of the night, prostitutes fighting with their customers and pimps, drug dealers fighting with each other, and the fear that grips me night and day.

Numerous times I have been confronted by staff or customers of the Drug House and I am now afraid to walk my street. In fact, I fear for the life of my children and myself both night and day. This fear has permeated my home, my life, and my soul.

I request that your honor award me \$5,000 plus court cost for the suffering that this drug House has caused me.

(Each Member Sign Separate Statement) (Date)



APPENDIX

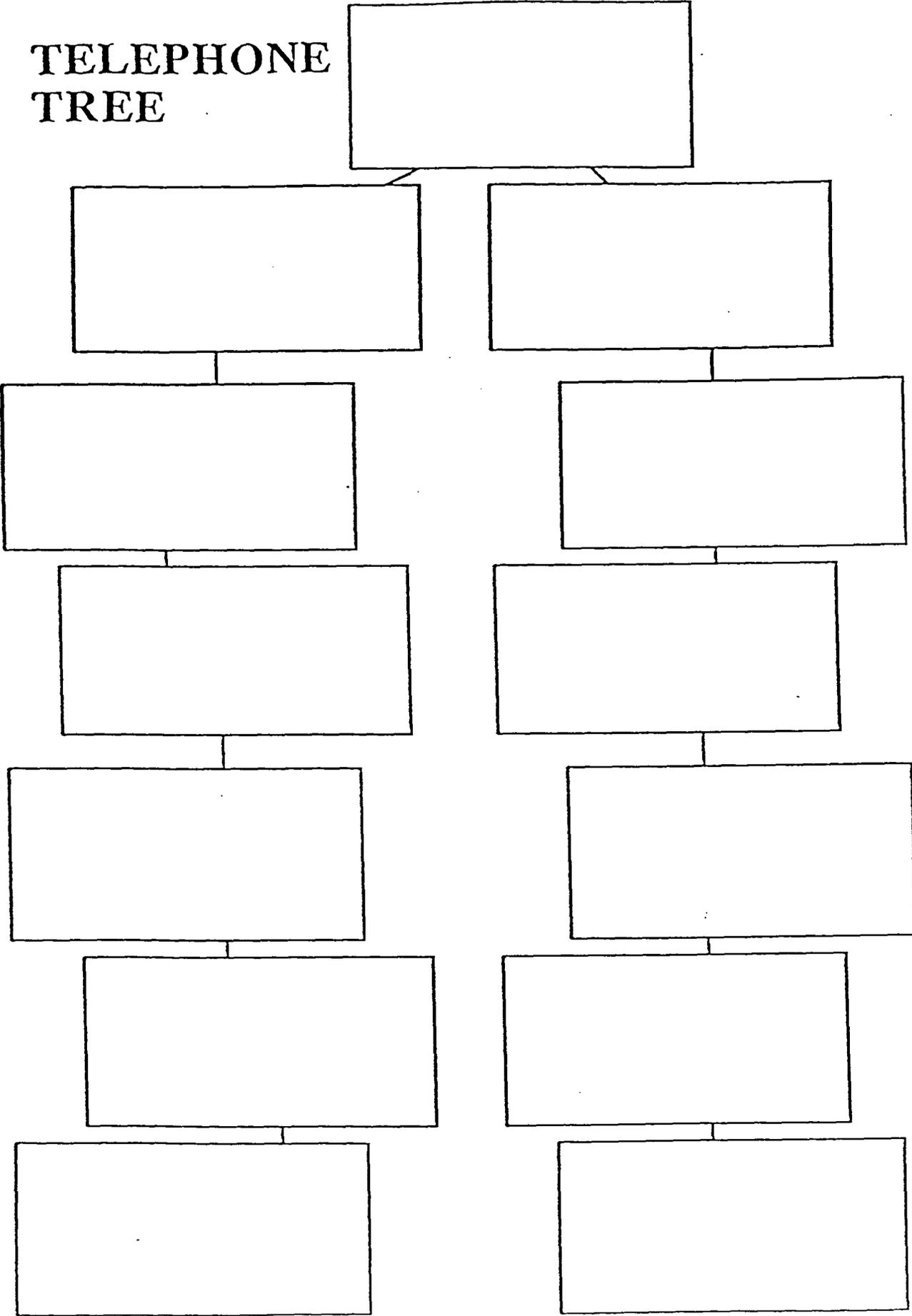


ACTIVITY LOG

POLICE
REPORT
NUMBER

DATE	TIME	ACTIVITY TAKING PLACE	POLICE REPORT NUMBER

TELEPHONE
TREE

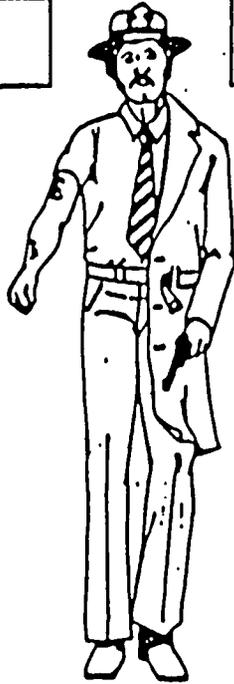


Description of Suspect

Sex	Race	Age
-----	------	-----

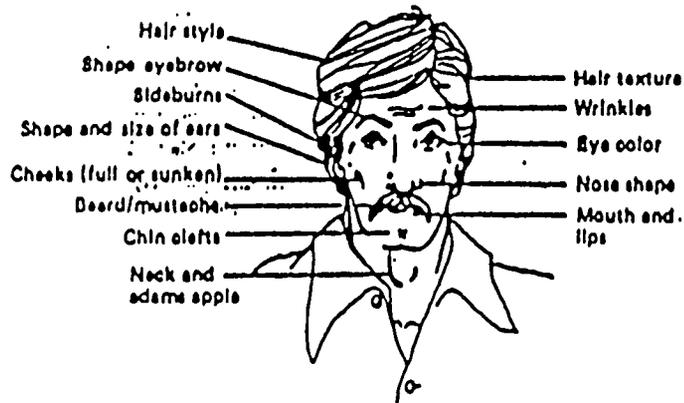
Height	Weight	Complexion
--------	--------	------------

Hair/Length Color
Glasses (type)
Tattoos/Scars/Mark
Facial Hair
Type Weapon



Hat (color, type)
Tie
Coat
Shirt
Pants/Shoes

Facial Appearance

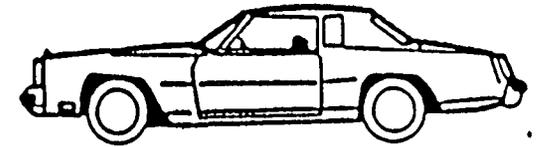


Write below specific facial details
—only what you definitely remember.

What did suspect say? _____

Which way did he go? _____

Auto Description Guide



SIDE

Year _____ Make _____

License No. _____ Color _____

Body Style (doors) _____

Outstanding Features _____

FRONT

REAR



No. Headlights _____ Shape Tailights _____

Which direction did car leave in? _____

SUSPICIOUS PERSONS CHECK LIST

If you suspect someone is dealing drugs on your street, the following information will greatly increase the chances that the police will be able to deal with the problem.

1. Describe the suspected drug dealer:

Name or street name (if known) _____

Sex _____ Hair _____ Build _____

Race _____ Eyes _____ Shirt _____

Age _____ Height _____ Pants _____

Any other unique features, i.e., facial hair, etc. _____

2. Dealers are known to not carry drugs on their person. Many times they hide them nearby or let kids hold them. Watch carefully. Do you see where the drugs are stashed? _____

3. How many people are involved in the selling? _____

Describe the others _____

4. If you know or see the dealer's car, fill in:

License # _____ Make _____

Color _____ Style _____

5. Date and time you saw the activity _____

6. Exact address or corner of activity _____

7. Do you think you know what drug is being sold? _____

Remember, you're part of a team! Your information is essential. It will help the police make future arrests and get the drug dealers off our streets!

You may forward this form to the Richmond Police Department or call our anon drug hotline (237-DRUG) and read the form into the recorder.

In an emergency, call 911. Non-emergency, call 233-1214.

YOU CAN MAKE A DIFFERENCE

MUNICIPAL COURT OF CALIFORNIA, COUNTY OF CONTRA COSTA

BAY
100 7th St., Rm 185
Richmond, CA 94805
(510) 374-3137

MT. DIABLO
2970 Willow Pass Rd.
Concord, CA 94519
(510) 646-5410

WALNUT CREEK-DANVILLE
640 Ygnacio Valley Rd.
Walnut Creek, CA 94596
(510) 646-6579

DELTA
45 Civic Avenue
Pittsburg, CA 94565
(510) 427-8158

1. List your name and address, and the name and address of any other person joining with you in this action. If this claim arises from a business transaction, give the business name and address and complete the Fictitious Business Declaration on reverse, if applicable.

A. Name _____ Phone # _____

B. Address _____ (city) _____ (zip) _____

C. My Claim Is Against (Defendant) NOTE: If you are suing one or more individuals, give the full name of each. If you are suing a business owned by an individual, give the name of the owner and the name of the business owned. If you are suing a partnership, give the names of the partners and the name of the partnership. If you are suing a corporation, give its full name and name of a servicing agent. If your claim arises out of a vehicle accident, you must name the driver and also the registered owner as a defendant in the action.

Defendant(s)	Address/City/State	Zip Code
_____	_____	_____
_____	_____	_____

D. (Answer only if auto accident)

AT THE TIME OF THE ACCIDENT, I WAS THE REGISTERED OWNER OF THE VEHICLE YES NO

SEE REVERSE FOR DECLARATION OF NON-MILITARY SERVICE & FICTITIOUS BUSINESS STATEMENT

PLAINTIFF'S CLAIM

1. Defendant owes me the sum of \$ _____ not including court costs. Date loss occurred ____/____/____

2. My claim is for: [Brief description] _____

3. THERE ARE ARE NO other Small Claims cases involving the same plaintiffs against the same defendants filed in this court. If THERE ARE, the case numbers are _____

4. a. I have asked defendant to pay this money, but it has not been paid.
b. I have NOT asked defendant to pay this money because (explain) _____

5. This court is the proper court for the trial because [In the box at the left, insert one of the letters from the list marked "Venue Trial" on the back of this sheet. If you selected D, E or F, specify additional facts in the space below.]

6. I have I have NOT filed more than 12 claims in this court, including this claim, during the previous 12 months.

7. I have I have NOT filed anywhere in the state this calendar year more than one other small claims action in which the amount demanded exceeded \$2,500.00.

8. I UNDERSTAND THAT:

- a. I may talk to an attorney about this claim, but I cannot be represented by an attorney at the trial in small claims court.
- b. I must appear at the time and place of trial and bring all witnesses, books, receipts, and other papers or things to prove my case.
- c. I have no right to appeal on my claim, but I may appeal a claim filed by the defendant in this case.
- d. If I cannot afford to pay the fees for filing or service by a sheriff, marshal or constable, I may ask that the fees be waived.

9. I have received and read the information sheet explaining some important rights of plaintiffs in small claims court.

I am under penalty of perjury under the law of the State of California that the foregoing is true and correct.

Date: _____

[Type or print name, if signing for corp., list your title & or authority]

[Signature of Plaintiff]

If you are suing an individual, you must complete the following declaration.

DECLARATION OF NON-MILITARY STATUS

No defendant named is in the military service, so as to be entitled to the benefits of the Soldiers' or Sailors' Civil Relief Act of 1940 except (check none if no defendant in military service)

none the following _____
(Name)

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Date: _____

Signature of Declarant

INSTRUCTIONS:

- A. If you regularly do business in California for profit under a fictitious business name, you must execute, file and publish a fictitious business name statement. This is sometimes called a "dba" which stands for "doing business as." This requirement applies if you are doing business as an individual, a partnership, a corporation, or an association. The requirement does not apply to non-profit corporations and associations or certain real estate investment trusts. You must file the fictitious business name statement with the clerk of the county where you have your principal place of business, or in Sacramento County if you have no place of business within the state.
- B. If you do business under a fictitious business name and you also wish to file an action in the small claims court, you must declare under penalty of perjury that you have complied with the fictitious business name laws by filling out the form below.
- C. If you have not complied with the fictitious business name laws, the court may dismiss your claim. You may be able to refile your claim when you have fulfilled these requirements.

FICTITIOUS BUSINESS NAME DECLARATION

1. I wish to file a claim in the small claims court for a business doing business under the fictitious name of: (specify name of owner "dba" name of business and business address)

2. The business is doing business as:

- an individual
- an association
- a partnership
- other (specify): _____
- a corporation

3. The business has complied with the fictitious business name laws by executing, filing and publishing a fictitious business name statement in the county of (specify)

4. The number of the statement is (specify) _____ and the statement expires on (date): _____

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Date: _____

Signature of Declarant

VENUE TABLE

(The plaintiff must file the claim in the proper court and geographical area. The rule is called venue. The box on this page describes possible reasons for filing the claim in this court.)

If you are the plaintiff, insert the proper letter from the list below in item 5 on the other side of this sheet and specify additional facts for D, E, or F.

This court is the proper court for the trial of this case because:

- A. A defendant lives in this judicial district or a defendant corporation or unincorporated association has its principal place of business in this judicial district.
- B. A person was injured or personal property was damaged in this judicial district.
- C. A defendant signed or entered into a contract in this judicial district, a defendant lived in this judicial district when the contract was entered into, a contract or obligation was to be performed in this judicial district, or, if the defendant was a corporation, the contract was breached in this judicial district.
- D. The claim is on a retail installment account or contract subject to Civil Code Section 1812.10 (Specify facts on the other side of this sheet)
- E. The claim is on a vehicle finance sale subject to Civil Code Section 2964.4 (Specify facts on the other side of this sheet)
- F. Other (Specify facts on the other side of this sheet)

This information sheet is written for the person who sues in the small claims court. It explains some of the rules of and some general information about the small claims court. It may also be helpful for the person who is sued.

WHAT IS SMALL CLAIMS COURT?

Small claims court is a special court where disputes are resolved quickly and inexpensively. The rules are simple and informal. The person who sues is the plaintiff. The person who is sued is the defendant. In small claims court, you may ask a lawyer for advice before you go to court, but you cannot have a lawyer in court. Your claim cannot be for more than \$5,000 (*see below). If you have a claim for more than this amount, you may sue in the civil division of the municipal court or you may sue in the small claims court and give up your right to the amount over \$5,000. You cannot, however, file more than two cases in small claims court for more than \$2,500 each during a calendar year.

WHO CAN FILE A CLAIM?

1. You must be at least 18 years old to file a claim. If you are not yet 18, you may ask the court to appoint a guardian ad litem. This is a person who will act for you in the case. The guardian ad litem is usually a parent, relative, or adult friend.
2. A person who sues in small claims court must first make a demand if possible. This means that you have asked the defendant to pay, and the defendant has refused. If your claim is for possession of property, you must ask the defendant to give you the property.
3. Unless you fall within two technical exceptions, you must be the original owner of the claim. This means that if the claim is assigned, the buyer cannot sue in the small claims court. You must also appear at the small claims hearing yourself unless you filed the claim for a corporation or other entity that is not a natural person.
4. If a corporation files a claim, an employee, officer, or director must act on its behalf. If the claim is filed on behalf of an association or other entity that is not a natural person, a regularly employed person of the entity must act on its behalf. A person who appears on behalf of a corporation or other entity must not be employed or associated solely for the purpose of representing the corporation or other entity in the small claims court. You must file a declaration with the court to appear in any of these instances.

WHERE CAN YOU FILE YOUR CLAIM?

You must sue in the right court and judicial district. This rule is called venue.

If you file your claim in the wrong court, the court will dismiss the claim unless all defendants personally appear at the hearing and agree that the claim may be heard.

The right district may be any of these:

1. Where the defendant lives or where the business involved is located;
2. Where the damage or accident happened;
3. Where the contract was signed or carried out;
4. If the defendant is a corporation, where the contract was broken;
5. For a retail installment account or sales contract or a motor vehicle finance sale:
 - a. Where the buyer lives;
 - b. Where the buyer lived when the contract was entered into;
 - c. Where the buyer signed the contract;
 - d. Where the goods or vehicle are permanently kept.

SOME RULES ABOUT THE DEFENDANT

1. You must sue using the defendant's exact legal name. If the defendant is a business or a corporation and you do not know the exact legal name, check with: the state or local licensing agency; the county clerk's office; or the Office of the Secretary of State, corporate status unit. Ask the clerk for help if you do not know how to find this information. If you do not use the defendant's exact legal name, the court may be able to correct the name on your claim at the hearing or after the judgment.
2. If you want to sue a government agency, you must first file a claim with the agency before you can file a lawsuit in court. Generally, you must do this no later than six months after the act or event you are suing about.

HOW DOES THE DEFENDANT FIND OUT ABOUT THE CLAIM?

You must make sure the defendant finds out about your lawsuit. This has to be done according to the rules or your case may be dismissed or delayed. The correct way of telling the defendant about the lawsuit is called *service of process*. This means giving the defendant a copy of the claim. **YOU CANNOT DO THIS YOURSELF.** Here are four ways to serve the defendant:

1. **Service by a law officer**
You may ask the marshal or sheriff to serve the defendant. A fee will be charged.
2. **Process server**
You may ask anyone who is *not a party* in your case and who is at least 18 years old to serve the defendant. The person is called a *process server* and must personally give a copy of your claim to the defendant. The person must also sign a proof of service form showing when the defendant was served. Registered process servers will do this for you for a fee. You may also ask a friend or relative to do it.
3. **Certified mail**
You may ask the clerk of the court to serve the defendant by certified mail. The clerk will charge a fee. You should check back with the court prior to the hearing to see if the receipt for certified mail was returned to the court. Service by certified mail must be done by the clerk's office. You cannot serve the defendant this way yourself.
4. **Substituted service**
This method lets you serve another person instead of the defendant. You must follow the procedures carefully. You may also wish to use the marshal or sheriff or a registered process server.

* The \$5,000 limit does not apply, and a \$2,500 limit applies, if a "defendant guarantor . . . is required to respond based upon the default, actions, or omissions of another."

(Continued on reverse)

6. Substituted service (continued)

A copy of your claim must be left

- at the defendant's business with the person in charge;
- or,
- at the defendant's home with a competent person who is at least 18 years old. The person who receives the claim must be told about its contents. Another copy must be mailed, first class, postage prepaid, to the defendant at the address where the paper was left. The service is not complete until 10 days after the copy is mailed.

No matter which method of service you choose, the defendant must be served by a certain date or the trial will be postponed. If the defendant lives in the county, service must be completed at least 10 days before the trial date. This period is 15 days if the defendant lives outside the county.

The person who serves the defendant must sign a court paper showing when the defendant was served. This paper is called a Proof of Service. It must be signed and returned to the court clerk as soon as the defendant has been served.

WHAT IF THE DEFENDANT ALSO HAS A CLAIM?

Sometimes the person who was sued (the defendant) will also have a claim against the person who filed the lawsuit (the plaintiff). This claim is called the Defendant's Claim. The defendant may file this claim in the same lawsuit. This helps to resolve all of the disagreements between the parties at the same time.

If the defendant decides to file the claim in the small claims court, the claim may not be for more than \$5,000 (see reversal). If the value of the claim is more than this amount,

the defendant may either give up the amount over \$5,000 and sue in the small claims court or file a motion to transfer the case to the appropriate court for the full value of the claim.

The defendant's claim must be served on the plaintiff at least 5 days before the trial. If the defendant received the plaintiff's claim 10 days or less before the trial, then the claim must be served at least 1 day before the trial.

Both claims will be heard by the court at the same time.

WHAT HAPPENS AT THE TRIAL?

Be sure you are on time for the trial. The small claims trial is informal. You must bring with you all witnesses, books, receipts, and other papers or things to prove your case. You may ask the witnesses to come to court voluntarily. You may also ask the clerk of the court to issue a subpoena. A subpoena is a court order that requires the witness to go to trial. The witness has a right to charge a fee for going to the trial. If you do not have the records or papers to prove your case, you may also get a court order prior to the trial date requiring the papers

to be brought to the trial. This order is called a Subpoena Duces Tecum.

If you settle the case before the trial, you must file a dismissal form with the clerk.

The court's decision is usually mailed to you after the trial. It may also be hand delivered to you in court when the trial is over and after the judge has made a decision. The decision appears on a form called the Notice of Entry of Judgment.

WHAT HAPPENS AFTER JUDGMENT?

The court may have ordered one party to pay money to the other party. The party who wins the case and collects the money is called the judgment creditor. The party who loses the case and owes the money is called the judgment debtor.

Enforcement of the judgment is postponed until after the time for appeal ends or until after the appeal is decided. This

means that the judgment creditor cannot collect any money or take any action until after this period is over. Generally, both parties may be represented by lawyers after judgment.

More information about your rights after judgment is available on the back of the Notice of Entry of Judgment form. The clerk may also have this information on a separate sheet.

HOW TO GET HELP WITH YOUR CASE

1. Lawyers

Both parties may ask a lawyer about the case, but a lawyer may not represent either party in court at the small claims trial. Generally, after judgment and on appeal, both parties may be represented by a lawyer.

2. Interpreters

If you do not speak English, you may take a family member or friend with you. The court should also keep a list of interpreters who will interpret for you. You may choose an interpreter from the court's list. Some interpreters may be free, and some may charge a fee. If an interpreter is not available, the court must postpone the hearing one time only so that you have time to get one.

3. Waiver of Fees

The court charges fees for some of its procedures. Fees are also charged for serving the defendant with the claim. The court may excuse you from paying these fees if you

cannot afford them. Ask the clerk for the Information Sheet on Waiver of Court Fees and Costs to find out if you meet the requirements so that you do not have to pay the fees.

4. Night and Saturday Court

If you cannot go to court during working hours, ask the clerk if the court has trials at night or on Saturdays.

5. Parties Who Are in Jail

If you are in jail, the court may excuse you from going to the trial. Instead, you may ask another person who is not an attorney to go to the trial for you. You may mail written declarations to the court to support your case.

6. Advisors

The law requires each county to provide assistance in small claims cases free of charge. Here is some important information about the small claims advisor program in this county: (510) 372-0292. You will hear a recorded message. When it is finished, leave your name & telephone number. An advisor will try to return your call the next working day.

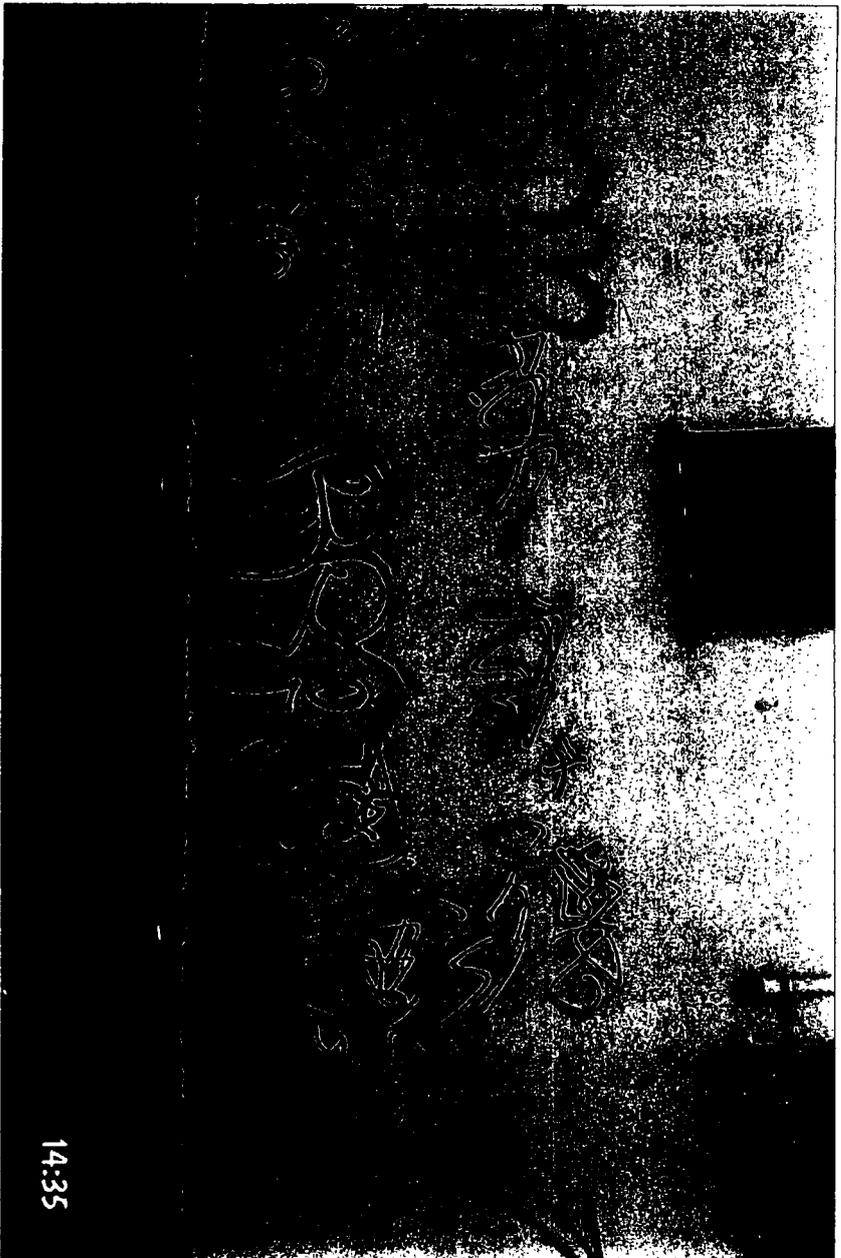
Appendix H
Digital Pictures

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 5000
Hockville, MD 20849-5000

Crime and Justice Research Institute



A Target Area: The Iron Triangle





A Target Area: The Iron Triangle





Gang Graffiti in Memory of a Slain Gang Member



Gang Tagging

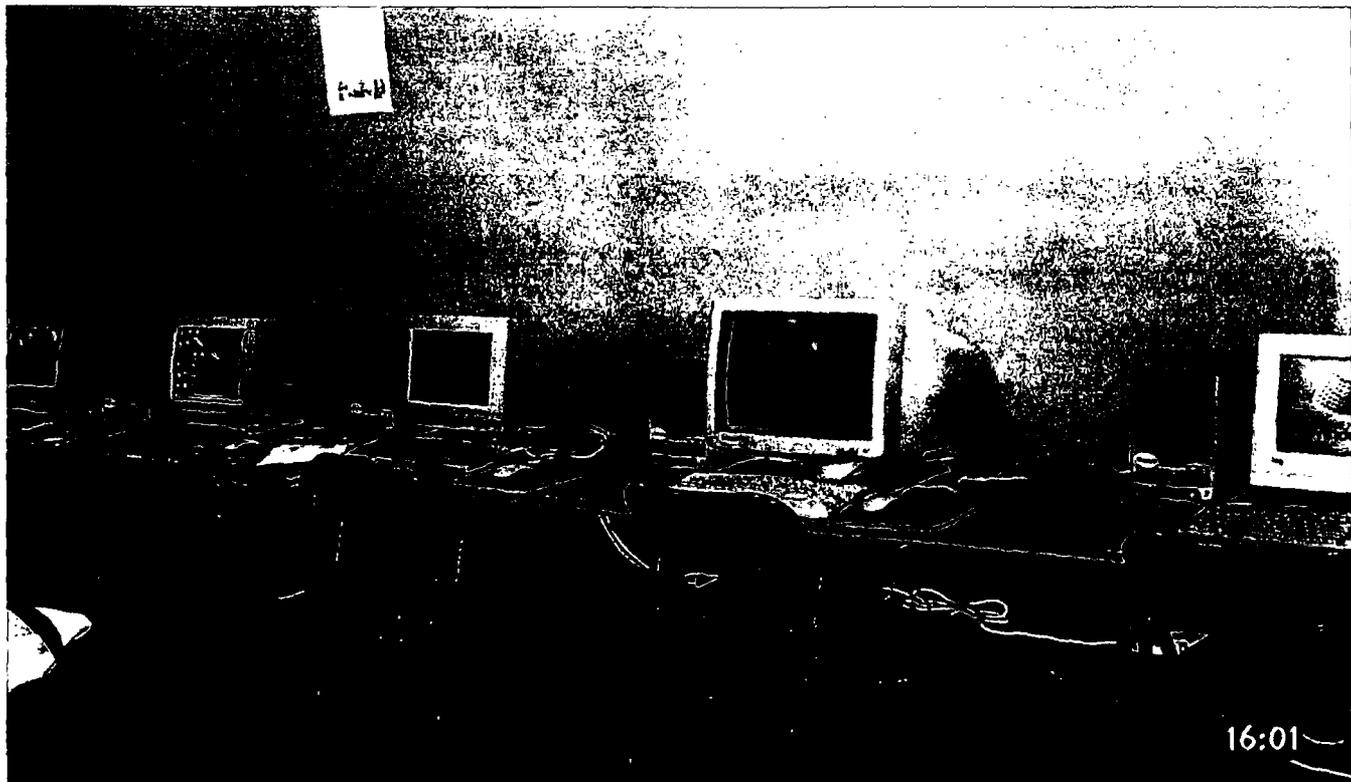




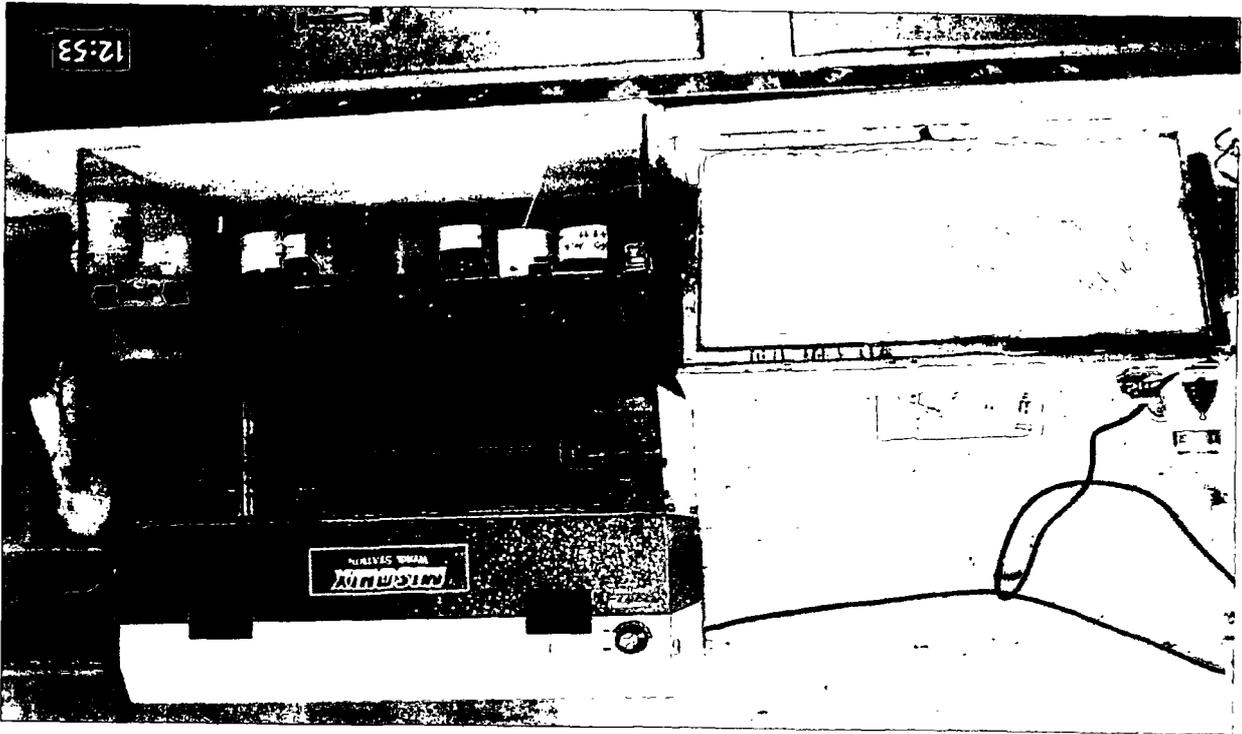
Richmond PAL – Mobile Computer Excellence Center – “Motor Home in the Hood”



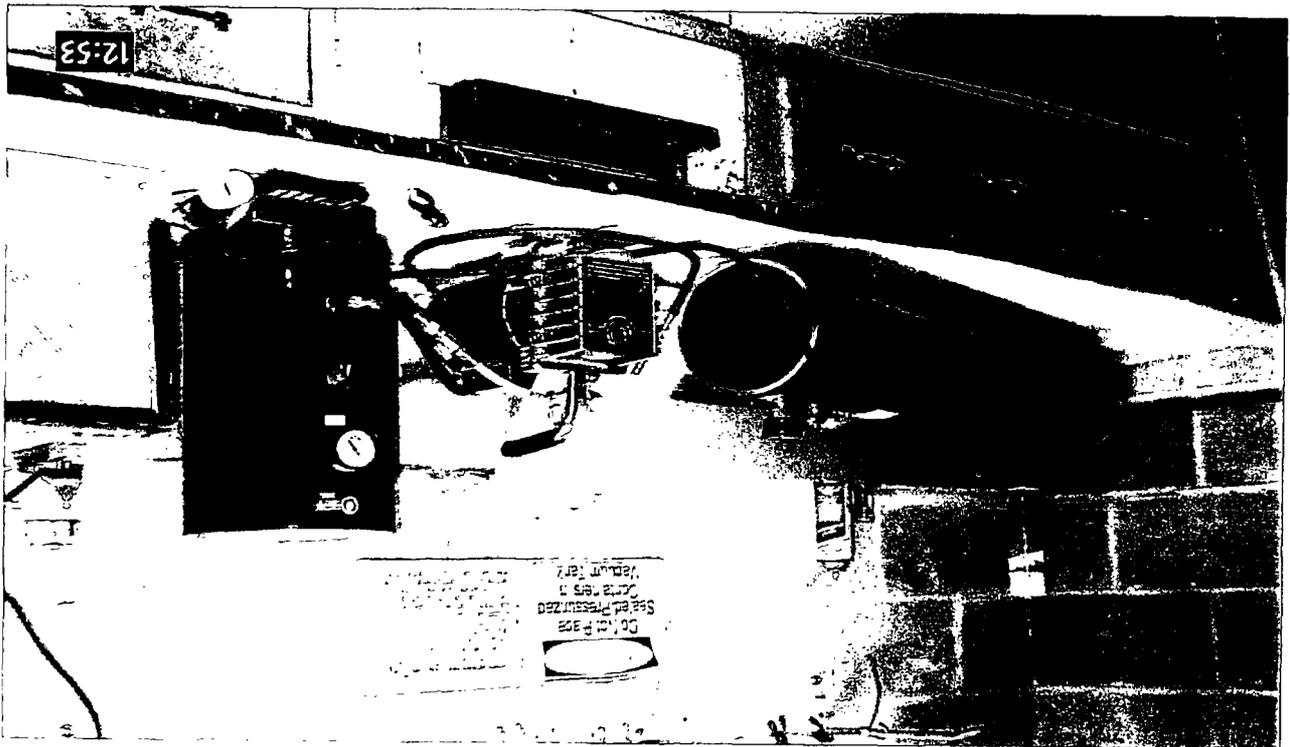
PAL Computer Center







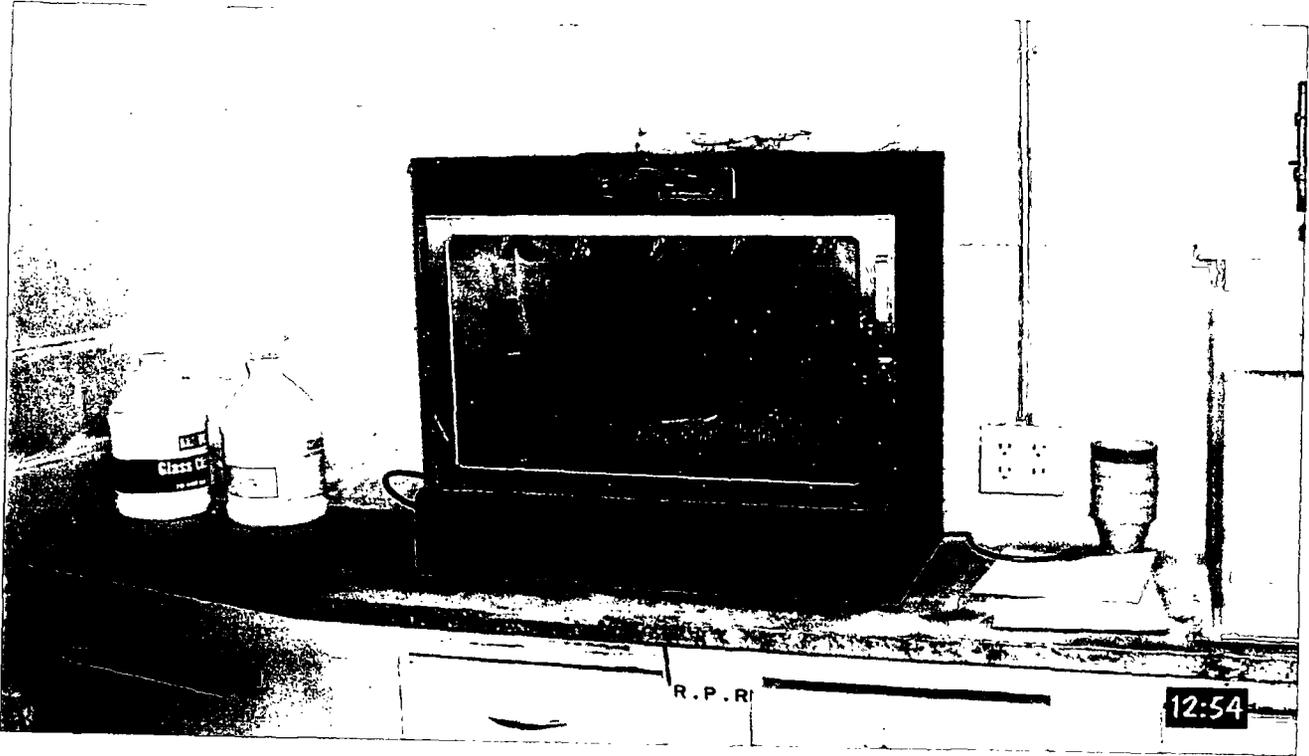
Superblue Furning Tank / Chemical Workstation



Vacuum Tank



Heating Chamber for Chemical Processing



Evidence Van





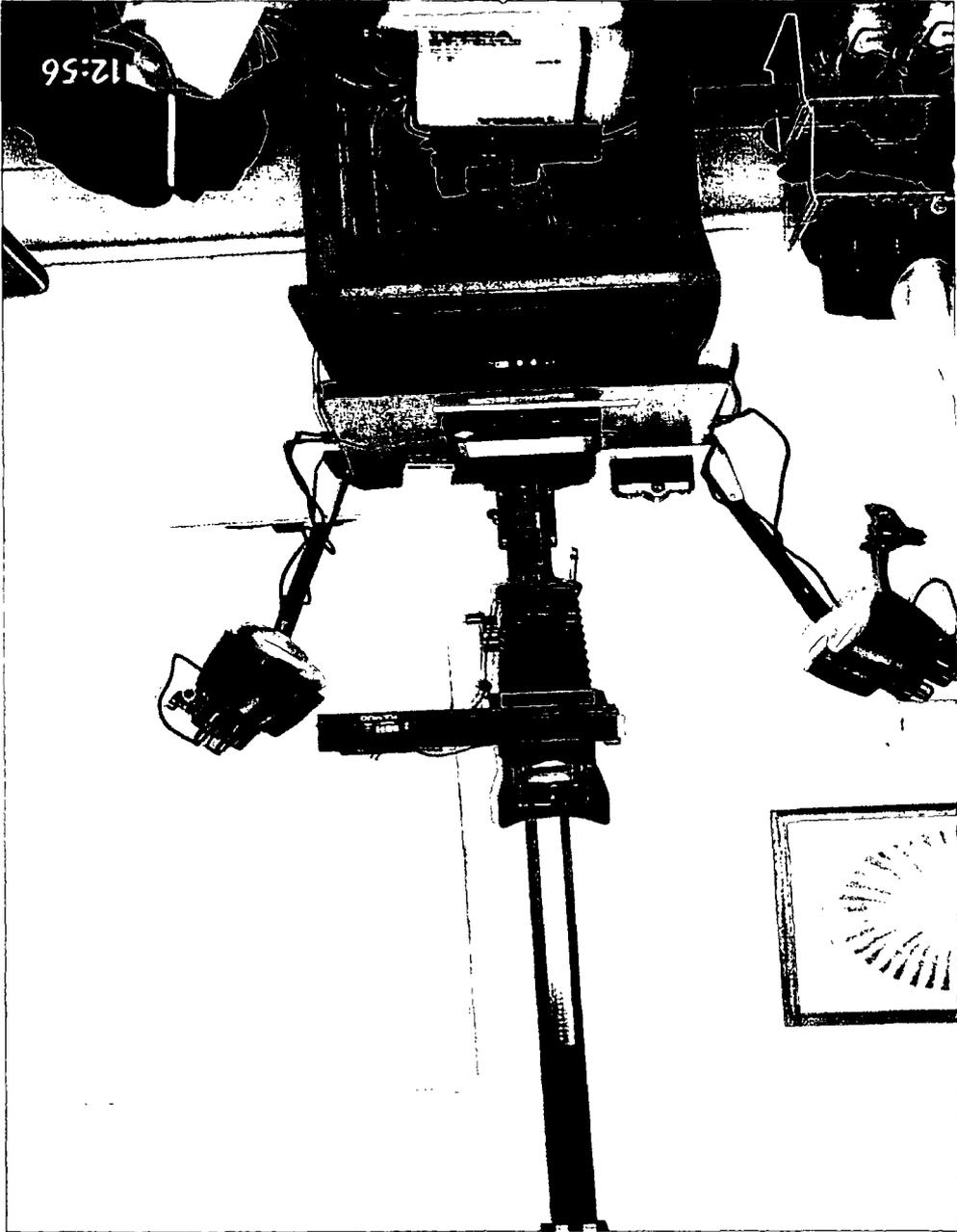
Evidence Computer Scanner with Diagramming Program



Time Lapse VCR and Plotter Printer







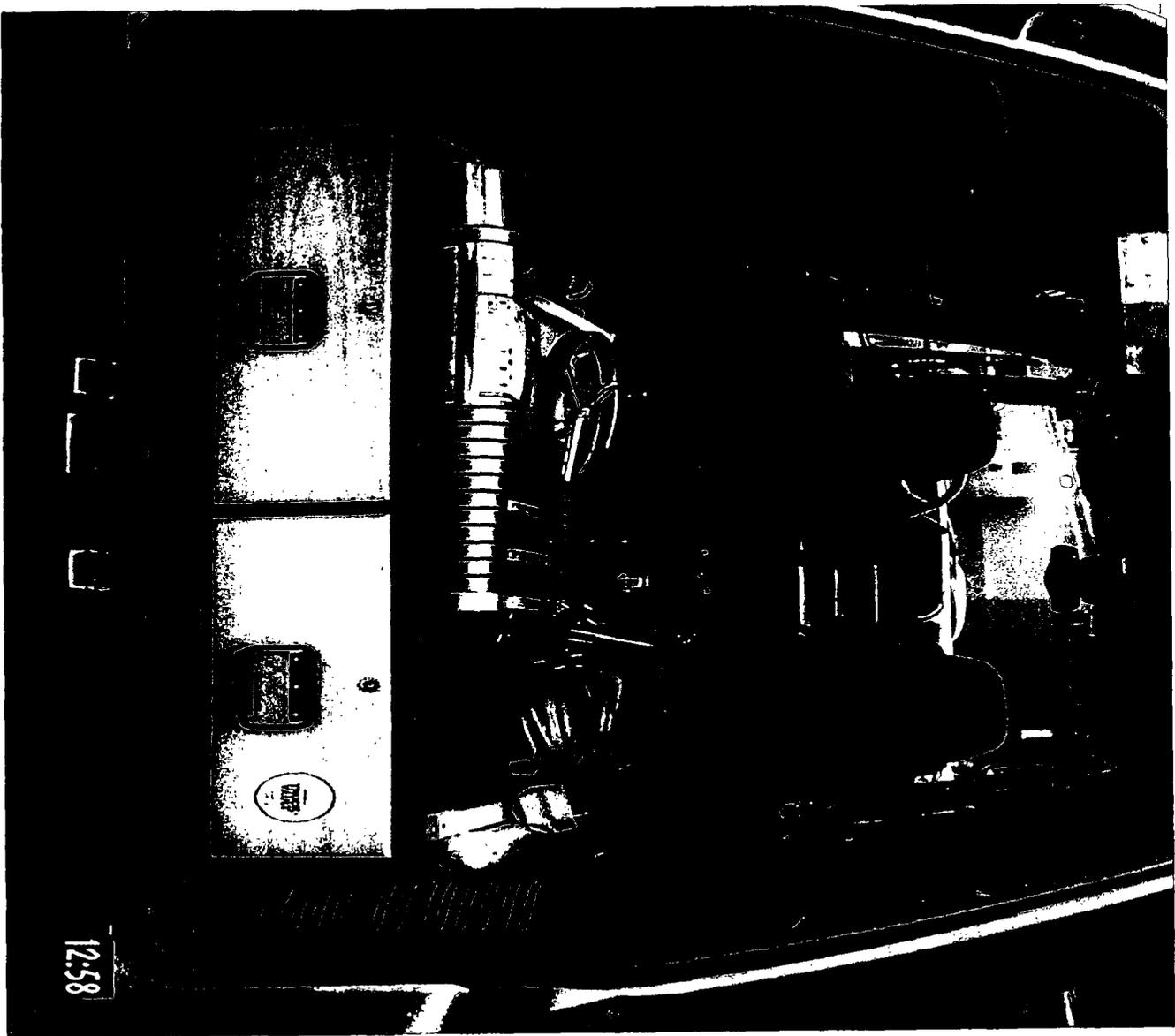
Polaroid Digital Photo Equipment



Evidence Van



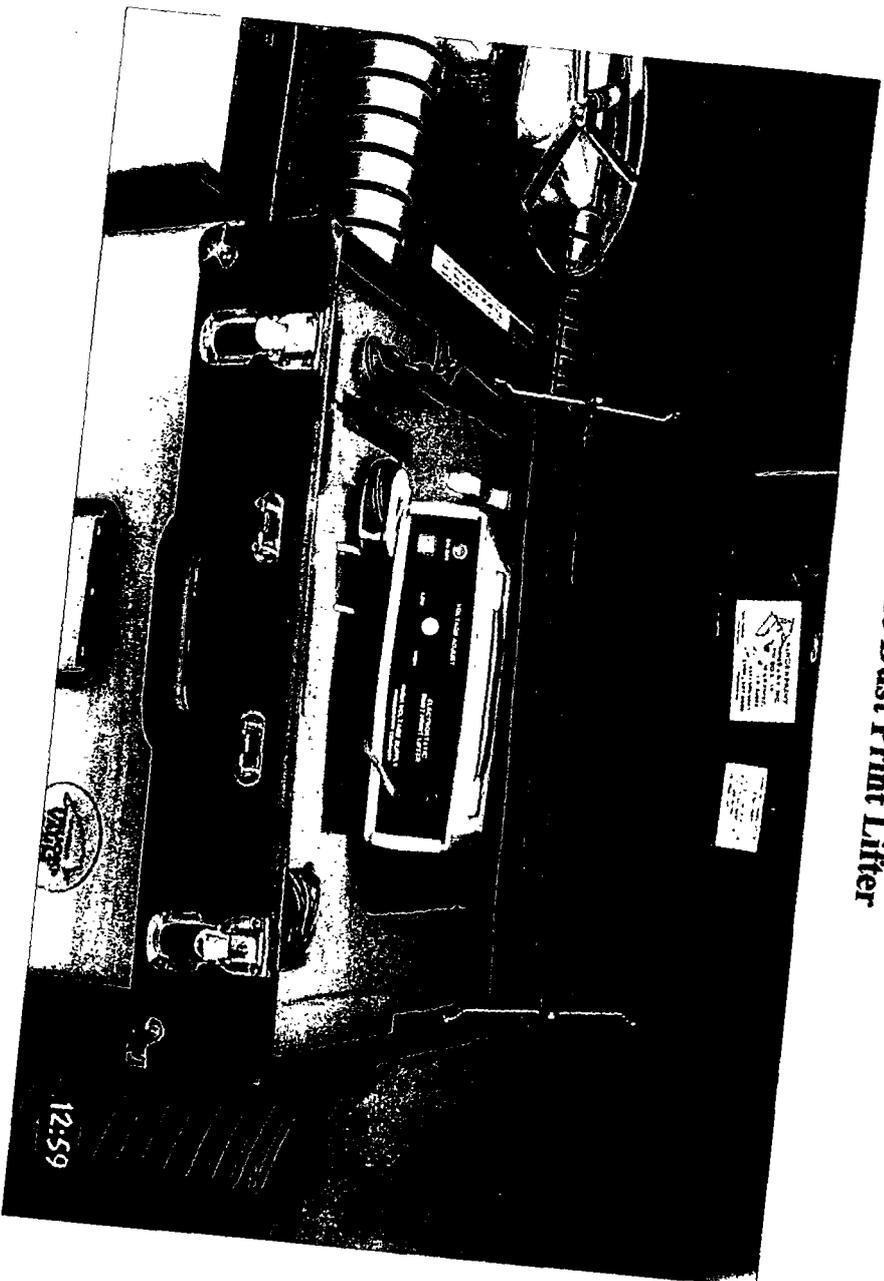




Evidence Van



Electronic Dust Print Lifter



Digital Camera Equipment

