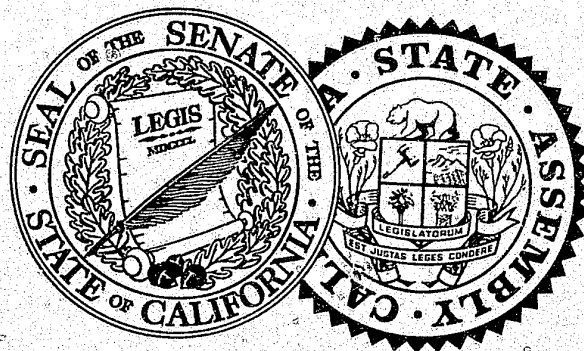


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JOINT COMMITTEE
FOR
REVISION OF THE PENAL CODE

HEARINGS ON
COMMUNITY CRIME PREVENTION

Tuesday, November 17, 1981
San Diego, California
and
Thursday, December 17, 1981
Los Angeles, California



SENATOR OMER L. RAINS, Chairman
Assemblyman Terry Goggin, Vice Chairman

e Assembly

Senators
Robert G. Beverly
John Doolittle
Robert Presley
David Roberti

Edward (Ned) Cohen, Project Director
Jennifer A. Moss, Consultant
Thomas V. Halatyn, Consultant
Nancy Marshall, Executive Assistant

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U.S. Department of Justice
National Institute of Justice

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NANCY E. MARSHALL
EXECUTIVE ASSISTANT

HEARINGS ON

COMMUNITY CRIME PREVENTION

NCJRS
MAY 1 1982

ACQUISITIONS

Tuesday, November 17, 1981

San Diego, California

and

Thursday, December 17, 1981

Los Angeles, California

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NANCY E. MARSHALL
EXECUTIVE ASSISTANT

As Chairperson of the California Legislature's Joint Committee for Revision of the Penal Code, I am pleased to transmit the results of our hearings on community crime prevention.

It is no secret that prevention is the best long-run solution to crime. With this in mind, we have attempted to explore the factors which make a neighborhood anti-crime program effective, as well as examine other individual and organized methods to restore the sanctity of our homes and neighborhoods.

When one Californian in every ten runs the lifetime risk of being victimized by a violent crime, it seems to me that society has failed in its basic obligation to provide for citizen safety. While there is no one answer to the present dilemma of soaring crime rates, I am deeply convinced that the problem requires a coordinated approach where every member of our society begins to realize that crime prevention is part of our obligation to each other. In short, new laws and technologies may be impressive, but the battle for our streets will ultimately be won or lost through individual responsibility.

This is the commitment we must pursue together. As the great law-maker Solon said so very long ago, "Justice will only be achieved when those who are not injured by crime feel just as indignant as those who are."

OMER L. RAINS
Chairman

INTRODUCTION TO AND SUMMARY OF HEARINGS

ON

COMMUNITY CRIME PREVENTION

---oO---

INTRODUCTION - COMMUNITY CRIME HEARINGS

Almost every neighborhood in California has been the target of a felony. Californians are concerned about their crime problem at a time when the state's resources for fighting crime are dwindling. During November and December 1981 the Joint Committee for the Revision of the Penal Code held hearings in San Diego and Los Angeles. The purpose of those hearings was to review local crime prevention efforts of a nontraditional nature in order to find out what makes these programs successful and to determine what needs to be done at the state level to assist other communities in developing successful cost-effective crime prevention programs.

In both San Diego and Los Angeles local government officials, representatives from local law enforcement, the Attorney General's office, the Office of Criminal Justice Planning and those who have actively participated in local crime prevention programs testified. Witnesses testified about what factors they thought were essential to having a comprehensive and successful local crime prevention program.

law enforcement executives. Over the past few years, the requirements for crime prevention training in the basic police academy curriculum have been reduced.

Target hardening, or taking necessary steps to create optimum security of a building, is an essential factor in preventing crime that needs to be addressed. At this time there are no statewide uniform standards for security devices such as locks or burglar alarms.

The testimony presented in this transcript is professional and informative. It points up a definite need for legislation to create uniformity of building security standards, to provide for adequate law enforcement training, and to set up a comprehensive program to assist communities in developing effective crime prevention program.

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TRANSCRIPT

TESTIMONY TAKEN

ON

Tuesday, November 17, 1981

---oOo---

1

1 SAN DIEGO, CALIFORNIA, TUESDAY, NOVEMBER 17, 1981, 10:20 A.M.

2
3 CHAIRMAN RAINS: At this time I would like to
4 call to order this November 17, 1981 this hearing of the
5 Joint Legislative Committee for Revision of the Penal
6 Code.

7 I would like to introduce to my immediate right,
8 Mr. Tom Halatyn, who is a Consultant to the Joint Committee;
9 to my immediate left, Jennifer Moss, who is also a Consultant
10 with the Joint Committee. We will be joint sometime this
11 morning by one or two other members of the Committee.
12 Everyone seems to be experiencing travel problems of one
13 type or another; several airports along the coast of Calif-
14 ornia are fogged in today, as you may have heard.

15 The hearing today is being transcribed. There
16 is a stenographer taking down whatever comments are being
17 made. That transcript will be made available to those
18 who wish to secure a copy of that transcript. They can
19 do so by writing either to me at the State Capitol, or
20 the the Joint Committee at 1100 J Street, Suite 320,
21 Sacramento, California 95814.

22 I would like to welcome each of you today. I
23 have a prepared statement which I will read into the record
24 before we begin to take testimony. It is my intention,
25 incidently, once we commence testimony to go right through.
26 We will not break for a lunch hour, and we will conclude
27 the hearing, I hope, around 1:00 p.m.

28 In any event, today's hearing is designed to focus

1 on community crime prevention, which is being held, again,
2 by this Joint Legislative Committee.

3 Our purpose is to examine different facets associated
4 with citizen participation in crime prevention efforts. Of
5 particular interest are ways that the State of California can
6 improve crime prevention efforts in the public as well as the
7 private sectors.

8 As crime rates in California continue to increase,
9 financing for the criminal justice system, including prison
10 and jail facilities, fails to keep pace. As a result efforts
11 to reduce crime must include nontraditional prevention
12 approaches, as well as traditional ones such as arrest, pro-
13 secution and incarceration. Community crime prevention is
14 viewed as a major complimentary approach for low-cost, yet
15 effective prevention.

16 Studies have shown that criminals respond to
17 perceived opportunitites to commit crime. Also, the greater
18 the preceived risk in terms of identification and apprehen-
19 sion, the less the likelihood that the criminal will commit a
20 crime.

21 Things that bear upon perceived risk include police
22 patrol, as well as individual and collective activities on the
23 part of the public. Improved security protection for homes
24 and businesses, and collective efforts like block watch all
25 increase perceived risk and consequently reduce the likeli-
26 hood of crime.

27 While community crime prevention has been proven
28 to be effective, studies have also shown that public

1 participation varies dramatically. Apathy, fear, and limited
2 participation continue particularly in those areas hardest hit
3 by crime. It is these same areas that often don't report
4 crimes thus decreasing the likelihood that suspects will be
5 apprehended by law enforcement.

6 Today's testimony by experts in the field will
7 present a variety of law enforcement, government and citizen
8 sponsored programs and strategies which have enjoyed success.

9 We will hear from a variety of witnesses, law enforce-
10 ment and local government representatives, a criminal, neigh-
11 borhood representatives, and block watch leaders describing
12 their perspectives on community crime prevention. All of these
13 perspectives are important to the effort of identifying where
14 and how the State of California can best aid local community
15 crime prevention efforts.

16 Since crime prevention is largely a local problem,
17 it should be noted why these hearings are being held in San
18 Diego. Several community crime programs in the country have
19 received national acclaim for their successes. The San Diego
20 Police Department's Crime Prevention Unit is one of these.
21 Consequently, it is important that we learn more about what
22 made this program succeed, and how the San Diego experience
23 can be applied to assist crime reduction efforts in other
24 parts of California.

25 Mr. Halatyn, do you have any comments you would
26 like to make before we begin to take testimony?

27 MR. HALATYN: Not at this time, Senator.

28 CHAIRMAN RAINS: Okay, thank you.

1 With those objectives in mind, the first witness
2 today, focusing on what is community crime prevention, will
3 be Chief Bill Kolender, San Diego Police Department. Nice to
4 see you, Chief.

5 CHIEF KOLENDER: Good morning, Senator, and thank
6 you for selecting San Diego as your place to start your
7 hearings.

8 CHAIRMAN RAINS: Well, it's because of the success
9 you have enjoyed, unlike most other communities.

10 CHIEF KOLENDER: We've very proud of it, and we
11 think we have been effective in getting the community together
12 and doing something about crime.

13 I would like to make my remarks relate primarily
14 to the questions that you ask in your initial letter, when
15 you asked to set up these hearings.

16 The first question being, what is the definition
17 of crime prevention? In our mind it is -- community crime
18 prevention is a blending of the citizens, law enforcement,
19 and education to fight a common enemy, which, in fact, is
20 crime. The purpose is to anticipate, to recognize and
21 appraise a crime risk and to initiate action to remove or
22 reduce it by utilizing the total resources that we have within
23 our community of San Diego.

24 You ask why a crime prevention program is needed.
25 To us, those reasons are very clear. One out of three people
26 within the state are going to be the victim of a crime next
27 year, and something has to be done. It's evident that the
28 resources of government are not increasing; in fact, they are

1 dwindling. Therefore, our ability to get more people and
2 to get more resources are limited. We feel that we must
3 solicit the support and the understanding of that community to
4 get them to work with law enforcement in an effort to do some-
5 thing about crime.

6 We are finding an increase, not a decrease, for
7 services on the part of the police. In many cases we are, in
8 fact, unable to respond to those needs. So, we must be innova-
9 tive, and we must develop some programs to try to counteract
10 it.

11 You will find, as we go through, and my people come
12 here and testify, that they will go into detail as to just
13 what those programs are and how we do it.

14 Some of the different forms of community crime
15 prevention: Here in San Diego we've developed a variety of
16 crime prevention programs. Our largest and openly our most
17 effective has been the -- what we call our Community Alert
18 Program. In this city we have 3,000 community alert groups,
19 which makes us the largest, we believe, in this country.
20 We touch the lives of approximately 200,000 people within the
21 city. We have seen a significant impact on crime when these
22 particular groups get active.

23 We also have developed a business alert to help
24 the business community do the same thing.

25 We define it as getting together with the public and
26 let them know what they can do --

27 CHAIRMAN RAINS: If I may interrupt, Chief, how do
28 your 3,000 reach your 200,000? In what manner does that take

1 place?

2 CHIEF KOLENDER: Each community alert group has
3 a captain, and people from 25 or more within that neighborhood,
4 and then they get together. Our purpose is to teach them when
5 to call the police, when not to call the police, what to look
6 for if they're a victim of a crime, how to protect their own
7 neighborhoods by being alert to things that take place within
8 that neighborhood, and know when to call the police department.
9 It's an educational kind of a program.

10 CHAIRMAN RAINS: What type of training or guidance
11 do your group leaders receive from the police agencies involved?

12 CHIEF KOLENDER: We send a crime prevention specialist,
13 or -- the beat officer is also trained, to that group. We
14 initially go out and train people, and then have them go in the
15 community and train others, and we see to it that the beat
16 officer on a routine basis stops in, and he too, or she, gets
17 involved in the education of that public. It has been
18 extremely effective.

19 We received a grant to study the effect of these --
20 of this program, and we found that in most cases we got a
21 58 percent reduction in burglaries within the area where the
22 people became active. In no case did we find where there was
23 less than a 35 percent decrease in total crime in that community.

24 I think it shows that here you have an opportunity
25 to get people to help themselves and to help the police.

26 We did a survey several years ago -- there is a little
27 "Catch-22", and let me talk about that a second -- where we took
28 an isolated area of our community called Tierra Santa. It has

1 approximately 12,000 residents and is geographically isolated
2 from others. We embarked upon a total community educational
3 process to let them know again when to call us, when not to
4 call us, what to look for, how to take care of their own pro-
5 perty, how to protect themselves, this whole thing.

6 Before we did that, we sent 300 questionnaires in
7 with our police reserve officers to talk to the people, and we
8 found that before we started this program, the people there
9 felt very unsafe, they thought that this area was one of the
10 high crime areas in the community, they did not feel secure in
11 their home, and they did not feel secure in the streets.

12 So, we embarked upon the educational concept. We
13 went in there for two months; pamphlets, operation I.D., every
14 known crime prevention thing to man, and we went to work with
15 these people.

16 At the end of that period, we sent in another 300
17 questionnaires with the reserves to talk to the public, and
18 there was a significant change. People realized that Tierra
19 Santa was not one of the high crime areas in the community.
20 They felt relatively safe in their homes and on the streets,
21 and they knew when to call us and when not to. And, call-for
22 services went up 90 percent, crime went up 40 percent. You
23 know that crime didn't go up 40 percent, nor did call-for
24 services, in fact, go up, but when the people felt some
25 confidence in the police, some knowledge of what to do and
26 when to do it, at that point they --

27 CHAIRMAN RAINS: There was more interaction.

28 CHIEF KOLENDER: -- there was more interaction. So,

1 there is a little Catch-22 to this, and we've had to increase
2 our communications considerably.

3 CHAIRMAN RAINS: I suppose that can distort the statis-
4 tics, also.

5 CHIEF KOLENDER: Yes, it can. If we have one negative
6 impact, if you will, or any place or department where we've had
7 a difficult time coping, it's been with the increased amount of
8 calls from the citizens and our ability to respond to that.

9 Now, we prioritize calls. It's not on the subject, but
10 I think it's important that you recognize that you cannot res-
11 pond to everything. In this county there are departments that
12 won't even dispatch someone unless it's a felony, and there are
13 others who probably would respond to everything. We try to do
14 our best to respond on a prioritized basis to life; priority one
15 being crimes in progress where there is a threat to life, and
16 that kind of thing, and then go down from there, and we take
17 many of the reports over the telephone.

18 In the past if someone stole your hub caps, a police
19 officer would come to your house and conduct, "an investigation".
20 Well, there is no evidence there. So, now, if you call us,
21 we'll take the crime report information over the telephone, but
22 we will not dispatch an officer. That is taking a tremendous
23 public education program to make them not feel that they're
24 getting the short end of the stick. They say, "Hey, I pay my
25 taxes, I want a cop." Well, realistically, we just can't do it.
26 There is no way that we can respond to every call, so we've got
27 to let the public know when to call us and when not to call us.
28

1 CHAIRMAN RAINS: Jennifer Moss, our consultant has
2 a question.

3 CHIEF KOLENDER: Yes.

4 MS. MOSS: Yes, how do you select the communities
5 to participate in the community alert program?

6 CHIEF KOLENDER: Through advertising, letting people
7 know that we have this program. We have the ability, statis-
8 tically, through our crime analysis, to determine where there
9 are crimes being committed in certain sections of the commun-
10 ity, and we'll send officers out there to try to get somebody
11 interested in starting one of our neighborhood alert programs.

12 The same thing in the business community. We've
13 tried those businesses that are having problems.

14 MS. MOSS: How long has your business alert program
15 been in operation?

16 CHIEF KOLENDER: Just about six months, so we've
17 just gotten going on that. We try to fit it to the needs of
18 the community. We're now getting involved in crime prevention
19 for the handicapped, and I can talk about crime prevention
20 for the elderly. We are specific in what we do and how we
21 do it.

22 We have an Adam-65 victim-witness program where we
23 make an effort to, for example, help the elderly in helping
24 themselves. They are very vulnerable -- physically they are
25 vulnerable. They have fear, and we've tried to give them
26 information to help them feel more secure, and to know what
27 to do. Plus, we've tried to solve the crime problem. Through
28 crime analysis we've found that in certain sections the

1 people -- the elderly were getting ripped off. They were
2 having purse snatchers, and this kind of thing, and we sent
3 officers in to handle that, and, sure enough, the crime against
4 the elderly in those areas went down.

5 CHAIRMAN RAINS: Mr. Halatyn?

6 MR. HALATYN: I have one question, Chief Kolendar.
7 If we can assume that offense reporting goes up as you involve
8 the public now, that is it generally follows right, police
9 participation?

10 CHIEF KOLENDER: To a point, and then it will go down,
11 sir. I forgot that. It goes up at the initial, and then it
12 goes back down to normal.

13 MR. HALATYN: Oh, I see. I was wondering if offense
14 reporting increases, does that improve the department's ability
15 to apprehend suspects because you do compile more information
16 upon an array of offenses, therefore, information like MO and
17 so on get more conclusive? Have you found that that improves
18 your ability to apprehend suspects?

19
20 CHIEF KOLENDAR: Not only does it help us apprehend
21 suspects through the gaining of information that we will put
22 into our computers, but in the past there have been many
23 instances where, "crimes" were being committed and the public
24 was not aware of that -- of what to look for. "Oh, he's
25 moving his TV", or "The movers", or a lot of other examples
26 where people just didn't think of it before, but when you
27 make them aware, and they start to think of it, then they
28

1 start to take action.

2 CHAIRMAN RAINS: So it's a consciousness raising
3 effort?

4 CHIEF KOLENDER: Exactly, exactly.

5 MS. MOSS: What programs or method do you have for
6 evaluating, say, the Business Alert program? At what stage
7 do you start evaluating it to see how successful it is?

8 CHIEF KOLENDER: I'm going to need some help.
9 Sergeant Michelson, please come up here. This is Sergeant
10 Rick Michelson who is in charge of our Crime Prevention Unit,
11 and he will be able to answer your questions. That's the key
12 to administration; if you don't know the answer, you better
13 know who to get.

14 SERGEANT MICHELSON: John.

15 CHIEF KOLENDER: Yes, John. Officer Slough, would
16 you please come up here.

17 SERGEANT MICHELSON: What was the question? I didn't
18 hear it.

19 MS. MOSS: How long does the program have to be in
20 operation before you start evaluating it, and what methods
21 do you have for evaluating the program - Business Alert?

22
23 SERGEANT MICHELSON: All right, for Business Alert
24 we'll go out and do the initial formation meeting with the
25 group, and generally speaking we'll go back in about either
26 60 days or 90 days and look back. We have a built-in 90-day
27 system when we would go back and do a review of the statistics
28

1 for that area, and that's built into both the community and
2 the Business Alert programs. That will enable us to get a
3 readout of all the crime that have occurred in that specific
4 geographical area, and by comparison, we can see if, in fact,
5 they had any impact on those specific crimes.

6 In business areas we're talking about usually a
7 specific type of crime. In other words, one business may be
8 experiencing a shoplifting problem, whereas another area may
9 be experiencing armed robberies. So, we'll go in with a
10 specific target, and then come back later on -- 90 days --
11 and see if we have any impact on that.

12 CHAIRMAN RAINS: The bottom line question that I
13 really have of you, Chief, is to what extent should the state
14 get involved in assisting the local efforts, and is there any
15 legislation that would help in the community crime prevention
16 efforts in the State of California?

17 CHIEF KOLENDER: I'm not sure there is. I would ask
18 the state to help coordinate efforts to make available to law
19 enforcement agencies programs that have been established that
20 we may look at to see if they are applicable to our communities.

21 We do that, for example, with video taping of
22 training films. Maybe we could do this with crime prevention
23 -- some kind of pool where we could tell what is going on.

24 CHAIRMAN RAINS: So, perhaps the most effective
25 function would be that of a clearinghouse or coordinating
26 center?

27 CHIEF KOLENDER: Could be. Do you have any ideas?
28

1 SERGEANT MICHELSON: Well really, to perform the
2 kind of jobs we're talking about, we need a lot of resources
3 to do that. That's what we're looking at too, how we can
4 interact with state government to try and help us serve the
5 local communities. That's the purpose of the whole meeting
6 today, to look at resources, and that's where we have the
7 biggest problem. If you have a program as large as ours, it's
8 a constant battle to keep all those people informed, keep the
9 press informed, keep the neighborhood informed and right down
10 to the person who lives in a specific neighborhood.

11 What that means is money for printing, money to have
12 officers go out and do the presentations, and so forth. That's
13 what we're looking at, is trying to look at other alternative
14 resources we can use to get the message out to the communities.

15 CHIEF KOLENDER: Very good.

16 CHAIRMAN RAINS: Of course that's the toughest
17 problem of all, given the fiscal crunch in which the state
18 now finds itself.

19 CHIEF KOLENDER: We have some groups in our community,
20 like the State Out Crime Council and the Point Loma Acts Now
21 that have organized, that have helped us with those resources
22 with publications and money for newsletters, and that kind of
23 thing. We need more of that.

24 CHAIRMAN RAINS: Has your chamber been involved?
25 In many communities chambers of commerce have become very
26 involved.
27
28

1 SERGEANT MICHELSON: Yes, most of the chambers do
2 help us in setting up workshops or seminars, or that type of
3 thing, where we can come in and reach 200 to 500 people in a
4 workshop setting, and they're very good at helping us organize
5 those things.

6 CHIEF KOLENDER: We've got help from people like the
7 gas company and the phone company in the distribution of
8 information to the public. They're more than willing. The
9 news media is more than willing with public service announce-
10 ments on crime prevention, and we've tried to develop those so
11 that they can assist us in getting the message out also.

12 I just want to make one more point, and to tell you,
13 I don't want to toot our horn, but we're the only major city
14 in this country, last year, that showed a reduction in all
15 crime.

16 CHAIRMAN RAINS: I'm aware of that.

17
18 CHIEF KOLENDER: I think that the reason for it is
19 because of the public's interest, and the willingness to
20 assume some responsibility in helping us in this war against
21 crime, as we call it. Something has to be done.

22 Admittedly, law enforcement has a problem because
23 the better we get, the more stifled the rest of the system
24 gets, and I don't think the rest of the system has been
25 responsive to all of the increases that has happened. You're
26 going to have some people talk about what can be done in the
27 rest of the system, too. I think it's important that we take
28 a look at the whole thing.

1 CHAIRMAN RAINS: The fact that your city did reduce
2 crime or see a reduction in crime last year is something that
3 ought not to go unnoticed, and I commend you and I commend
4 the city, and I think it's absolutely fair that you do toot
5 your own horn, whether you wish to or not.

6 CHIEF KOLENDER: I'm a little concerned if you give
7 us credit when crime goes down, I'm afraid you may blame me
8 when it goes up, you see, so -- (Laughter)

9 CHAIRMAN RAINS: That's part of the turf, Chief.
10 (Laughter) Any of us in the public spotlight realizes that.

11 Sergeant Michelson, you were going to testify later,
12 but since you're here now, would you like to go ahead and
13 make any other comments?

14 SERGEANT MICHELSON: Well, we have a program designed
15 to --

16 CHIEF KOLENDER: Excuse me for a second. May I be
17 excused, sir? I have another appointment.

18 CHAIRMAN RAINS: You may, Chief. Thank you very
19 much.

20 SERGEANT MICHELSON: We have a program designed to
21 show you the history of the community alert process, and how
22 we got to where we are today, and I don't know if you want to
23 jump the agenda to get to that now or not?

24 CHAIRMAN RAINS: Is that the program that involves
25 your colleagues as well?

26 SERGEANT MICHELSON: Right.

27 CHAIRMAN RAINS: Okay, we will go ahead and wait
28

1 then, until the appropriate time.

2 Thank you.

3 Addressing the nature of crime and the implications
4 of certain types of action will be Captain Williams of the
5 San Diego Police Department. Captain?

6 CAPTAIN WILLIAMS: Rick, why don't you just stay
7 up here. (Laughter)

8 CHAIRMAN RAINS: I see who the resource person is.

9 CAPTAIN WILLIAMS: Good morning. I hope you'll bear
10 with me. I have a cold and --

11 CHAIRMAN RAINS: So do I, so we'll bear with each
12 other.

13 CAPTAIN WILLIAMS: Sergeant Michelson is a resource,
14 and that's his specific area of responsibility. That's one
15 of the many areas that I am responsible for.

16 One of the other areas which probably is the bottom
17 line when we fail at all other efforts is I'm in charge of
18 SWAT, but I don't think that is a viable alternative to what
19 we're looking at here.

20 I'm going to address my remarks, specifically, to
21 the questions that were referred to in the letter, the first
22 of which is to define or describe the property crime problems
23 by area of San Diego. I don't think we can really break it
24 down by any geographical area. Property crime occurs through-
25 out all areas of our city.

26 There are certain areas that because of seasonal
27 impacts we may have an increase in things like car thefts, or
28 car prowls, certain tourist centers where property crimes are

1 more prevalent than at other times of the year.

2 As Chief Kolender indicated, we had a decrease in
3 property crimes in San Diego last year, and so far this year.

4 In residential burglaries we had a decrease, and
5 in October of this year we had 1,180, and in October of last
6 year we had 1,325. So, we experienced a decrease there.

7 Commercial burglaries were also down over last
8 year. Auto thefts and other property crime was also down over
9 last year. In October of last year we had 686, and in October
10 of this year we had 652.

11 I think in looking at crime prevention efforts, the
12 most significant question that was asked here is question
13 number three, which was "Describe some of the characteristics
14 of property crimes, such as the time of day, the MO, the type
15 of individual involved." Our experience has been that most
16 property crimes -- specifically residential burglary occurred
17 during daylight hours. Sixty-five percent between 10:00 in
18 the morning and 3:00 in the afternoon.

19
20 CHAIRMAN RAINS: What was the percentage? Sixty-
21 five?

22 CAPTAIN WILLIAMS: Sixty-five percent. Over three-
23 fourths of the entries were through unlocked doors or windows.
24 The average burglary tool is a six-inch screwdriver, and the
25 average burglar, if you can classify anybody as being average
26 in that category, is under 25 years of age.

27 Our experience has also been that if he can be
28 delayed five minutes, the chances are he will seek another

1 target, and that once inside, the individual usually spends
2 about three minutes.

3 Because of what our experience has been, we feel
4 that the neighborhood alert program is probably the most effec-
5 tive tool we have against these types of crimes.

6 CHAIRMAN RAINS: Excuse me just a minute, Captain.
7 Mr. Halatyn?

8 MR. HALATYN: One additional question, Captain. When
9 looking at the offenders, do you have any information indicating,
10 beyond the fact that they're less than 25 years of age, that
11 high school or school age youth out of school, either truant
12 or dropouts, commit a great proportion of your daytime burg-
13 laries? Do you have any information indicating that that's
14 the case?

15 CAPTAIN WILLIAMS: I have -- Rick, do you have --

16 MR. MICHELSON: Let me answer that, yes. We have
17 found that to be the case, and in fact another city here in
18 San Diego is doing a truant study right now, where they are
19 picking up truants from schools to reduce -- specifically to
20 reduce the amount of residential daytime burglaries. So, they
21 do have an impact on residential crime.

22 Of course, when we're talking about kids, then we're
23 also talking anywhere from eight to 14 years old, on the
24 average. I mean, the youngest one that I can recall stealing
25 coin collections during his lunch hour was eight years old --
26 coin collections.

27 CAPTAIN WILLIAMS: I can relate one experience --

28 CHAIRMAN RAINS: I'm very curious, you know -- oh,

1 excuse me, were you going to respond?

2 CAPTAIN WILLIAMS: Yes, just an additional point
3 there.

4 One specific experience was one of the high schools
5 was going to go to an open-campus mode, wherein they allowed
6 the students to go off campus at anytime. The community was
7 against this, and we did a study on this and found out that
8 because of this open campus, that the incidence of crime --
9 property crimes, burglaries, malicious mischief, shoplifting
10 in shopping centers around those schools -- increased dramatical-
11 ly because of this.

12 So, this ties into the fact that if they're unsuper-
13 vised and they're out, then you're going to have an increase
14 in that crime.

15 CHAIRMAN RAINS: I have a bill in at this time,
16 Captain, SB 200, which would make all burglaries of the
17 first degree. In effect, that would make daytime burglaries
18 first degree as well as nighttime burglaries. A rather
19 anachronistic distinction that we've drawn over the years.

20 That statistic you gave me seems to me to make the
21 case for that type of legislation that much more compelling,
22 that between 10:00 a.m. and 3:00 p.m. 65 percent of your
23 burglaries in this community are committed.

24 CAPTAIN WILLIAMS: I think that's correct, because
25 the burglar knows that in most residential communities the
26 chances of the husband and wife both being gone working and
27 the children being in school, therefore, an unattended dwelling,
28 are very high during those hours, so that's when they're going

1 to try.

2 SERGEANT MICHELSON: Also, the criminal element also
3 knows that it's not a first degree burglary during that time
4 element, so they're going to tend to do more of those because
5 they know they're not going to get the heat that they would
6 from a first degree burglary.

7 CHAIRMAN RAINS: Do you have any further comments,
8 Captain?

9 CAPTAIN WILLIAMS: I just have a couple further
10 comments. The programs that are going to be talked about
11 after my testimony, I think, are the ones that are really
12 important; community alert, the structure that we have, the
13 fact that our success rate has shown that when we have citizen
14 participation that the incident of crime goes down, and one
15 of the problems we've experienced is we have been involved
16 with certain groups, and they're off and running, and then
17 we kind of back off because of manpower constraints or budgetary
18 constraints, that group will start to dwindle, and as it
19 dwindles, the incident of crime increases. We need to con-
20 stantly be pumping new life into these groups.

21 We've just recently become involved in an additional
22 crime prevention program called "I Report Crime," and it's
23 utilizing the private sector, specifically at this point in
24 those employees that are out in the community during the daytime
25 that have two-way radios in their cars.

26 San Diego Gas and Electric Company, the cab companies,
27 the telephone company all have radio dispatched supervisors
28 and work crews, and we're giving them training in how to

1 recognize potential crime problems, and how to report those.
2 So, that gives us an additional set of eyes out there on the
3 street to support our patrol units.

4 CHAIRMAN RAINS: Have you, at any time, had members
5 of your citizen groups become over zealous? Have you ever
6 approached anything that we might commonly call vigilante
7 type of action?

8 CAPTAIN WILLIAMS: I think I would like to have Rick
9 respond to that, because he works directly with these groups.

10 SERGEANT MICHELSON: We have had individual acts.
11 Not as a group, per se, but we have had individuals in those
12 groups take upon themselves some type of action that you may
13 think would be classified as vigilante, but our main function
14 is not to contact or confront any criminal activity, it's
15 simply to observe and report that activity, and that's the
16 basis of our training. It is not to go out and actually --

17 CHAIRMAN RAINS: No, I realize that's not your
18 intent.

19 SERGEANT MICHELSON: Right. Confront them.

20 CHAIRMAN RAINS: My question is, have, on occasion,
21 some groups become a bit over --

22 SERGEANT MICHELSON: As a group, no. We have had
23 individuals, of course, but I think you'll find that in any
24 organization. We have had one or two groups branch off and
25 form a perhaps more close-knit or effective group because
26 they have the time and energy to do that, and one of the speakers
27 -- or, one of the persons here is part of one of those groups,
28 but they're not in anyway a vigilante group. They simply

1 went above and beyond our training, and banded closer
2 together, and could do a little bit more than the average
3 community alert group.

4 CHAIRMAN RAINS: But you've not found that to be
5 a problem of any significance?

6 SERGEANT MICHELSON: No, we don't recommend or
7 condone any type of patrol action, neighborhood walking with
8 CB radios, or clubs, or German shepards, or armed patrols, or
9 any of that, and we really have not experienced that, at all,
10 here in the city.

11 MR. HALATYN: Is it true, Sergeant, that a distinc-
12 tion between what we consider community crime prevention and
13 vigilantism might involve something like the protection of
14 home turf versus a roving patrol?

15 SERGEANT MICHELSON: Well --

16 MR. HALATYN: I use something like the Guardian
17 Angels as an example, because it seems if a group leaves its
18 own home turf or its direct neighborhood, that that begins
19 to address or bring up some of these issues and problems.

20 SERGEANT MICHELSON: One of the basic fundamentals
21 of the community alert process is to identify your neighborhood
22 as being your turf, and we use the same principle, really, as
23 some of the gangs have done by identifying their neighborhoods
24 -- we don't spray on the wall or anything, but we did develop
25 a sign, and the signs clearly identify a particular neighborhood
26 as being a part of this community alert process, and that, we
27 felt, lent a sense of identity and belonging to that specific
28 community, in the same sense that it establishes that area as

1 their turf.

2 CHAIRMAN RAINS: I have a question that was just
3 handed to me and the person asks that I inquire of you if
4 increased funding for the California Specialized Training
5 Institute (CSTI) would benefit San Diego if more men in the
6 department, like SWAT teams, were better trained.

7 SERGEANT MICHELSON: You're talking about a different
8 ball game.

9 CHAIRMAN RAINS: It is. It's unrelated.

10 SERGEANT MICHELSON: You're talking about CSTI, which
11 is California Specialized Training Institute, which does some
12 excellent officer survival type courses -- that type of thing.
13 That's another field, but of course it would, sure. If we
14 could send the officers to it, it would help us, I think.

15 CHAIRMAN RAINS: We get back to the -- again, that
16 is somewhat unrelated, but we get back to the same question
17 about where the increase in these scarce funds are going to
18 come from.

19 SERGEANT MICHELSON: Right. Well, that's something
20 that hasn't been addressed as far as training programs. When
21 we talk about resources throughout the state, there aren't
22 any, at this time, except for the one school in
23 Sacramento. There aren't any schools where we can send crime
24 prevention officers. There is only the one in Sacramento
25 that has only been in existence for about a year now.

26 CHAIRMAN RAINS: Yes.

27 SERGEANT MICHELSON: So, there aren't very many
28 places we can send our own people to train them.

1 CHAIRMAN RAINS: How many and what percentage of
2 robbery and burglary offenses are accompanied by violence
3 here in your community? Do you keep tabs on that?

4 SERGEANT MICHELSON: No, we haven't. We didn't
5 prepare that kind of a statistic for today's meeting.

6 CHAIRMAN RAINS: Would you surmise that in connection
7 with your neighborhood programs that that type of criminal
8 conduct has gone down, as well as other? I take it it has,
9 since across the board it appears as though you've had a
10 decrease in crime.

11 CAPTAIN WILLIAMS: I can respond to that. We have
12 experienced increases in crimes of violence. In robberies
13 we've experienced an increase in those. In the area of sex
14 crimes, assault with intent to commit rape, we've experienced
15 increases there, and those types of related crimes, but I think
16 that one thing we've noticed is that because there is more
17 community participation, that people have a tendency to report,
18 to be more open in their reporting on these. But as far as
19 relating the crimes of violence, crimes against persons to
20 property crimes, I can't respond to that.

21 CHAIRMAN RAINS: Do you work closely with your private
22 security officers, and do they, in any way, factor into the
23 community effort?

24 CAPTAIN WILLIAMS: I'm not sure I understand what
25 you mean by "private security officers?"

26 CHAIRMAN RAINS: Well, your security guards that are
27 privately retained -- hired.
28

1 CAPTAIN WILLIAMS: Our participation with them is
2 on a limited basis. The -- their -- I think our experience
3 has been that they're kind of a group that is not very stable,
4 as far as -- you know, they come in for part-time employment
5 and they're gone.

6 Now, we offer training to them, if they so desire,
7 but it's on a voluntary basis. Some of the other security
8 type organizations that we do work closely with are our school
9 security people. That has been very successful.

10 CHAIRMAN RAINS: Thank you very much, Captain.

11 CAPTAIN WILLIAMS: Thank you.

12 CHAIRMAN RAINS: We've been joined by Edward Cohen,
13 who is the Project Director of the Joint Committee. He
14 is seated to my far left, to your right. We welcome Mr.
15 Cohen, who will be involved in the rest of this hearing.

16 Mr. Jim Devaroux is going to focus principally and
17 enlighten us in connection with the criminal's view of community
18 crime prevention, at least as it is perceived here in San
19 Diego.

20 MR. DEVAROUX: Good morning, Senator.
21

22 CHAIRMAN RAINS: I see you're going to rely upon
23 the same resource person. (Laughter)

24 MR. DEVAROUX: Right.

25 CHAIRMAN RAINS: You have a renaissance man in San
26 Diego, a jack of all trades.

27 MR. DEVAROUX: I would like to clarify one thing from
28 the criminal's point of view. I'm no longer active in that

1 way of making a living, and I definitely wouldn't admit it
2 in this group of people. (Laughter)

3 As far as my criminal history is concerned, it dates
4 back approximately 38 years since the age of 10. The last
5 five years have been clean since I have been released from the
6 penitentiary.

7 I was involved in everything from the burglary
8 standpoint from a money laundering operation, stolen automobiles,
9 whatever. I covered the whole gamut. Whatever was paying
10 the most money at that point in time.

11 Basically I was involved in residential burglaries,
12 although there is a lot more money in business burglaries. The
13 residential burglaries are much easier to pull off in a much
14 shorter period of time, and quite obviously you're not operating
15 with the weight of moving machinery, office machinery, whatever.
16 It's also much, much easier to turnover the finished product;
17 the wares, as it be, particularly in the urban areas such as
18 downtown San Diego, Oceanside. They are not quite as easy
19 to get rid of, say, in the suburban area, i.e., Escondido,
20 or Valley Center, those type of areas. People have a tendency
21 to be a shade more honest up there, or apt to question where
22 that television set or that stereo came from.

23 My contacts with the community alert programs has
24 been very, very limited. I have a lot of respect for that
25 sign when I drive down the street. If I'm going to be out
26 working an area, say, as La Jolla would be in this particular
27 town, or Rancho Bernardo, I'm going to avoid an area where I
28 think there is going to be a chance where they will come up and

1 grab me while I'm in the act. Most burglars don't want to be
2 confronted. Most are not armed. The confrontation is the
3 last thing in the world you want at any given time. When you
4 see the sign, drive three blocks down the street, they don't
5 have a sign, and you just go ahead and move on in. You've
6 probably got the same material three blocks down the street
7 that you had in the neighborhood that has the neighborhood watch
8 signs up.

9 CHAIRMAN RAINS: Did you ordinarily commit burglaries
10 during the daytime or the nighttime? Did it make a difference
11 to you?

12 MR. DEVAROUX: Whenever I needed the money. It made
13 no difference at all.

14 Once you've been in a penitentiary setting, the fear
15 factor is taken out of being sent to the penitentiary. So, it
16 didn't make any difference whether it was first degree or second
17 degree burglary. I'd do the same amount of time.

18 CHAIRMAN RAINS: Once you've been there?

19 MR. DEVAROUX: Once you've been there. The fear
20 factor is gone.

21 CHAIRMAN RAINS: The criminal history which you have,
22 was it basically in and around the City of San Diego?

23 MR. DEVAROUX: No, it was nationwide, although there
24 were convictions here in San Diego. My last conviction was
25 in the State of California.

26 The American public -- California public, local
27 public, whatever -- are becoming far more security conscious
28 on the types of securities that they have in their home, i.e.,

1 dead bolts, minor alarm systems. I've noticed an increasing
2 number of homes which have the little security box up on the
3 front door that you punch in the code on. I have serious
4 doubts as to how good they are, because all too often they're
5 out in a real rural area, and by the time the sheriff's depart-
6 ment could respond to something happening out in, say, El Cajon,
7 you could very likely be down the street.

8 I also have serious doubts in the rural areas as to
9 whether something like a neighborhood watch program would work
10 because of the separation of the homes, there is a lot more
11 territory.

12 On Question No. 4 on my sheet, it's asked to describe
13 generally, and by example, how community crime prevention
14 deterred my criminal activities. Quite obviously, I don't think
15 anybody wants to go into custody, regardless of what their
16 crime had or happens to be, and I'm no different from the rest.
17 If there is an option, and I can keep from getting into a
18 custodial situation, I'm very definitely going to take that
19 option. It's the survival of the fittest.

20 But a lot of people don't seem to realize that a
21 criminal is a job-- being a criminal is a job. It's just like
22 going down to work at the gas station, or working for a public
23 service agency, or whatever the case may be, it's a job.

24 If you're sitting in the penitentiary, you're not
25 getting a paycheck.

26 CHAIRMAN RAINS: It sounds as though most of your
27 convictions were for burglary.

28 MR. DEVAROUX: No, sir.

1 CHAIRMAN RAINS: Can you give us a brief history
2 of your criminal background?

3 MR. DEVAROUX: Well, like I said, I've done everything
4 from steal cars to launder money. The last conviction I had
5 was for laundering money.

6 CHAIRMAN RAINS: Were any of these drug related
7 offenses?

8 MR. DEVAROUX: No, sir.

9 CHAIRMAN RAINS: In other words, it just seemed as
10 though it was easier to engage in criminal conduct than to
11 work?

12 MR. DEVAROUX: I wouldn't say necessarily easier.

13 CHAIRMAN RAINS: More profitable?

14 MR. DEVAROUX: Definitely more profitable on a shorter
15 range of time, although when I break that down over a total of
16 18 years in custody as to what I picked up, I have a real hard
17 time justifying that anymore, but it sounded good when I was
18 25 years old.

19 CHAIRMAN RAINS: You were in custody 18 years?

20 MR. DEVAROUX: A total of, not all at one time.

21 CHAIRMAN RAINS: How old are you now?

22 MR. DEVAROUX: I'm 48.

23 CHAIRMAN RAINS: So, you spent almost half your life
24 in custody?

25 MR. DEVAROUX: Two-thirds either in custody or on
26 parole.

27 CHAIRMAN RAINS: Do you have any idea, if we focus
28 for a moment on burglary, because when it comes to so many

1 neighborhood programs, that seems to be one area that almost
2 inevitably decreases rapidly, do you know how many of our
3 burglars are arrested, on a percentage basis? Do you have any
4 idea at all?

5 MR. DEVAROUX: I wouldn't have any idea, although
6 judging from what I read in the newspapers and what I pick up
7 from NIGA and criminal justice flyers, it seems to be on the
8 increase.

9 My experience, locally, is that a good number of the
10 burglars are generally stealing to support a narcotics habit.
11 Now, these are the ones that I personally happen to run across
12 through my line of work. They are out there supporting a
13 narcotics habit.

14 CHAIRMAN RAINS: That was the reason for my earlier
15 question. I'm a former prosecutor, and generally when I see a
16 long rap sheet full of 459s or 496s, I find that there is a
17 drug related problem.

18 MR. DEVAROUX: With me it was profit. I see no
19 percentage (sic) in going out and burglarizing a house and then
20 sticking it in my arm.

21 CHAIRMAN RAINS: What do you do at this point in time,
22 or is that something you can't disclose?

23 MR. DEVAROUX: Oh, no, very definitely. I'm the
24 Director of Special Projects for Project JOVE, Incorporated
25 here in San Diego. It's a private, nonprofit social service
26 agency that works with the adult and juvenile ex-offenders in
27 the County of San Diego.

28 CHAIRMAN RAINS: Is it in the nature of a halfway

1 house?

2 MR. DEVAROUX: No, sir, although we're looking
3 toward that end right now. We deal with the offenders just
4 prior to their release, and then enable them to -- or, I should
5 say, assist them in getting employment, housing, clothing, that
6 sort of thing. Our theory is that if the ex-offender has a job
7 and a paycheck coming in, they have no reason to be down
8 ripping off your television set.

9 CHAIRMAN RAINS: This is a bit unrelated to the
10 subject matter, but I'm curious what motivated you, at this
11 time, in life, to really change what apparently was a long
12 history of criminal conduct?

13 MR. DEVAROUX: Well, I got very tired of doing time,
14 for one thing. No matter how comfortable you can get in a
15 penitentiary setting, it gets old. I definitely like to go
16 out and have dinner in nice restaurants, and you don't get that
17 at Folsom State Prison.

18 I think the other side to the story was that some
19 of the laws have changed. California had, for all practical
20 purposes, reenacted the Habitual Criminal Act. A point in fact:
21 With my priors, if I wrote a \$50 check and had a forgery charge
22 against me, I would be doing eight years on priors before I
23 even started the forgery charge.

24 So, I had to take a real close look at what my priori-
25 ties were. I definitely don't want to die in State Prison.

26 CHAIRMAN RAINS: So, what I read into that is that
27 the increasingly harsh sanctions that we are, in fact, imposing
28 in California, may, in fact, be having a deterrence effect,

1 especially when it comes to the con wise person.

2 MR. DEVAROUX: With the multiple offenders, yes.

3 Now, the first time offenders, no, it's still a
4 cake walk. Even the second time around it can be a cake walk,
5 but once you've been there once or twice, that's it.

6 CHAIRMAN RAINS: The word's gotten around?

7 MR. DEVAROUX: Oh, yes. We have it beat into our
8 brains everyday when we picked up the San Diego Union. I don't
9 think a day goes by when I don't pick up the Union and read
10 in the crime report a name of someone that I don't know.

11 CHAIRMAN RAINS: When I asked that, "the word has
12 gotten around," I was talking about really those in the
13 institutional setting. They know that if they go out, that
14 the laws are different than they used to be, and if they come
15 back they're probably going to be there for life.

16 MR. DEVAROUX: Okay, contrary to popular belief, I
17 never saw a Jimmy Cagney type character up there with a tin cup
18 and his old cap on rapping up and down the bars. There are
19 a lot of educated people that may be up there for whatever
20 reason, I don't know. Perhaps it was family problems, perhaps
21 it was bills, perhaps they were like me and just -- you know,
22 it was the thrill of the thing, of fast money. I think they're
23 helping to educate the people that are in there on the inside
24 also. There is a lot of self-help groups within the penitentiary
25 settings that are toward that end.

26 MR. HALATYN: I had one question, Mr. Devaroux. When
27 we're talking about deterrence, we talk about two things. How
28 do you respond to fear or risk of apprehension, as well as risk

1 of punishment? I mean, you can look at that two ways. One
2 is a view towards what the likelihood of your arrest will be;
3 and, secondly, what the likelihood of doing time -- a longer
4 time. Do you respond to both of those issues differently? Do
5 you separate them when you look at perceived risk?

6 MR. DEVAROUX: I guess I'm forced to separate it.

7 As much as I hate the show, I love the beginning of Baretta
8 -- you know, "If you can't do the time, don't do the crime."
9 I've always been a firm believer in that. As I said, it's a
10 job. As I get older, the punishment standpoint doesn't bother
11 me, it's the idea of being separated from society, as such.
12 I'm just tired of that.

13 MR. HALATYN: Thank you.

14
15 CHAIRMAN RAINS: Mr. Cohen?

16 MR. COHEN: I'm curious. You said that at the time
17 when you were most active as a burglar, that you had a short-
18 range point of view that at that time you weren't afraid to
19 go to prison. I guess you had some prior incarceration. So,
20 given the perspective you have today, what would possibly have
21 made a difference to have changed your outlook from short-
22 range to long-range, back then?

23 MR. DEVAROUX: Gee, I hate to say old age. I'm not
24 really sure. To my own way of thinking, I guess I never ever
25 in my life had any long-range goals, and consequently I just
26 carried that over. It was a learning process, I suppose.

27 MR. COHEN: Is that in terms of
28

1 just yourself, or is that in terms of like -- I assume you
2 went through the public education system. Did you grow up
3 here in San Diego?

4 MR. DEVAROUX: Yes, sir.

5 MR. COHEN: Among your peers and so forth, did they
6 all have the same attitude, or was it just you individually?

7 MR. DEVAROUX: No, when we first came to California
8 back in the late 40s, they transplanted a two-bit street hoodlum
9 from Boston into Escondido. Escondido, back in those days, had
10 a total population of probably 5,000 to 6,500 people. It was
11 a whole different way of life; one whale of a cultural shock.
12 The cowboys were what I used to watch on TV with Tom Mix, or
13 down at the movie theatres, and they were reality up in
14 Escondido.

15 So, I don't think there was a peer action involved
16 there. I never felt any peer pressure. I basically operated
17 as my own person. I didn't have any partners in crime, as
18 such.

19 CHAIRMAN RAINS: Thank you, Mr. Devaroux.

20 MR. DEVAROUX: Thank you, sir.

21 CHAIRMAN RAINS: I have a gentleman here that I'm
22 going to take out of order. We did not have him on the agenda
23 today. His name is Russell T. Hartman. He is an ex-offender
24 who did ten years in state prison, and 11 years in the federal
25 prison system, and he would like to make a few comments to the
26 Committee.

27 MR. HARTMAN: Good morning, Senator, ladies and
28 gentlemen.

1 CHAIRMAN RAINS: You've done 21 years in prison?

2 MR. HARTMAN: Yes, sir, I have.

3 CHAIRMAN RAINS: Hard time?

4 MR. HARTMAN: One of the problems, as I see it, with
5 crime prevention is basically the fact of the ex-offender
6 coming out from prison and being rejected by the community.

7 One of the problems that I've seen is a lot of your
8 so-called ex-offender community organizations are basically
9 no more than they allow you to use the telephone, hand you a few
10 bus tokens, they hand you a telephone book, and they tell you
11 to go look for a job.

12 In 21 years, I have accumulated a lot of valuable
13 assets in training in both the state and federal prison systems,
14 but in the two or three times that I have been out in 21 years,
15 I have found nine times out of ten that it was totally impos-
16 sible to find employment.

17 Now, you've looked sort of at the statistics where
18 you have the unemployed on the streets that is not an ex-offender
19 and the hard time they're having finding a job.

20 CHAIRMAN RAINS: What was the nature of the offenses
21 for which you stood convicted?

22 MR. HARTMAN: Okay, it goes back to forgery, bank
23 robbery, threatening communication, extortion.

24 CHAIRMAN RAINS: Your bank robbery, were you armed?

25 MR. HARTMAN: No, I wasn't. It was strictly a note.

26 However, in 1973 when I was arrested for the bank
27 robbery, a court psychiatrist was brought in and with another
28 court psychiatrist for the prosecution and the defense --

1 being an ex-prosecutor, you're aware of that, I'm sure -- it
 2 was their consensus of opinion, which I totally agreed with,
 3 with due to the fact that I was so institutionalized that the
 4 bank robbery was nothing but a farce to get back in. I barely
 5 got out the door and I was arrested by an undercover police
 6 teller, who was moonlighting between being a police officer
 7 and a bank teller.

8 My opinion is that roughly 40 percent of the inmates
 9 that I have talked to, in both the state and federal prison
 10 system, prefer to be there, because they have more going for
 11 them in prison then they do have on the streets. In a lot of
 12 respects, I agree.

13 Now, in prison, you don't have to worry about where
 14 your next meal is coming from, you don't have to worry about
 15 employment, you don't have to worry about clothes, a place to
 16 sleep, and most of all you don't have to worry about rejection
 17 because you have more friends then you know what to do with.

18 The person that comes out of prison, in a federal
 19 prison system, for example, is given roughly up to \$150 cash,
 20 a suit of clothes, and a bus ticket. If he has no family or
 21 community resource of any kind, if he can't find employment,
 22 he's either going to go to skid row or back to crime. Not
 23 too many, including myself, is going to go to skid row.

24 So, we took a consensus in prison -- some of these
 25 self-help groups I was involved with -- it costs the taxpayers
 26 \$21,000 a year, roughly, to keep a man incarcerated in the
 27 federal prison system. This is including employee salaries,
 28 and the whole nine yards.

1 If you took half of that and kept that man on the
 2 streets into training programs, got him employed, you would
 3 save half that \$21,000. Plus, that man would be paying taxes.

4 Since I've been out here, which has been since October
 5 28th, I have documented evidence I have made over 100 job
 6 contacts. Out of that 100, I've got a lot of "Well, you're
 7 over-qualified," "Well, we don't have anything open," "Check
 8 back with us after October 1st," or January 1st, "Reaganomics."
 9 You name it, I've got the answer.

10 While in federal prison this last time, I was working
 11 as a purchasing agent for federal prison industries.

12 CHAIRMAN RAINS: When you say "October 28th," you're
 13 talking about slightly less than a month ago, or a year ago?

14 MR. HARTMAN: No, slightly less than a month ago.

15 I'm presently at the New Horizons Halfway House
 16 downtown, which is run by the Salvation Army. It is strictly
 17 room, and board, and referrals.

18 I personally believe they do what they can. There
 19 is not much they can do. You have Project JOVE, which is
 20 real active for ex-offenders. Again, referrals. You have the
 21 Episcopal Community Center which is real active working for
 22 ex-offenders. Again, referrals.

23 I've contacted some of the newspapers and TV stations
 24 asking them to do an article on the plight of the ex-offender
 25 trying to make it in the community. The San Diego Transcript
 26 did an interview Friday. They haven't had time to write the
 27 story yet. The other newspapers and TV stations said "Fine,
 28 we'll call you." That kind of speaks for itself.

1 I'm not speaking for myself, either. In our program
2 we have six or seven men who are residents. There are at least
3 two or three of them looking, as much as I am, for employment.

4 On February 26th, I'm going to be released from the
5 halfway house. I'll have no funds, no place to go, no job,
6 no nothing, unless I find it before that. To me, this is what
7 crime prevention is all about. There are people getting
8 released from prison everyday, and probably 75 percent of them
9 go back for just this reason.

10 Now, as I started to say, when I was in the Federal
11 Correctional Institution in Bastroff, (phonetic), I worked for
12 the federal prison industries as a purchasing agent. I ordered
13 supplies for three factories, I did government bids and con-
14 tracts, I run an NCR 299 posting machine, a ten-key, an IBM
15 typewriter. I'm trained to do work -- a lot of other work.
16 That makes no difference to the community, I'm an ex-offender.

17 Now, I don't believe that ex-offenders should be given
18 the red carpet -- saying "Oh, you poor guy," or "You poor lady,
19 you're an ex-offender so you've got a job coming off the top."
20 I don't think I deserve any better action than anybody else,
21 as far as just looking for employment.

22 But I do feel that if I'm qualified -- which I am in
23 several areas -- I should be given the opportunity. I think I
24 speak for quite a few ex-offenders that I know and I've worked
25 with.

26 At the present time, to conclude, I decided that if
27 I couldn't find a job, I would create my own job. So, what I've
28 decided to work on -- I'm making some progress -- is I have a

1 real heavy feeling for these street kids out here. I see them
2 over at Horton Plaza selling their body, scheming on different
3 crimes, how to make money to get a place to sleep that night.
4 So, I contacted some hotel owners, and I got a tentative
5 commitment from a hotel owner that he would give us his hotel
6 at reduced rates -- two floors and some rooms -- for a youth
7 center. I've contacted attorneys, superior court judges, some
8 of the medias again to try to get some backing on this -- there
9 is a lot of interest. But, again, it's all about the money.

10 To me, these kids are the future of tomorrow, and
11 we can't ignore them. I was a kid once, and that's where I
12 picked up crime. A lot of people you find in prison pickup
13 crime for the same reason; they were young, nobody gave a darn
14 about them, they had no resources, so they went out and had
15 to do it their way. I think this is where we really need to
16 concentrate our efforts to work with them kids.

17 That's all I have to say.

18 CHAIRMAN RAINS: We certainly would not disagree
19 with your last comment. It has sometimes been said -- and
20 I think appropriately so -- that our youth constitutes one-third
21 of our population, and 100 percent of our future.

22 MR. HARTMAN: I agree.

23 CHAIRMAN RAINS: Thank you very much.

24 MR. HARTMAN: Thank you for your time and for hearing
25 me.

26 CHAIRMAN RAINS: Mr. Norm Stamper, with the Mayors'
27 Crime Commission here in San Diego. Good morning, Mr. Stamper.

28 MR. STAMPER: Good morning.

1 Senator Rains, members of the Committee, I would
2 like to thank you for inviting me to share with you the
3 experience of the Mayors' Crime Control Commission. You've
4 asked me a number of questions in advance of this meeting, and
5 I would like to be able to respond to all of those.

6 The Mayors' Crime Control Commission was formed in
7 the fall of 1979. It is the direct result of the
8 Mayor's state of the city message in 1979, in which he took
9 note of the escalating crime rate in the city, and declared
10 official war on crime in San Diego.

11 The Commission was formed of San Diegians, most of
12 whom had no direct experience with the criminal justice system,
13 but all of whom had exhibited an interest in community activities,
14 many of whom had been victims of crime, all of whom were
15 interested in doing something about reducing crime, and particu-
16 larly the fear of crime in San Diego.

17 The specific objectives of that Commission were to
18 study crime as comprehensively as it could be studied, as
19 thoroughly as it could be studied, so that we had a good under-
20 standing of local crime; what is going on in the City of San
21 Diego, how severe, how serious, how frequently does crime
22 occur. To, on the basis of that study, develop recommendations
23 for reducing the severity and the frequency of street crime
24 in San Diego. We took official notice of the fact that white
25 collar and other forms of crime are serious crime, but the
26 type of crime that local government, in particular, has some
27 -- presumably has some control or influence of its street crime.

28 We studied very thoroughly the incidents of crime

1 throughout the 1970s in San Diego. We found that we had
2 experienced a 156 percent increase in violent crime, -- in the
3 rate of violent crime, and I use that term advisedly, because
4 "rate" obviously, adjusts for population, and San Diego, along
5 with many other cities in California and elsewhere, experienced
6 a very rapid rate of population growth during the '70s.

7 When we use those statistics, we are talking about
8 numbers that have been adjusted for population growth. We
9 experienced a 42 percent increase in property crime during that
10 same period. The crimes to which I am referring are the FBI
11 Index of Crimes -- violent and property.

12 The second objective of that Commission was to develop
13 recommendations that could have the effect of reducing peoples'
14 fear of crime. That was on the assumption that although crime
15 is up in this city over what it was in 1970, although it's
16 up throughout the United States, it's probably not as bad as
17 some of us think, it's probably worse than others think, and
18 one of the things that we were particularly interested in doing
19 was educating the public as to the -- to the extent, the scope
20 and the nature of crime in the City of San Diego.

21 San Diego is still one of the -- clearly one of the
22 safest big cities in the United States. A San Diegians' chances
23 of being a victim of a serious crime in 1980, for example, were
24 less than one percent, but crime is up -- the fear of crime is
25 up.

26 We also had an interest in developing recommendations
27 that would have the effect of increasing citizens' confidence
28 in government, in general, and the criminal justice system, in

1 particular, to do something about crime.

2 By way of background, we broke the Commission into
3 three committees. We were looking for alternative or innova-
4 tive ways of doing that, but we lit on the traditional, after
5 a lot of deliberation. We had a Law Enforcements Committee,
6 a Corrections Committee, we had a Courts Committee.

7 Those three committees did very intensive work in
8 helping to develop candidate recommendations for consideration
9 by the full Commission. The Commission and its committees --
10 the members of the Commission visited correctional institutions
11 throughout the state, primarily from Central California south.
12 They visited all of the correctional institutions in San Diego
13 County. They rode along with police officers, they interviewed
14 judges and attorneys, they did some court watching. They listen-
15 ed to expert testimony, they listened to, for example, James
16 Q. Wilson of Harvard University, who has served as advisor to
17 four presidents on the issue that we are discussing today.
18 They listened to Charles Silberman, the author of "Criminal
19 Violence, Criminal Justice," a major work that is the product
20 of six years of study of street crimes, and particularly violent
21 crime. But, they also listened to San Diegoans; our local
22 criminal justice practitioners, they listened to the victims
23 of crime in San Diego.

24 They heard, for example, from the father of a 31
25 year old man who was shot and killed in front of Sharps Hospital
26 here in San Diego about a year and a half or two years ago.
27 All of this by way of background and foundation.

28 The Commission developed a list of 52 recommendations.

1 A relatively small handful have legislative implications.

2 They are in effect, a request on the part of this body, repre-
3 senting the City of San Diego, for the state to act.

4 Most of the recommendations, however, fall into the
5 administrative arena. Of those, the majority are directed
6 at the San Diego Police Department.

7 I have held down two jobs in the last two and a half
8 years. One as a special advisor to Police Chief Kolender,
9 and the other as the Executive Director of the Mayors' Crime
10 Control Commission. So, I can speak with some assurance and
11 some confidence that what I'm saying about the administrative
12 recommendations -- those that are directed at the police
13 department -- have the full support of the Chief of police,
14 and are quite likely to be implemented following what I con-
15 sider to be a very difficult process, but one which is fully
16 supported by the administration of the police department.

17 In the area of community crime prevention, we are
18 recommending to the police department that it reexamine a
19 program which was originally adopted in 1975, and which was
20 based on experimentation conducted during 1973 and '74, called
21 "Community Oriented Policing."

22 At the time of its introduction, the department was
23 experiencing staffing shortages, there were some questions
24 about --

25 MS. MOSS: Would you read the name of that again?

26 MR. STAMPER: Yes, it's Community Oriented Policing.
27 It's also known as COP. The central idea behind that program
28 is that you put a police officer into a neighborhood, and that

1 you leave that police officer there long enough to get to know
2 the people and problems of his or her area. And that you not
3 only permit, you require that police officer to become as
4 thoroughly informed as he or she can about crime trends, as
5 well as traffic and other police community issues.

6 We're interested in an officer's knowledge of
7 burglaries, robberies, rapes, car prowls, auto thefts; we're
8 interested in an officer's knowledge of whether those crimes
9 and others have gone up, have gone down, whether more people
10 are getting hurt today than they were a month ago, then they
11 were a year ago, then they were five years ago.

12 In short, what we're looking for is officers who
13 are engaged in a very real world form of community analysis.
14 Most police officers in the City of San Diego are responsible
15 when they get into their automobiles for a very large geographi-
16 cal area, and for police protection in an area whose population
17 might be 12,000 people. Well, one beat cop ain't going to cut
18 it. One police officer cannot possibly reduce crime effectively
19 and efficiently in an area that size without full support and
20 cooperation from the community.

21 MR. HALATYN: Let me toss something out to you. Let's
22 assume that familiarity with your local policeman, not only
23 would lead to better offense reporting, but better cooperative
24 relations between the community and the officer. What would
25 that say about the current use of mobile patrols; that is,
26 putting officers in patrol cars versus the older ideas of the
27 foot patrol?

28 MR. STAMPER: We have a -- as Bill pointed out -- as

1 Chief Kolender pointed out, we do have a problem that is
2 also one of the advantages of this city, and that is that we
3 don't have great population density, except in very few areas
4 within the city, so we don't experience the same kinds of
5 policing problems and crime problems that are associated
6 with some mid-west cities, and certainly eastern sea board
7 cities. We've a very large city -- 390 square miles -- so we
8 cannot have beat cops patrolling on foot, unless we probably
9 quadruple the size of the police department, and we would
10 still experience problems staffing with a walking approach to
11 police work.

12 What Community Oriented Policing suggests, and what
13 we're looking to reinforce in this city is a police officer
14 should, on the basis of his or her increasing knowledge of
15 that area, make some decisions about walking, make some decisions
16 about sponsoring or attending community meetings, and certainly
17 the Community Alert Program reinforces that here in San Diego.

18 We want our officers to spend more time with the
19 people, we want our officers to spend more time directing their
20 activities toward problems that have been demonstrated to exist
21 in a geographical area, in a neighborhood in a community, and
22 that's the fundamental idea behind COP.

23 MS. MOSS: You said this program was started in '75?

24 MR. STAMPER: That's correct.

25 MS. MOSS: And then I take it it was discontinued.
26 Why was it discontinued? What were the problems with it at
27 that time?

28 MR. STAMPER: It was not discontinued. It still

1 is expressed as a philosophy of policing in the City of San
2 Diego, and we still take great pride in the fact that we do
3 see ourselves as -- and generally function as a community
4 oriented police department.

5 What it has lacked in five or six years is the form
6 of structural support, organizational support that any program
7 needs to succeed. Specifically we are talking about an increase
8 in the administration's ability to provide crime information
9 that is both relevant and useful and workable to police officers
10 so that they don't have to count crime reports, or do anything
11 of a primitive nature to get a handle on how much crime is
12 taking place in an area.

13 We expect the beat cop to be thoroughly knowledgeable.
14 The beat cop should be tremendously more informed than the
15 police chief, for example, about what crimes are taking place
16 in your neighborhood or mine. So, what we're looking at is
17 increased levels of support for the police officer. We're
18 looking at installing within the police department -- and this
19 was a major recommendation of the Crime Control Commission --
20 some outcome objectives, which is to say probably for the first
21 time in the history of a major police department we want to
22 instill and install a system of establishing specific crime
23 fighting objectives. It is simply not enough to say that the
24 police are here to prevent crime or to reduce peoples' fear
25 of it. We've got to be more specific about what kinds of crime
26 should be reduced, and more specific about how we can most
27 effectively reduce that crime.

28 We have some pretty good answers to the latter question.

1 We know that community alert works. It works powerfully.
2 It's a very, very effective program. We know that this joint
3 venture of the police officer and the community identifying
4 and approaching -- or, attempting to solve problems is success-
5 ful.

6 The real question is, given the range of crimes
7 that are on the books, the types of crimes that hurt people
8 and cause fear, which ones should we attack, because the
9 resources are finite. We must begin to make some judgments,
10 as Chief Kolender was pointing out in his presentation to you
11 in terms of our priorities.

12 We're looking for an accountability system that will,
13 in fact, hold individual police officers, as well as area
14 commands, responsible for knowing about the levels of crimes
15 in their areas, and doing something about them.

16 As Bill pointed out, it's one thing for the police
17 department to accept credit when crime goes down. It's quite
18 another to accept blame when it goes up. There are far too
19 many variables to say that the police are responsible for
20 levels of crime.

21 What we are responsible for, and what we would like
22 to do a better job with, is establishing some specific objec-
23 tives and standards, and then holding people to account for
24 those objectives and standards, and that's what we're doing.

25 MR. HALATYN: What has been the success, thus far,
26 of these efforts? Have you obtained any data indicating that,
27 indeed, police respond differently to a community?

28 MR. STAMPER: I'm glad you asked that, because one of

1 our major recommendations is that we once and for all agree
 2 that we must evaluate our programs and the expenditure of
 3 public funds to reduce crime. For the last 15 years, on a
 4 national level and at the local level, we have thrown an
 5 awful lot of money at the crime problem. We have developed
 6 one program after another, we have increased hardware and
 7 technology, we've developed innovative programs, progressive
 8 programs. The real question is, based on systematic evalua-
 9 tion, have they worked. If so, how well, and if they have
 10 worked well, is the investment of the funds sufficient to
 11 justify their continuation?

12 We have no -- virtually no -- I guess what the
 13 social scientists would call longitudinal studies. We'll
 14 start a program in 1973 and say that it's the greatest thing
 15 since sliced bread and it's a really effective program, and
 16 actors move on and off the stage, new criminal justice
 17 practitioners are elected or appointed, or promoted, or
 18 transferred out, or what have you, and three years later
 19 we're asking "Did that program really work? What were its
 20 effects?" Unfortunately, in too many cases we can't answer
 21 that.

22 I guess that is a rather long, drawn out way of
 23 answering your question.

24 MR. HALATYN: Was that a recommendation that you had
 25 suggested that the program be evaluated as part of your
 26 recommendation?

27 MR. STAMPER: Absolutely. We're talking about a
 28 reinforcement, if you will -- a reemphasis of the Community

1 Oriented Policing Program today, which would start at the
 2 Chief's level, but work primarily down to the captains level.
 3 We are now a decentralized police department. We would like
 4 our area captains, -- as they are becoming, we would like our
 5 area captains to be community oriented. We would like them to
 6 be thoroughly knowledgeable about what is going on, and we
 7 will evaluate the effects of this reemphasis of the program.

8 MR. COHEN: Mr. Stamper, a question from the audience
 9 here. Are you doing anything about international terrorism?

10 MR. STAMPER: We are doing things about international
 11 terrorism. I would be happy to tell you that I am not compe-
 12 tent in that area, and can't answer any further.

13 MR. COHEN: Okay.

14 MR. STAMPER: But the police department is doing
 15 something. We have a Criminal Intelligence Unit, we have a
 16 SWAT Unit. There are a number of other units in the department
 17 whose attentions are -- I can't say "international terrorism."
 18 I can say terrorism, on the local level.

19 MR. COHEN: Next question is, you were talking about
 20 working with the police in trying to create some kind of
 21 objectives. One, have you found, or has the -- I'm sorry I
 22 wasn't here when the police chief spoke, but has it created
 23 any kinds of morale problems within the police department to
 24 try and create these objectives; and, two, I presume this is
 25 being done in coordination with not only the chief, but the
 26 line officers. -- what kind of criteria -- what kind of method
 27 are you using for testing, essentially, quality?

28 MR. STAMPER: We'll be using a

ground up approach. There is no other -- and I'll speak out of both sides of my mouth. We know and understand that major changes in any kind of an organization requires support and commitment from the top. We also understand that if the people at the bottom level who are doing the work, and who are experiencing the frustration and the rewards of that work, that if those folks are left out of the process, then it's not going to be much of a process.

So, what we're saying is that the Chief of police and all of his managers, the senior staff, managers and supervisors are going to support a process in which the officers will be telling us "Look, we police these areas, we listen to the citizens, we see the crime statistics on that geographical area. Here are what we think are reasonable outcome objectives and we see as extremely important."

MR. COHEN: Are you saying you haven't put this whole program into implementation yet, but it is going on, and you are getting cooperation from the top and the bottom?

MR. STAMPER: That's correct. We wave the green flag, so to speak, on December the 18th, when we have a major management meeting that will launch this program.

MR. COHEN: Another question. In your study around the nation, did you ever take a look at the Philadelphia Plan and review it for use in San Diego? If so, what were your conclusions?

MR. STAMPER: I guess I have to ask which Philadelphia plan. The one we're most familiar with is --

MR. COHEN: The Benny Swan Program.

MR. STAMPER: The Crime Control Commission lateralled off, if you will, the gang issue to the Public Services and Safety Committee and the City Manager's Office because of the urgency -- the perceived urgency of that problem. So, the Crime Control Commission did not study it. We did look at the Philadelphia and Los Angeles models, and we were very much impressed by them, conceptually.

MR. COHEN: There is a gang problem, then, in San Diego?

MR. STAMPER: There is a gang problem in San Diego. The City Manager's Office is working on it. There will probably be an announcement on the program in the very near future, and they have been in consultation with Philadelphia and Los Angeles and other cities.

I might point out that in the face of having to present to you 52 recommendations, and recognizing the limits of our time, that there were some very important central findings and recommendations of the Commission. I have spent most of my time, to this point, on administrative recommendations.

One of the clear findings of the Commission in listening, particularly, to expert testimony and to those citizens and practitioners from the San Diego area is the area of juvenile crime.

We concluded, among other things, that -- if I may simplify -- we have simply as a society and as neighbors and as families, we have got to put a stop, or we have got to reduce, realistically, domestic violence in our society. We

1 have got to stop neglecting and abusing our children, we have
2 got to start showing love and firm supervision.

3 Regardless of why kids, youth, children commit crime,
4 we must hold them accountable for their actions. We do them,
5 as well as society and the neighborhood, a tremendous disservice
6 when we allow a child or a youth to walk away from the criminal
7 justice system thinking that it ain't so bad. That it is, in
8 effect, okay to break into a neighbor's home, it's okay to
9 light a fire in a dipsey dumpster, it's okay to break school
10 windows, it's okay to fire a gun into somebody else. We have
11 got to make clear that particularly with first time youthful
12 offenders, or at least youthful offenders who are caught for
13 the first time and accorded their due process rights, in effect,
14 convicted of their offenses, that there will be some swift
15 insured consequence faced by that child.

16 To do anything else -- to let that child walk away
17 from the system without any feeling of the consequences, is
18 to do a tremendous disservice to that child.

19 So, we are calling for, as our top priority recommenda-
20 tion of all 52, uniform, certain, and graduated penalties
21 for youthful offenders. That is tantamount to determinant
22 sentencing for kids who commit crimes. Our recommendation,
23 is based in part, on the Washington State model, which
24 has met with mixed reviews, but generally favorable ones, at
25 least in terms of the -- from the perspective of the people
26 we've been talking with.

27 What it says, essentially, is that judges, on the
28 one end, are prohibited from sentencing to periods of

1 incarceration children who commit crimes where their background,
2 their age, the severity of those crimes does not justify
3 incarceration, but which also requires, on the other end, given
4 uniform, certain, and graduated penalties on the other end,
5 a requirement that a judge sentence to a period of incarcer-
6 ation a youthful offender who, for example, is 17 years old
7 and has committed a string of burglaries, or has committed
8 a stick-up or two.

9 It makes very clear that the state, that people have
10 an interest in getting that message across to kids that they
11 simply can't do it, and they're just far too many children
12 and youth today who believe they can, and we've demonstrated
13 it over, and over, and over that they can get away with it.

14 That is our top priority recommendation. That is
15 from the perspective of the commissioners themselves, the
16 city manager, the mayor, the police chief. Everybody is in
17 agreement that we must focus our attention on that one recommen-
18 dation.

19 MR. COHEN: Have the judges who handle the juvenile
20 cases agreed with the approach, and are they putting this into
21 practice since they don't -- they could do this now, if they
22 wish.

23 MR. STAMPER: They can do it now if they wish. There
24 are certain limitations, and there are certain obvious changes
25 that are needed before that case ever reaches a judge. That
26 is one of the problems. We heard from two juvenile court judges
27 -- superior court judges who testified before the Commission,
28 one of whom said very eloquently, "Don't blame me. I'm tired

1 of it. If I get a kid who has been arrested five or six or
 2 seven or eight times, and oftentimes for successively graduated
 3 offenses in terms of severity, if I see that kid for the first
 4 time and I've got all of this information where they've been
 5 processed informally by policy, by probation, I'm not going to
 6 take the heat for it anymore. It's important that the public
 7 know that there is much that goes on before the case reaches
 8 the judge."

9 We are in support of a recommendation of our own
 10 district attorney, here, and it is one of our own Commission
 11 recommendations, and it is allowing district attorneys to file
 12 on 16-year-olds and up who commit violent acts or repeat pro-
 13 perty crimes, to simplify the suggested legislation.

14 The local juvenile court judge is in support of the
 15 legislation that we are proposing. In fact, we have spoken
 16 to him on many occasions; have had workshops and a series of
 17 conferences and meetings with him.

18 CHAIRMAN RAINS: Is that Judge Adams?

19 MR. STAMPER: Yes, it is.

20 CHAIRMAN RAINS: We have as well. He frequently
 21 comes to Sacramento. He's very highly respected.

22 MR. STAMPER: That's good to hear, because obviously
 23 he's going to be one of the people that we're going to be asking
 24 for support of the legislation.

25 We have, as I say, 52 other recommendations. They
 26 fall into legislative, executive, and administrative.

27 CHAIRMAN RAINS: Those are all found in your report,
 28 which we have.

1 MR. STAMPER: They are, they are.

2 CHAIRMAN RAINS: Okay, one last question.

3 MR. COHEN: You have stated earlier in your talk
 4 that you're trying to set priorities on what crimes to put
 5 most of your resources in to enforcing. What areas have
 6 you concluded you shouldn't put maximum resources in?

7
 8
 9 MR. STAMPER: We have not done that. We have said
 10 simply as a Commission that the police department and the city,
 11 which is to say the police chief, primarily, with input from
 12 his staff, and the city manager, and our Public Services and
 13 Safety Committee of the City Council, and the Council itself
 14 make some general judgments about the types of crimes that
 15 hurt people most severely and most frequently in the city, and
 16 that we direct most of our time and our attention toward those.

17 We get into lots of interesting philosophical and
 18 other arguments about what the police should be doing, and about
 19 how effective or efficient they are in the enforcement of
 20 selected crimes, but what we are saying is essentially street
 21 crimes, and primarily the index crimes of murder, nonnegligent
 22 manslaughter, robbery, rape, aggravated assault, burglary,
 23 auto theft, and larceny should occupy most of the time and most
 24 of the attention of the local police department. Those are
 25 the crimes that hurt us and the crimes that scare us the most.

26 CHAIRMAN RAINS: Thank you very much, Mr. Stamper.

27 MR. STAMPER: Thank you.

28 CHAIRMAN RAINS: Very eloquent testimony.

CHAIRMAN RAINS: I'm going to ask John Slough of the San Diego Police Department to speak next. We're going to take about a minute or two minutes to change the tape.

Fine. Mr. Slough.

MR. SLOUGH: Good morning, Senator, and your staff.

The questions that were directed specifically for me to answer were in regards to building and alarm ordinances.

CHAIRMAN RAINS: Would you give us something about your background, because it is in construction and alarms, as I understand it. You are a specialist in that area?

MR. SLOUGH: I've been in the crime prevention field for the last ten years. I assisted in the development of the California Model Building Security Ordinance, which was developed by the California Crime Prevention Officers Association, as well as the Model Alarm Ordinance developed by that association. I assisted in the development of the two proposed ordinances for the City of San Diego for the construction and the alarms.

Basically, I want to take it and break it down a little bit. The construction and building ordinances have been under consideration for many years. We started back in 1972 with our first draft of a building security ordinance. It was not based on a performance standard, it was based on a different type of criteria, specifically the type of criteria that designated the type of devices to be used, rather than the performance of those devices.

That ordinance that we've been working on in this

particular city is still in the process, it's still on the shelf. Many thousands of man hours, on the part of the fire department, Building Inspections Department, as well as the police department have been actually wasted in the effort to have this type of ordinance passed.

The State of California, back in 1972, and in conjunction with the Crime Specific Burglary Program, passed legislation, and the Penal Code 14050, which required the state as well as under 14051, as well as local communities to develop and implement building security ordinances.

At this point, there have been several cities throughout the state that have implemented those type of ordinances, and they have had extreme success; Santa Ana, Orange County, the City of Orange use the California Model Building Security Ordinance.

Our particular ordinance, obviously, is still on the shelf, and they're based towards the fact of hardening the target, making it more difficult for the criminal element -- generally the opportunist burglar, the one who walks the street. Making it more difficult for them to get in. It reduces the number of forced entries, or no forced entries by making it more difficult. They only carry a six-inch screwdriver, which is normal. It's very difficult to get through a one-inch throw dead bolt with a six-inch screwdriver. It will increase the total number of attempted entries, due to the fact that they will attempt to make the entry, they can't do it in three minutes or less, they'll go on to a neighbor's house where a window is open -- go through an unlocked door or

1 window.

2 It will overall -- these types of ordinances and
3 state legislation -- reduce the actual number of criminal
4 acts -- actual numbers, not projected increases, but the
5 actual number of cases.

6 CHAIRMAN RAINS: What kind of state legislation
7 do you refer to?

8 MR. SLOUGH: Well, the state, in 1972, asked in
9 14050 that an agency be developed to test and produce informa-
10 tion on the type of security devices which should be utilized
11 in residential and commercial burglary, to prevent those parti-
12 cular two crimes. It also suggested that a statewide law be
13 presented that would encompass all cities for proper building
14 security standards.

15 Did I answer your question, Senator?

16 SENATOR RAINS: I'm going to have a follow-up ques-
17 tion later, though, and that's in connection with -- you may
18 want to be thinking about it -- the proposed new laws that
19 might be of additional assistance.

20 MR. SLOUGH: Now, the corporation or the institute
21 that was started by the state was the California Crime Techno-
22 logical Research Foundation. They produced their final report
23 in 1974, and it was a grant basis. It was about a \$285,000
24 grant for that period of time.

25 Since then, the research has ceased, although there
26 are many new devices and tremendous advances in the security
27 industry at this point. None of those things have been investi-
28 gated for law enforcement to use as reference material, for

1 the private industry to use in designing buildings for the
2 architects. Those things are no longer available. They're
3 kind of outdated at this point.

4 The one thing that is really needed in this type of
5 legislation is consistency. At this point, private industry
6 -- a construction company is an example -- if they work in
7 Orange County, they have a certain set of regulations they
8 have to follow to build a particular home. If they move to
9 San Diego County to do a project here, they have another set.
10 If they move to Santa Ana, they have another set of things to
11 follow.

12 CHAIRMAN RAINS: So, you are advocating statewide
13 standards.

14 MR. SLOUGH: Yes, sir, statewide standards and
15 consistency are absolutely necessary in this type of a field.
16 So, that every person that gets a home gets the same type of
17 security, meets the same standards -- performance standards.

18 When you look at alarm ordinances, again, you have
19 the same problem. Los Angeles County has had an alarm ordinance
20 for quite some time. They've run into an awful lot of problems.
21 Orange County has had one. We now have an alarm ordinance
22 that was passed last year for the San Diego County. We have
23 some other jurisdictions, La Mesa, El Cajon, Escondido, Chula
24 Vista, who have passed their own ordinances.

25 As of June of this year, we finally passed an alarm
26 ordinance within our city. It became effective October the 18th.
27 Unfortunately, because of technical problems, it won't be
28 implemented until January of this year. The hopes are that these

1 ordinances will reduce the number of false alarms that police
2 have to respond to.

3 Again, consistency is very important. There are
4 many -- every single jurisdiction has a different set of
5 rules for an alarm company, or a subscriber to follow. Each
6 one has a different permit system. The state took away the
7 law enforcement's ability to police the alarm agency about two
8 or three years ago. Now the State Department of Consumer
9 Affairs handles that particular portion of it; policing of the
10 alarm companies.

11 CHAIRMAN RAINS: Excuse me a minute. Mr. Halatyn,
12 go ahead.

13 MR. HALATYN: I had one brief question. When it
14 comes to legal liability for alarm construction -- well, let
15 me start off with another question. When looking at statistics
16 on false alarms and police respond to an alarm being set off,
17 I've seen statistics that indicate over 95 percent of those
18 are false, in the sense that there is no offender on the
19 premises. First of all, is that correct, generally?

20 MR. SLOUGH: Absolutely.

21 MR. HALATYN: Secondly, in terms of whose respon-
22 sibility that might be, has your department unit placed any
23 emphasis on determining legal liability in those cases?

24 MR. SLOUGH: Well, the liability that we placed in
25 our particular ordinance rests specifically with the subscriber
26 or the alarm operator at that individual location. Nationwide,
27 it's 95 to 98 percent false alarm rate, and that creates an
28 awful lot of problems for law enforcement, for the person

1 owning that particular system or leasing it, whichever it
2 may be, for the citizens.

3 Basically, what we want to do with an alarm ordinance
4 is, one, reduce the number of false alarms, and you have several
5 alternatives on how to do that; through a fining system, through
6 a system of setting some priorities -- do you respond to an
7 alarm or not. Technically within the State of California it's
8 not the responsibility of law enforcement to respond to an
9 alarm system. It's a service provided to assist someone, but
10 it is not a requirement.

11 Some cities have said "We will no longer respond
12 to any alarm," and consequently they've saved an awful lot of
13 man hours.

14 There is a problem of officer complacency. When
15 responding to a number of false alarms at one location, eventual-
16 ly it's the "cry wolf" syndrome. I don't need to hurry, I'm
17 not going to get there in time.

18 CHAIRMAN RAINS: That's what I understood throughout
19 the state, community after community, that law enforcement
20 officers no longer believe that when they go, they, in fact,
21 are going to be going to the scene of a crime.

22 MR. SLOUGH: That's correct.

23 CHAIRMAN RAINS: Too many false alarms, so they
24 don't go.

25 MR. SLOUGH: They don't go --

26 CHAIRMAN RAINS: Or they don't expedite.

27 MR. SLOUGH: They don't expedite, or they go with
28 the attitude "Well, it's another false alarm," and when they

1 get there there is actually a crime in progress, and that
2 creates an awful lot of injuries to the law enforcement
3 officers responding to the scene.

4 CHAIRMAN RAINS: They're not adequately prepared.

5 MR. SLOUGH: That's correct.

6 The other problem in responding to false alarms
7 is that most officers, until they become complacent, respond
8 as rapidly as possible, which means generally driving a little
9 faster than the speed limit, they want to get there to try to
10 apprehend someone in the progress of committing a criminal
11 act. In doing so, they really endanger their lives, as well
12 as other persons on the street in trying to respond as rapidly
13 as possible.

14 If that false alarm rate is reduced -- and I'll give
15 you just an example. The City of Escondido reduced their
16 false alarm rate by 50 percent. It did not reduce the number
17 of alarms coming in -- it's still the same as it was -- but
18 the number of false alarms were reduced by 50 percent. That,
19 in itself, is a tremendous man hour savings.

20 CHAIRMAN RAINS: How did they do that, again?

21 MR. SLOUGH: Through the initiation of their particu-
22 lar ordinance. It's a fine type of a system. You have so
23 many alarms that are false, and you are fined X number of
24 dollars.

25 CHAIRMAN RAINS: I see.

26 MR. SLOUGH: Each one is a different type of system.

27 CHAIRMAN RAINS: But it basically was through some
28 sort of limited punitive action?

1 MR. SLOUGH: Yes, sir, correct.

2
3 CHAIRMAN RAINS: That brings up a question I have,
4 and that is problems that various locales experience when they
5 try to pass ordinances in this entire field. Do you sometimes
6 experience problems with respect to private industry; the
7 manufacturers of alarms? You know, what are the dynamics,
8 what is the chemistry of the political process?

9 MR. SLOUGH: Well, the political process in passing
10 these types of ordinances is one where it should, number one,
11 be on a statewide basis for consistency. Two, because of the
12 process, the system, local and state government representatives
13 lack or fail to make decisive decisions because of lobbying
14 by the private industry. These types of things, these types
15 of ordinances create a problem for the private industry in the
16 fact that they will have to install, maintain and train persons
17 who are operating an alarm system. They will have to take
18 the responsibility for making sure it operates properly, because
19 once a person has been removed as a responder -- in other words,
20 you've had too many false alarms -- they will no longer be
21 paying for that alarm system -- they're going to stop paying
22 for it.

23 So, it comes out of that private industry's pocket,
24 at this point. The same thing applies with the building
25 security ordinances. On the surface, if you look at retail
26 prices, it's going to increase. As an example, at standard
27 1,600 square foot house, according to the industry, up to
28 \$400 per unit. But then if you look at the wholesale prices,

1 you bring it down to about \$180 per house. On a 30-year loan,
2 you're looking at one cent per payment, which is not going
3 to knock somebody out of the seat of buying a home or not.

4 These types of things -- the alarm ordinance, as
5 an example -- will assist us in making more apprehensions at
6 the scene. The longer it takes someone to commit a crime,
7 that is hardening the target with the building security
8 ordinances, and you install an alarm system to backup that
9 barrier hardware, that will give us the time necessary to
10 respond to that location and apprehend someone in the act of
11 attempting to get in. A big assistance to us. It reduces
12 the crime rate, reduces the fear of crime, reduces everything
13 that we're talking about today by doing those two types of
14 things.

15 Now, the Model Building Security Ordinance, which
16 was developed by the California Crime Prevention Officers
17 Association was started in about 1974. It was completed in
18 1978. It has been used nationwide in several locations. It
19 has been taken at face value in Santa Ana -- the City of
20 Santa Ana, as well as the City of Orange, without any changes
21 in it, and it covers residential as well as commercial
22 application.

23 In the City of San Diego, we attempted to use the
24 same model ordinance for consistency, with a few minor changes
25 for our particular locale, and we're still waiting. The main
26 reason we're waiting is the private industry. They have an
27 awful lot of lobbying here, and it's very difficult to
28 convince that private industry -- the construction industry --

1 that this type of thing, number one, is going to be a good
2 sales item for them; and, number two, it's going to make the
3 homes more secure.

4 In looking back to 1972 when this thing first
5 started within the State Legislature with crime specific
6 burglary, the hundreds of thousands of homes that have been
7 constructed since that time in this state that are really
8 unsecure right now, that are using standard barrier hardware
9 that any juvenile can get through in a very short period of
10 time, they're not designed for security they're designed
11 for convenience, these things could have been done, and those
12 homes would be secure. Our crime rate would be down by looking
13 at it, by hardening the target.

14 You had another question -- we're down to about your
15 fourth question at this point -- on how can we do something
16 in the future to improve the implementation of these types of
17 ordinances. Well, basically, I've already said it once before
18 and I would like to reiterate it, that it takes a state effort
19 for consistency, because these types of laws will have to go
20 into the State Building Code -- the Uniform Building Code, and
21 obviously each county, each city has the right to make their
22 laws a little more stringent than the state's, but they cannot
23 be less than that, and once there is a basis for them to work
24 from, then that would allow them to make some other decisions.

25 You asked about some other types of laws and
26 ordinances that may assist in the reduction of criminal
27 activity. Well, there is an awful lot of them, and I think
28 basically we forget a lot of times to consider the persons

1 that really suffer from a criminal act, and those are the
2 victims.

3 Right now our entire judicial system is based on
4 the protection of the rights of the criminal, rather than the
5 protection of the rights of the victims. I think probably
6 we should look at some mandatory sentencing without probation,
7 without the option of plea bargaining. I think we should look
8 at some things in the judicial system such as the exclusionary
9 rule -- we should look at it. Evidence is evidence, whether it
10 was obtained illegally, or improperly, or whatever. Still, if
11 you steal a car and if you're caught in a car, you still stole
12 the car, even though you may have gotten the registration from
13 the vehicle improperly, or you found it in a location where
14 you shouldn't have been looking, you still were in possession
15 of a stolen automobile. That fact is still there.

16 We've got to look at the victims' rights. At this
17 point, a victim, once they become a victim -- and that's a
18 very traumatic set of circumstances for them, they really have
19 no rights. They're not told when their crime is going to go
20 to court, whether it's going to be prosecuted or not, whether
21 the plea bargaining has gone through, they don't know what
22 the sentencing is, they don't know what has happened to that
23 person who committed a crime against them. In the future, they
24 don't know whether they're going to come back tomorrow, and
25 they have a fear of retribution.

26 So, those are the types of areas I think should be
27 looked into in the future.

28 CHAIRMAN RAINS: Mr. Cohen?

1 MR. COHEN: Two points. One a comment, because
2 Senator Rains, himself, has been actively involved in the
3 Legislature this year. The Senate Judiciary Committee passed
4 bills which increase victim input and which required the victim
5 be informed about what is happening. They are now awaiting
6 action in the Assembly Ways and Means Committee on the question
7 of how much money. There was also resistance by some of the
8 traditional law enforcement agencies. They weren't sure that
9 they weren't going to end up with a greater burden.

10 So, it's not quite that easy to totally inform the
11 victim, but the Legislature is focusing, is oriented toward
12 that direction.

13 The other point relates to the effect of target hard-
14 ening. You talk about hardening the target. Have there been
15 any studies, or a San Diego experience, where you have an area
16 where you really accomplished a situation where the homes are
17 hardened? Do other crimes increase as a result, or do you
18 absolutely reduce the crime rate?

19 MR. SLOUGH: Well, in hardening the target, the
20 residential burglary crime goes down. You have to work that
21 in conjunction with a community alert process, or a neighborhood
22 watch process. It can't be one or the other. It has to be a
23 combination of the two. Just by hardening the target the
24 burglary rate goes down and the losses go down. There is
25 really -- they just move to another area is what they do, and
26 as long as you keep ahead of them and you keep hardening the
27 target ahead of them, and you keep moving them around, pretty
28

1 soon it becomes so difficult they're going to go to another
2 type of activity. I think that's probably why we're seeing,
3 now, an increase in the number of face-to-face criminal acts,
4 the number of purse snatchers, the number of armed robberies
5 are increasing slightly because of the fact that it's becoming
6 more difficult to be a burglar.

7 CHAIRMAN RAINS: Thank you very much, Mr. Slough.

8 MR. SLOUGH: Thank you.

9 CHAIRMAN RAINS: Sergeant, did you have anything in
10 addition to what you gave us earlier?

11 SERGEANT MICHELSON: Yes, Senator, I do. We wanted
12 to trace the history of the community alert process, and the
13 reason I wanted John to stay up here because he was actually
14 involved with the very beginnings of -- in fact, he mentored
15 the crime specific program. From that developed the community
16 alert process, and if you had any questions about the early
17 history, I wanted John to be able to answer some of those,
18 because he was actually a part of that group.

19 What I'll do is I'll briefly talk about the outline
20 of the history, and I'll show you some statistics here. I
21 want you to try to -- I know you can't read them. I'll pass
22 them up to you so that you can look at them, but I think if
23 you just look at the red, then when you get them up there
24 you can take a look at the actual numbers.

25 To begin with, we wanted to be able to show a
26 progression -- two-fold progression. On one end the growth
27 of the community alert groups, and the second end the crime
28 statistics. Our primary target at the time was residential.

1 burglary, and that was our primary function to educate
2 the community into ways that they could themselves make
3 their own neighborhoods little target hardening areas -- you
4 know, put up areas of defense, and so forth, and make it that
5 much more difficult for a burglar to work inside a specific
6 neighborhood. When I mentioned the signs earlier, the signs
7 which say this is a community alert neighborhood in coopera-
8 tion with the San Diego Police Department, right in the very
9 front of it it says "Criminal beware," and that is a very
10 important issue, we felt, as we wanted the criminal -- and
11 I think Mr. Devaroux testified to that effect, that when he
12 knew that there was a neighborhood who had banded together,
13 or who had had some of the training, had done some of the
14 target hardening, they, in fact, would go somewhere else.

15 Now, we talk a lot about displacement when we talk
16 about crime statistics, when, in fact, there is little else
17 we can do other than make it tougher for them to get to me.
18 I would much rather them go next door to somewhere else, and
19 that, unfortunately, at this point, anyway, is a hard reality.
20 If they're not going to hit your house, they're going to go
21 somewhere else.

22 So, to begin with, I wanted to show you our progression
23 of the number of community alert groups. If you can see the
24 red line, you'll see that right in the very beginning -- '75,
25 '76 -- we had just begun the program. When the Chief talked
26 about Tierra Santa, and the very beginning, that's about where
27 we were, right there on the bottom there with six groups --
28 six.

1 What happened was we got a grant in '77 and '78.
 2 During the grant period, that enabled us to do a lot of
 3 media and press coverage, and enabled us to enlarge our crime
 4 prevention staff, and also during that period we were able to
 5 train the field officers to do the formation meetings.

6 In the beginning, the Crime Prevention Unit did the
 7 formation meetings, and that's an important difference between
 8 our programs and other city's programs. The actual beat cops
 9 who patrol the neighborhoods are the ones who do the formation
 10 meetings. They are the ones who go. They have either a slide
 11 presentation for them to bring, we have all the material. In
 12 fact, you each have a packet there on that chair of all the
 13 material that is available to them, and they also can bring
 14 a film and projector if they like on a variety of different
 15 types of crime prevention activities. So, they're the ones
 16 who actually do the presentations, and John actually teaches
 17 them in the Academy how to do this type of thing. They get --
 18 I don't know how many hours they get now.

19 CHAIRMAN RAINS: That graph is so dramatic.

20 SERGEANT MICHELSON: Six hours.

21 CHAIRMAN RAINS: Is that attributable, principally,
 22 to the grant that you received? Is that the way in which you
 23 were able to educate the public and involve so many people?

24 SERGEANT MICHELSON: The grant ended here, and if
 25 you'll look into progression --

26 CHAIRMAN RAINS: Oh, it ended and yet the graph
 27 accelerates as rapidly as ever.

28 SERGEANT MICHELSON: Right, this period was our

1 kickoff point, so to speak. The grant helped us get material,
 2 get brochures, you know to have the money to be able to do
 3 that sort of thing.

4 CHAIRMAN RAINS: You were able to sustain it once
 5 you got it off the ground.

6 SERGEANT MICHELSON: Right. We are sustaining it
 7 today. It is still growing today, much after '79. You can
 8 see we had not quite 1,000, in fact, about 600 or 800 at the
 9 time that the grant ended.

10 CHAIRMAN RAINS: Now it looks as though you're close
 11 to 3,000.

12 SERGEANT MICHELSON: Now we're actually over that
 13 now. It's -- this was made up a little while ago, and this
 14 was June of this year at the 2,895, and now we're probably
 15 around 3,000 I would suspect.

16 CHAIRMAN RAINS: That's very impressive.

17 SERGEANT MICHELSON: It becomes difficult for us,
 18 as a matter of tracking, the number of groups, and what we
 19 have done is we have gone to a system where we're putting all
 20 the groups into a computer at this point, because there are
 21 so many groups.

22 Also, the grant provided us with some of the
 23 computer capabilities to be able to track these groups.

24 Now, here you can see a progression -- I'll pass
 25 these up to the board in a minute. Here you can see a pro-
 26 gression of the number of residential burglaries per 1,000
 27 residences. Now, the important statistic here is that every
 28 year for ten years there was a 15 percent increase until 1979

1 when we reached a plateau and actually dropped nearly five
2 percent. This is the entire City of San Diego. We actually
3 went down nearly five percent.

4 At that time, we had over 1,000 community alert
5 groups, and so we found that something did have an affect on
6 the community, and at that point in time there wasn't anything
7 else except for the successes of the community alert groups.

8 In this year, you can see it leveled off this year.
9 We're talking -- and you can see a slight rise there. It is
10 less than a one percent increase from that time.

11 At the same time, we wanted to be able to see that
12 we weren't having a big influx in population or anything, or
13 maybe a decrease, and maybe our statistics were skewed.

14 During this time we found there was an increase in
15 the population, and also an increase in the number of residences
16 in San Diego, so it did have an impact. More people were coming
17 in, more houses were being built and so forth, and that we
18 were still able to turn the tide around.

19 CHAIRMAN RAINS: Sergeant, does it seem to matter
20 what type of neighborhood you're dealing with from the stand-
21 point of geographic, or demographic, or socioeconomic character-
22 istics? For example, do you experience more difficulty in
23 organizing, mobilizing people in your low-income or transient
24 neighborhoods than in others? Across the board do you --

25 SERGEANT MICHELSON: Right, across the board, I
26 think primarily, for example, John can relate to this -- in
27 Southeast San Diego, they want -- in Southeast San Diego we
28 do have a higher crime rate, and the people who live there don't

1 want to be victimized, they're tired of being victims, so
2 they really are very avid proponents of this type of program,
3 because they are tired of being ripped off, and tired of having
4 their home broken into and their families terrorized. In fact,
5 in some cases they've gone out and defended our officers who
6 have been at the meetings. That's how upset they get about
7 the criminal element trying to take over. So, I would say the
8 reverse is true.

9 MR. HALATYN: Excuse me, Senator, I have additional
10 questions. Sergeant, there must be differences in terms of
11 mobilizing communities; that is, neighborhoods, based on some
12 of the characteristics they have. For example, the higher
13 the apathy or the greater of fear, the greater level of
14 victimization the greater level of fear, and thus you -- to
15 set up a neighborhood group, you would perhaps have to use
16 a slightly different strategy in that area. Is your program
17 sensitive to some of those problems, and do you have a slightly
18 different approach given the characteristics of the neighborhood?

19 SERGEANT MICHELSON: At this point in time, we are
20 finding ourselves in the position where they're coming to us
21 to set up the meetings. We aren't going to them, necessarily.

22 For one thing, our staff is very small, and we have
23 daily calls from all over the city, and from La Jolla,
24 University City daily wanting to set up programs. It's not a
25 question of us trying to sell the program any longer. I think
26 maybe in the beginning we had that problem, especially when it
27 was new and not everyone knew what it was, but because of our
28 local press and so forth, we have been able to get out the

1 message to almost -- virtually every part of this city you.
2 can find one of our signs somewhere, and I think that has
3 contributed greatly to the success of it, is we don't have
4 to solicit it, they come to us for it.

5 MR. HALATYN: One more question. What do you
6 attribute that to? Do you think it's the influence of the
7 media -- local media, the publicity of the program that has
8 reached, what I consider, a sort of enviable position?

9 SERGEANT MICHELSON: I think what it has done is
10 it has created its own underground network, and we've found
11 that virtually the entire community knows about it, or wants
12 to be a part of it, or sees the signs and wants to know how
13 to get involved with the program, and I think the citizens,
14 themselves, virtually by word of mouth, have really made the
15 program the success it is, not the press. The press merely
16 relates what we have done at a certain time or incident. We
17 don't advertise it at all. There is no advertising, there is
18 no promotional programs for the thing at all, and it just keeps
19 growing and growing, let me tell you.

20 CHAIRMAN RAINS: Just word of mouth now.

21 SERGEANT MICHELSON: That, to me, makes it a more
22 effective program.

23 CHAIRMAN RAINS: Of course it does.

24 SERGEANT MICHELSON: If I go in the neighborhoods,
25 they know who we are -- most of us -- and it's almost like a
26 giant fan club, almost, and some of the block captains are
27 here today, and they have anywhere from 25 families to 500
28 families in one of their groups, and the way it perpetuates

1 itself, maybe, is they maintain, I think that's an important
2 part of the program, by the way, is that they maintain the
3 interest in the program. If they maintain the contacts with
4 the block captains, because we have block captains. The block
5 captains are the liaison between the police department and
6 their block groups.

7 See, we don't have our own officers who go out all
8 the time and generate interest in the thing. Once we go out
9 and do the formation meeting, as I mentioned, the officers do
10 that, our crime prevention staff is a resource both to the
11 patrol division and to the community groups themselves.

12 CHAIRMAN RAINS: Okay, we have to adjourn by 1:00
13 p.m., so I want to be sure that we get to those people as soon
14 as possible.

15 SERGEANT MICHELSON: Let me finish this one graph here.

16 CHAIRMAN RAINS: Okay.

17 SERGEANT MICHELSON: You can see that there was a
18 marked decrease. Looking here at the top on residential burg-
19 lars and the bottom one affected commercial burglaries, so,
20 you see, we did have a spin-off on that, and it did affect the
21 commercial community. From this, we designed a program called
22 the Business Alert program, and that also has been successful.

23 I'll pass these up to you at this point.

24 CHAIRMAN RAINS: Yes, thank you very much.

25 Is Connie Melhorn here? Ms. Melhorn, would you
26 please come forward? I understand you're with the Point Loma
27 Acts Now plan?

28 MS. MELHORN: Yes.

1 CHAIRMAN RAINS: PLAN the acronym. I've heard a
2 great deal about your program, and look forward to hearing
3 your testimony.

4 MS. MELHORN: I didn't know that I was going to
5 speak, so this has come to me rather quickly. I'll just be
6 as brief as I can. As far as describing the crime problem in
7 our neighborhood, we have a very diversified, I think, situa-
8 tion. We have the Naval Training Center, we have the Marine
9 Base, we have the very affluent area, we have Ocean Beach
10 which is a tourist transient area, and we have your middle
11 class, so we really have a combination of everything, and our
12 needs are a little bit varied, I think, from some of the other
13 areas, and we have had a -- we did have a very high rate of
14 burglary -- household burglary, which initially started the
15 program.

16 CHAIRMAN RAINS: I'm familiar with that area.
17 Because of the composition -- the fact that it is a mixed
18 areas, if you will -- it may be a better case study than
19 most, with respect to the success or failure of a program of
20 this type.

21 MS. MELHORN: Yes. As a matter of fact, when you
22 asked about what types of people get interested, after being
23 robbed personally and talking to another woman, our way of
24 getting to the public was to just get on the phone and we
25 dialed, and dialed and dialed. Within three days we had a
26 meeting, and we had over 300 local people from all walks of
27 Point Loma.

28 CHAIRMAN RAINS: Tell me, really, just basically,

1 number one, how did you structure your program; number two,
2 how did you interact interface with the law enforcement
3 agency; and, three, what kind of success have you enjoyed?

4 MS. MELHORN: Okay. Well, basically just by getting
5 on the phone and calling one person and telling another person
6 that we were tired of being victims and we wanted to do some-
7 thing about it. The first thing we did is, I wrote letters
8 to the police chief, and to Senator Davis, and to Daryl Gates,
9 and to our local council people, and to our Mayor, and told
10 them what we wanted to do; that we were unhappy and we wanted
11 to start something.

12 Our first thing was also a meeting with somebody who
13 represented the Mayor's office and the police chief.

14 CHAIRMAN RAINS: Why did you write the police chiefs
15 in Los Angeles, as opposed to San Diego?

16 MS. MELHORN: I had been listening to an LA station
17 that dealt a lot with crime, and Daryl Gates was on frequently,
18 and I also had been aware of Ed Davis' participation when he
19 was police chief, and I thought "Well, if I could just get this
20 idea out", and I was looking for some feedback from them, and
21 they were all very generous.

22 CHAIRMAN RAINS: You were just looking for expert
23 guidance in the field?

24 MS. MELHORN: Yes, I really was. I was trying to
25 figure out what to do, and they did give me some very good
26 ideas. Then we had the meeting to see if the city and if the
27 police department would go along with our forming a program,
28 and if they had any suggestions, and they were very cooperative.

1 Then we got on the phone, did the dialing, put the
2 meeting together, and everybody just said "Yippee, yahoo," and
3 then started to volunteer for anything we wanted. Because of
4 that, we have a newsletter that we started out in February --
5 one of the local printers offered -- volunteered to put this
6 out for nothing. We started out with about 100 copies, and
7 we are now putting out over 5,000 -- newsletters reaching
8 over 5,000 people just in our area.

9 We have met with the Naval Training Center, who has
10 tried to explain their side of their situation in Point Loma,
11 and their reaction to the citizens, and how they feel their
12 people are being treated, and how we're -- you know, what we
13 can expect from them, and everybody has been just totally
14 cooperative, and everybody calls us and says "Gee, I saw a
15 sign down the street, how do I get one?"

16 The beat officer, the control people, prevention
17 people have been most cooperative. They have come out and
18 offered anything they can do to help us, and the thing has just
19 buzz sawed. When we started in February, I believe there were
20 60 or 70 block captains. To date we have, I believe, it's
21 265 in the area, and we have reduced crime. Burglary, of
22 course, was our biggest problem, and we have that down. We
23 would like to interest our business people, because we do have
24 a business -- quite a large business area. We're starting
25 a business alert program, because they are having their problems,
26 and that's where we're kind of at now. We also have volunteers
27 that are going to go into court watching. We want to see what
28 we can do as far as helping with some of the legislation, this

1 type of thing. So, we're trying to go a little bit beyond
2 just the neighborhood alert.

3 CHAIRMAN RAINS: This is completely spontaneous?

4 MS. MELHORN: All spontaneous.

5 CHAIRMAN RAINS: It's all unpaid labor?

6 MS. MELHORN: All unpaid. We have not taken in one
7 dime for any of this. Everything is volunteer.

8 CHAIRMAN RAINS: So, basically your entire program
9 involves concerned citizens --

10 MS. MELHORN: Exactly.

11 CHAIRMAN RAINS: -- who have no concern other than
12 having a more peaceful community in which to reside?

13 MS. MELHORN: Exactly.

14 CHAIRMAN RAINS: Very good.

15 MS. MELHORN: Thank you.

16 CHAIRMAN RAINS: Mr. Cohen, I believe, has a question.

17 MS. MELHORN: Pardon.

18 CHAIRMAN RAINS: Mr. Cohen has a question.

19 MR. COHEN: I was curious, because this is quite a
20 community organization, and you said that burglaries were down,
21 did it also, as a result of this community awareness and becoming
22 a sense of community, also reduce other violent crimes, such
23 as rapes and so forth?

24 MS. MELHORN: That's one thing, we don't seem to have
25 too much of that, fortunately. There is a lot of auto theft
26 and that type of thing, and I think that's down. With this
27 Ocean Beach transient area, there is a lot of drugs, there is
28 Hells Angels, and this type of thing, and you could talk to the

CONTINUED

1 OF 3

1 police department because they have a beach patrol, which
 2 during the summer really puts a heavy hand on any drug
 3 activities, or anybody on the beach that really shouldn't -- has
 4 no right to be there. They say -- if I'm correct, in the last
 5 two years since they've had this beach patrol, why we have
 6 really no violent crimes, at all, in the beach area, and I
 7 believe they attribute that to the beach control, but you can
 8 correct me if I'm wrong.

9 MR. COHEN: The other thing, for other communities,
 10 in terms -- is there anything that you recommend, for instance,
 11 if San Francisco or Los Angeles were to call in and say
 12 "What is it that put this calculus together," what would you --
 13 anything you could suggest.

14 MS. MELHORN: Well, you just really need somebody
 15 who really wants to do it. It takes time. I didn't expect
 16 that I was going to become as involved as I am. It's almost
 17 close to a full-time job, because you have to keep the interest
 18 up. That is the big thing. If you let the ball drop, it's
 19 all over, and we felt by our newsletter -- I think that's
 20 the crux of our success. By putting out this newsletter once
 21 a month, what this does is -- we have no mailing, also, because
 22 the block captains pick up the newsletters at a key point, and
 23 monthly they go out, go to their neighbors and pass that news-
 24 letter out -- we list in that newsletter the number of burglaries,
 25 the different crimes that have been committed in the area,
 26 right along with different tips as far as -- from the police
 27 department, just local news of something that would be inter-
 28 esting for them, and that is a way of making a contact, and

1 keeping an interest going constantly with your neighbor, and
 2 a reason for the block captain to meet with his neighbors and
 3 have something to discuss, and we have meetings. We were
 4 having them once a month. Once we had our police chief, we
 5 have had, as I say, people from the Navy, we have all sorts
 6 of speakers. We also brought into the neighborhood, to make
 7 it easier for the elderly, and so forth, we've brought -- we've
 8 trained over 200 people in mace classes. We've also had CPR.
 9 We've had about 50 people trained in CPR. We had rape and
 10 assault prevention classes. Bringing that into the area so
 11 the people at night don't have to go across town, or this type
 12 of thing, and making it easy for them.

13 There again, all thanks to the help from the police
 14 department, most of it.

15 CHAIRMAN RAINS: Thank you very much. We have a
 16 block captain here today, Mary Lou Dougher. Perhaps she can
 17 specifically tell us how the program is structured in her area.

18 Ms. Dougher, are you also with the Point Loma Acts
 19 Now, or are you with another organization?

20 MS. DOUGHER: No, sir, I'm not with PLAN. I'm the
 21 area coordinator for the Northern Division. I'm a volunteer
 22 of the San Diego Police Department. I started out as a block
 23 captain.

24 CHAIRMAN RAINS: So, you are a liaison between the
 25 police department and community groups, then, in the Northern
 26 area?

27 MS. DOUGHER: Northern Division.

28 CHAIRMAN RAINS: Okay. Can you tell us -- one thing

1 that interests me, I've seen many times in programs -- neighborhood
 2 watch programs, crime alert programs -- on the part of citizens
 3 start off and enjoy great success, but then they tend to
 4 tail off rather quickly. Now, how do you sustain momentum in
 5 your various programs? Is it through an infusion of new blood?
 6 To perhaps elaborate, so often these programs become so reliant
 7 upon one key person -- a Connie Melhorn, for example -- and
 8 when that person burns out, or moves on, or whatever, the
 9 program tends to collapse. Did you experience that problem
 10 in San Diego, or is there some way that you've managed to
 11 perpetuate or sustain these programs, or indeed make them even
 12 more forceful as the time has gone by?

13 MS. DOUGHER: Yes, we did experience that dwindling
 14 off of enthusiasm at one point. However, realizing that the
 15 success behind this was not going to be just to get new groups
 16 all the time, but also maintain groups that we already had,
 17 and to do that we proposed various speakers that they can call
 18 upon to come and address the groups when they have meetings,
 19 because they all say the same things. A meeting, per se, is
 20 dull and boring, and we talk about the same thing everytime
 21 we get together, and how not to get ripped off, or how not to
 22 get assaulted, or whatever.

23 So, we have now gotten quite a list of speakers that
 24 are available to groups. Also, we are assembling some video
 25 tape cassettes and audio cassettes of speakers that can't be
 26 there, but have a good message to deliver, and will deliver it
 27 by video or audio cassette tape.

28 CHAIRMAN RAINS: Does the police department have

1 liaison people with respect to each region in the city?

2 MS. DOUGHER: Yes.

3 CHAIRMAN RAINS: So, you would have somebody in the
 4 north, somebody in the south, or southeast, and so on.

5 MS. DOUGER: Yes, sir.

6 CHAIRMAN RAINS: Okay.

7 MS. DOUGER: Now, I live particularly in a community
 8 called Clairmont in the City of San Diego. There is approxi-
 9 mately 21,000 homes, apartments and condominiums there, probably
 10 90,000 or so people. We've probably got a cross section of
 11 all ages, and occupations, and nationalities -- a little bit
 12 of everything -- different income groups, and all, and we have
 13 20 elementary schools and three junior high schools and three
 14 senior high schools within this area, so we've got about 7,500
 15 students of various agents.

16 Now, I've heard a lot here today about juvenile
 17 problems, and with that many children from senior high school
 18 down to kindergarten, we have our share of that. As a matter
 19 of fact, I'm not sure we don't have more than our share of that.

20 CHAIRMAN RAINS: Mr. Halatyn?

21 MR. HALATYN: Excuse me. How many volunteers
 22 are there? Are you aware of how many of the block captains
 23 are volunteers? There is no form of payment is there?

24 MS. DOUGHER: None whatsoever.

25 MR. HALATYN: Okay. Secondly, what motivated you to
 26 want to become a block captain?

27 MS. DOUGHER: I got really good and mad because I
 28 felt like I was locked in my house, or if I was outside of my

1 house, I was having to worry about what was going on at my
 2 house. I happened to see one of the media blurbs that this
 3 grant paid for in '78/79, and it said "Don't be a pidgeon,
 4 call this toll free 800 number," and I was just mad enough and
 5 I called the toll free 800 number, and they sent me some
 6 literature and the number of the Crime Prevention Unit here
 7 in San Diego. I called, got my neighbors together. They were
 8 just about as mad as I was by the time I got through talking
 9 to them, because we figured we had all been rabbits, and we
 10 had crawled in the hole and pulled the hole in after us, and
 11 we weren't going to live the rests of our lives that way.

12 CHAIRMAN RAINS: I don't see Sergeant Michelson. I
 13 was wondering if that was part of the grant money. Do you know
 14 if it was?

15 MS. DOUGHER: I believe the television spot commer-
 16 cials at the time were paid for by the grant.

17 CHAIRMAN RAINS: So, that program reached you, and,
 18 in turn, you have reached a lot of other people?

19 MS. DOUGHER: That's true.

20 CHAIRMAN RAINS: Involved a lot of other people.

21 Thank you very much, Ms. Dougher.

22 MS. DOUGHER: Thank you. You wouldn't like to hear
 23 what I think about the justice system, and how it is affecting
 24 us?

25 CHAIRMAN RAINS: Surely.

26 MS. DOUGHER: I can make it very brief.

27 CHAIRMAN RAINS: My only concern is time.
 28

1 MS. DOUGHER: Okay.

2 CHAIRMAN RAINS: We have other witnesses, and I want
 3 to make sure they get a chance to testify.

4 MS. DOUGHER: I've talked to a lot of people about
 5 crime because of what I'm doing with community alert work. They
 6 all feel that it's almost futile to call the police and have
 7 the criminal caught, because he's going to get a slap on the
 8 wrist and be right back on the street.

9 In the case of juveniles, they know these kids, those
 10 kids know them, and they're afraid of retaliation. The juve-
 11 niles know that the laws aren't really going to affect them
 12 until they get to be 18 years old, so it's kind of a free ride
 13 until then.

14 Then you had a man sit right here and say "It's
 15 better in prison than it is out in the community." He's got
 16 more friends in there, more luxuries, more leisure time, he's
 17 got three meals a day, a good clean bed, and clothes on his
 18 back, and he doesn't lift a finger for it. When they go to
 19 prison, they should be punished. They shouldn't be going there
 20 -- last night I happened to be in the vicinity of the county
 21 jail downtown. They were watching the Monday night football
 22 game.

23 Someone in our group said "When they go to jail, they
 24 ought not watch Monday night football game, they should be in
 25 there for punishment," and someone else in the crowd said
 26 "Well, maybe they're baseball fans, and their punishment is
 27 watching the Monday night football game." Well, that's a little
 28 levity, but it's not funny.

1 I've heard many, many ex-convicts say that it's
2 -- California is easy to go to prison, so they come here to
3 California to commit their crimes. They only go to jail in
4 other states once and they don't want to go back there as a
5 rule.

6 So, if we are going to stay as easy as we are, and
7 keep the criminals on the street, we're going to need a lot
8 more than community alert programs.

9 CHAIRMAN RAINS: I think that's changing dramatically,
10 for whatever solace that may provide. Many of us feel as you
11 do, and during the last two years, for that reason, we've
12 seen more hardhitting, tough, anti-crime legislation passed in
13 California then during the prior 30 or 40 years combined.

14 Indeed, to the extent that the sanctions imposed
15 for those who commit criminal conduct, now are the stiffest
16 to be found in the United States, especially with respect to
17 any type of violent or habitual criminal conduct, but that
18 historically is not true, but you're seeing a dramatic change
19 right now.

20 MS. DOUGHER: I hope so.

21 CHAIRMAN RAINS: We'll see what the long-term
22 effects of that change are.

23 MS. DOUGHER: I hope it will change soon.

24 CHAIRMAN RAINS: All right, thank you.

25 Sherry Black with the Community Congress of San
26 Diego.

27 MS. BLACK: My name is Sherry Black, and I'm sort
28 of wearing two hats today. I worked at the head of a community

1 anti-crime program at Community Congress for two years, and
2 currently I work on a state -- a federally funded state project
3 to improve the juvenile justice system.

4 Basically going through some of the questions on
5 the letter that I received, and questions that I've heard here
6 today, as far as what Community Congress does, it is a resource
7 agency to help establish accessible neighborhood services
8 throughout San Diego that work in a variety of different ways
9 in preventing or reducing crime. It provides technical assis-
10 tance for them in both program development and resource
11 development, and it provides assistance in identifying and
12 applying for resources that might be available to them.

13 I think one of the issues in looking at crime pre-
14 vention is that it's a really large area to define. A lot of
15 things can fall in it, and what the approach of the Community
16 Congress was, was to allow the citizens in the various neigh-
17 borhoods where the program operated to identify what problems
18 related to the crime they wanted to work on in that community
19 and, thereby, they addressed the problem of maintaining interest,
20 because it wasn't an externally imposed solution to a local
21 crime problem, it was internally generated, so they might
22 choose to work on employment issues, recreation, getting
23 counseling for people, doing an education program.

24 Another thing that they worked on was the premise
25 that any kind of communication is really going to foster the
26 desired goal, because the more communication you have between
27 people, you start noticing things in the neighborhood. So,
28 anything that would bring about that kind of communication was

1 going to be good.

2 Going back to one of the questions that Mr. Halatyn
3 asked about organizing different neighborhoods, one of the
4 things that they did in some of the more affluent suburban
5 neighborhoods, for example, where people had very little
6 interest in working on any kind of substantive issues, they
7 were going to help people start organizing block parties where
8 they would hang out in the Jacuzzi and just rap, or have a
9 potluck dinner.

10 As in the lower income neighborhoods, they would
11 have a lot of initial interest, as Sergeant Michelson mentioned,
12 but a long history of powerlessness in different transactions
13 they were involved, and apathy would really soon set in, so
14 there they focused on really sort of immediate kinds of pro-
15 blems, like getting a vacant lot cleared of weeds, or working
16 on maybe getting a flood channel that a young child had filled
17 in improved. Whatever the issue was that would grab that
18 particular community.

19 I think that another difference that we saw in the
20 neighborhoods was the time it takes to organize. Again, the
21 suburban neighborhoods took longer to get started, but then
22 seemed to last once they had established a more congenial
23 group, where it was the reverse in the low-income neighborhoods.
24 It would start off well, and then fall off and need more
25 prompting into the issue -- more assistance and guidance in
26 how to effectuate a positive strategy for that neighborhood.

27 Maybe I should back-up and describe a little bit more
28 about the grant. The grant that operated this program was funded

1 by the U.S. Department of Justice Office of Community Anti-Crime
2 Program, which has since been eliminated as part of the budget
3 procedures, and in terms of state legislation establishing
4 such a program might be something you would want to look into,
5 because they documented their results quite successfully --
6 thoroughly, to my grief, in terms of paperwork, but there is
7 a lot of -- there are a lot of studies available, and basically
8 most of the programs going back to the comment about it takes
9 a full-time person to do some of the back-up stuff to maintain
10 groups, basically what the program -- programs were funded for
11 very small amounts in the different neighborhoods, and mostly
12 it was one staff person who was sort of the gopher for whatever
13 activity the citizen groups wanted to get involved in.

14 In terms of the numbers of groups worked with, the
15 focus was really to work with existing groups to help them see
16 what -- also how they might play a role when addressing the
17 crime problem. They worked with a total of about 122 different
18 groups.

19 MR. HALATYN: Excuse me, I had a point of clarifica-
20 tion. You say the neighborhood groups come to you with their
21 crime problem?

22 MS. BLACK: No, what would happen was that the
23 person -- the staff person on the program would go out and
24 talk to people in the community. They would talk to a variety
25 of different people, and they weren't pushing any particular
26 response. They would just go and ask people in that neighbor-
27 hood what they thought should be done.

28 Then, when they started hearing -- after you've

1 talked to a variety of people, just like you're doing now,
 2 you start hearing some common thread; the things that you see
 3 that people are going to be ready to act on, and that's the
 4 same basic principle. Once they've identified a common thing
 5 that a lot of people seem to be willing to work on, they help
 6 organize a meeting, they do the training for the community
 7 people in how to run meetings, to keep them from being boring,
 8 and so on, and then just how to implement some of their ideas
 9 and how to develop strategies to address the problems that they
 10 choose.

11 MR. HALATYN: The Congress works with the community
 12 groups in helping to identify what their problems are?

13 MS. BLACK: That's correct. That's correct, because
 14 the premise being that every neighborhood will probably take
 15 a slightly different approach, and in fact, that's what we
 16 found. Also, the premise being that every neighborhood is
 17 going to be -- need more than one approach, and that was
 18 another thing. Of all the programs that were involved -- and
 19 there were nine programs in seven or eight neighborhoods in
 20 the first year -- due to a funding cutback, the staff wasn't
 21 available in two of the neighborhoods in the second year --
 22 ones that we thought could manage the best on their own -- but
 23 then they gave a new grant in two high minority concentration
 24 areas, and there were three of those. But, as I was mentioning,
 25 there is extensive documentation done of the project and the
 26 effects, and what was involved in them, and I can go through
 27 some of those with you.

28 First of all, in terms of success, the average cost

1 for this kind of program, we figured out in terms of the
 2 number of people who were involved in one type of activity
 3 or another -- averaged out to \$9.08 per participant per year,
 4 or \$.76 a month. That was in the second year. In the first
 5 year, it was \$8.26 for 13 months.

6 The crime reduction experienced was 68 percent in
 7 residential burglaries, and then going back to your question,
 8 Mr. Cohen, about displacing it into other types of crime, the
 9 overall crime rate went down 20 percent in the neighborhoods
 10 in the first year -- in the second year, and it was 36 percent
 11 overall in the first year. I imagine some of that variation
 12 is due to some of the difficulties in collecting data.

13 I think another major problem in this area is
 14 planning about who it is that you're going to impact. You're
 15 probably aware that the clearance rate for reported crimes in
 16 San Diego, for example, is 20 percent. So, you're trying to
 17 develop programs where you don't know what -- who 80 percent
 18 of the people that you're trying to prevent from crime are.
 19 You don't know their characteristics, you don't know anything
 20 about them. It makes it very difficult to be planful in
 21 putting together these programs. The best you can do is sort
 22 of go on the feelings of the people who live or work in these
 23 communities.

24 Another -- in terms of sheer numbers, the first year
 25 involved about 30,000 people in one form or another. The
 26 second year, again, due to the reduction of effort, was about
 27 19,000. One of the things that I thought was particularly
 28 interesting in terms of strategy was one of the neighborhoods

1 went and spoke to the real estate agents, and they felt that
2 they would have a better -- that they would be able to sell
3 homes better if there was block watch, because people would
4 know that it was a safe community.

5 So, they asked to be trained in how to start block
6 watches, and how to mobilize the community, and developed a
7 training program for all of their own agents to go out and do
8 this. So, I thought that was sort of an interesting little --
9 another thing, in terms of success for the project is in kind
10 contributions. Not looking at the volunteers who worked in
11 the block watches, but people who actually would come down to
12 an office and donate time, or newspapers would donate free
13 advertising space, we estimated that there was a minimum of
14 \$23,000 worth of in kind contributions by people in various
15 forms.

16 Other factors that we associate with the program's
17 success is that the staff people who were chosen to work in the
18 communities were highly representative of the community served,
19 both in terms of ethnicity, and the fact that they lived there
20 and knew the resources available in their community.

21 Second is what I've mentioned about getting extensive
22 input from the people there about what exactly the design of
23 the program was going to be, working with existing community
24 groups, and another was working closely with the police depart-
25 ment. Sergeant Michelson was extremely cooperative in com-
26 bining efforts and working together with the various groups.

27 Generally what would happen is if the people did
28 decide to do a block watch, they would -- Sergeant Michelson

1 would come in. He maintained close contact with the people
2 that worked in the community, and people shared information
3 back and forth.

4 One of the programs was in Escondido, and the
5 Escondido police chief was a very -- also very cooperative.
6 He sat on the board of directors of the community agency that
7 was running the program, and eventually became the chairman
8 of the board.

9 The multiple strategy approach, again, was an impor-
10 tant one. The communities were generally communities that
11 had crime rates above the city average, and then there was an
12 expensive public relations effort in the first year for the
13 project. A lot of material was distributed, there were radio
14 announcements, a lot of door-to-door efforts.

15 Then, the final factor that I wanted to mention was
16 that the people who implemented the programs -- it was done
17 through existing community agencies who were very well established
18 in their neighborhoods already, and who were known and respected,
19 so I think that was an important thing.

20 In terms of recommendation, I think one of the things
21 you've heard here pretty frequently today is the issue of
22 evaluation. I think it's critical in a time of shrinking
23 resources that evaluations be not only implemented, but then
24 used.

25 One of the things that is frustrating is when you have
26 a program that you know that doesn't work, and it continues to
27 be funded, versus having programs like, for example, the
28 Community Anti-Crime Office at the federal level, which proves

1 that it works a million times over and then gets defunded
2 because maybe it doesn't have the right political clout..

3 I think that another issue is consistent funding.
4 The way that the program was set up by the feds was that they
5 would give you a year of funding for staff people, and then
6 they would cut it back by three-quarters, or two-thirds the
7 next year, so just when you -- before you got something started
8 it was being cut back. Their theory was that state and local
9 government should pick it up. State and local government, of
10 course, says "We don't want to pick up programs dumped by the
11 federal government, we want to start our own," so that
12 it's very difficult when you have a program that works to get
13 the consistent type funding that you need to maintain and operate
14 it over time.

15 Innovation is important, but I think it's also
16 important to have some consistency when you do find a program
17 that does work.

18 I think that another thing that helped us with the
19 program here was that the effort was administered through a
20 consortium of agencies so that they could share their experiences
21 back and forth, and they didn't have to feel like they were
22 out there in a community by themselves. They could share their
23 administrative techniques, fiscal management techniques, pro-
24 gram strategies, and try things back and forth that way. I
25 think that really helped.

26 One of the things that I'm finding in my current role
27 in trying to improve the juvenile justice system is that many
28 improvements can be effectuated by just administrative

1 coordination, and contrary to proper belief don't require
2 a lot of money, they just require coordination.

3 I think that any kind of incentives that could be
4 built into any state program to provide this kind of thing
5 statewide should actively encourage that kind of information
6 sharing -- perhaps funding consortium type efforts combining
7 the public and private sector.

8 I think another thing that is important to bear in
9 mind is that when you're looking at crime prevention there is
10 not necessarily one strategy that will work for everywhere, that
11 issues related to your environment, such as housing, you know
12 health issues, cleanliness issues, or employment programs
13 can also address this.

14 I think another thing that is critical is to insure
15 that people do have input into the design in their neighborhood.
16 I think another thing that helped the program was the fact
17 that the Community Congress provides advocacy in areas that
18 -- where common problems were found across the neighborhoods.
19 If a necessary policy change, or legislative change would
20 address a problem that was common throughout, that information
21 could get fed into them. There was a way for that to be
22 articulated. It's not always that people can go directly to
23 their legislator as we're doing here now and get that kind of
24 change, or that they can articulate it. Frequently they
25 realize that something is wrong, but don't know exactly how
26 to implement a legislative change that would affect the problem,
27 so having a group that focused on that, I think also helps
28 with the success.

1 Just comments on some of the other issues that have
 2 been raised in terms of making daytime burglary the same as
 3 nighttime, I would just ask you to consider that there are
 4 less expensive ways to develop long-range goals. As one of
 5 the criminals who addressed you said he had been changed by the
 6 fact that he was starting to develop long-range goals, now, per-
 7 haps through old age, but there are less expensive ways to do
 8 that then to house someone in prison at a very high cost. I
 9 think \$21,000 a year is a low estimate for what it costs,
 10 especially in light of the high recidivism rates for people
 11 that do come out of institutions.

12 The other major issues is promoting coordination

13 CHAIRMAN RAINS: I think you lost me. We're going
 14 to have to really hurry, but how do you distinguish between
 15 daytime and nighttime burglary? Why should there be a different
 16 degree attached to one, vis-a-vis, then the other?

17 MS. BLACK: It's not the degree that I'm concerned
 18 about, it's the --

19 CHAIRMAN RAINS: Well, that's what the legislation
 20 is designed to do, to bring conformity --

21 MS. BLACK: But what about the penalty? Doesn't the
 22 degree affect the penalty?

23 CHAIRMAN RAINS: Exactly.

24 MS. BLACK: Well, I'm saying that if the penalty
 25 increases the likelihood of filling prisons as an alternative
 26 to developing programs that are more cost effective, then
 27 that's --

28 CHAIRMAN RAINS: I understand what you're saying, but

1 you're also saying that if one breaks into a house, let's say,
 2 and harms someone as a result thereof --

3 MS. BLACK: No, I'm not saying anything about harm.

4 CHAIRMAN RAINS: Or perhaps --

5 MS. BLACK: I thought you said a daytime penalty
 6 flat was going to --

7 CHAIRMAN RAINS: Perhaps even doesn't, that the
 8 penalty that attaches ought to differ, whether it's daytime
 9 or nighttime. To me that just seems specious.

10 MS. BLACK: Well, the nighttime higher penalty, as
 11 I understand it, was originally designed because of the
 12 greater risk of harm because people aren't home, whereas, there
 13 was lesser risk of harm to people in the daytime.

14 CHAIRMAN RAINS: Yes, back in 1876 that was the
 15 historical justification, but modern day studies prove that
 16 that is no longer true.

17 MS. BLACK: Oh, I thought that the police had said
 18 in San Diego, in any event, that there were -- that the burglar-
 19 ies were higher during the day because people were known not
 20 to be home.

21 CHAIRMAN RAINS: That may well be. They are much
 22 higher today during the day then during the nighttime.

23 MS. BLACK: The final thing then is low cost
 24 coordination solutions to problems. One, for example, is
 25 what the National City Police Department is doing here that
 26 you may want to look into in terms of the diversion program that
 27 helps deal with the problems of juveniles at an early stage as
 28 a crime prevention measure, and has substantially -- has shown

1 substantial success rates in this county; and the other is
2 combinations of funds. For example, one program in the South
3 Bay Area has set up a restitution program for victims, whereby
4 the juveniles are put into CETA funded subsidized employment,
5 and part of that is then paid back to the victim, but it's a
6 way of coordinating community resources with existing funds
7 that are allocated, rather than funding new programs.

8 CHAIRMAN RAINS: Thank you very much, Ms. Black.

9 MS. BLACK: Thank you.

10 CHAIRMAN RAINS: The only other witness that I have
11 is Artuor Bustos with the Youth Crime Interception Program.
12 We're going to have to -- because of flight schedules, we're
13 going to have to adjourn rather soon, but Mr. Bustos, we would
14 be delighted to hear from you, and I apologize to the extent
15 that we may have to make it relatively short.

16 MR. BUSTOS: Thank you, Senator.

17 First of all, I -- first of all, let me brief you
18 on a little bit of my background, which I have talked to you
19 about personally.

20 I'll take you back to the age of 12 years old. At
21 the age of 12 years old I was smoking marijuana and carrying
22 a 45-automatic. At the age of 13 years old I was incarcerated
23 in a juvenile facility detention center. At the age of 15
24 years old I was shot down in the streets by a police officer
25 -- a Denver police officer. At the age of 15 years old to
26 23 years old I was involved in numerous gang activity. At
27 the age of 23 years old I was addicted to heroine, and I had
28 a dope habit of \$125 a day.

1 To support a habit like this, I resorted to crime.
2 I was apprehended for robbery, tried, and given six to ten
3 years in the Colorado State Penitentiary. I escaped from
4 prison. As a result of escape, I was charged with another
5 charge of robbery, taken to court and found guilty, and given
6 50 years to life to run consecutive with the six to ten.

7 I served a total of 12 years in the Colorado State
8 Penitentiary before I came out here to San Diego in 1972.
9 I completed a life parole in five and a half years because
10 I didn't have any confrontations with the law enforcement
11 agencies.

12 It was shortly after this that I attempted to take
13 my own life. Problems on the streets, employment, and such.
14 I had it. I consumed within 25 to 30 valiums -- No. 10s --

15 CHAIRMAN RAINS: That was after you completed your
16 parole?

17 MR. BUSTOS: Yes, sir, after I completed my life
18 parole. I had taken between 25 and 30 valiums, two-thirds of
19 a fifth of vodka, and I took two-quarters of heroine on top of
20 it. I didn't succeed in taking my life. However, I got in
21 my automobile, and I ended up taking somebody else's life
22 from the commission of a hit and run accident. I was sent to
23 Chino Prison here in California for this, and I was released
24 March 31st of 1978 -- excuse me, 1980.

25 I started putting this program, Youth Crime Intercep-
26 tion -- May the 1st of 1980, and what I am attempting to do
27 is use myself as a bad example to the youth in the community.
28 I go out to speak to church groups, social groups, civic groups,

1 anywhere that I'm asked to speak, and I use myself as a bad
2 example when I try to relate to the youth the ills and the
3 evils of drugs and alcohol and the effects that it can have
4 on their lives.

5 In attempting to establish and set up this program,
6 which I propose to do is offer the youth something constructive
7 to take them off of the streets. I have hopes of opening
8 centers throughout the San Diego area offering recreational
9 facilities, basketball, sports competitions with different
10 groups of their own age, pool tables, ping pong tables.

11 However, in order for the youth to get involved in
12 these activities that are going to be offered at the center, I
13 would like to make it mandatory that they get involved in a
14 public speaking course, modeling classes, in order to try to
15 change the image of the youth, and maybe hopefully have our
16 youth become more professional; professionally involved in
17 constructive things in their community instead of destructive
18 gang behavior, drug activities, burglarizing homes, and so on.

19 I hope to develop in this program a senior citizen
20 type program where we offer free services for senior citizens,
21 such as lawn service, house cleaning, companionship, banking
22 for the senior citizens -- where the senior citizens get their
23 checks, and where they're taken to the bank, where they can
24 deposit their money -- where they're taken to shop for
25 groceries. Okay, these services would be free to the senior
26 citizens, and they would be subsidized -- the youth -- paid
27 by Youth Crime Interception.

28 These are some of the things that I propose in doing

1 with Youth Crime Interception.

2 CHAIRMAN RAINS: Where do you get your funds?

3 MR. BUSTOS: Well, right now the program is presently
4 being funded by my wife and myself. We have been carrying
5 the program for almost two years. I'm hired by two schools,
6 Skyline Continuation High School as a consultant, and Valley
7 Continuation High School as a consultant also. What I offer
8 in my classes is I try to professionalize the youth in getting
9 away from some of the activities that they are involved in,
10 try to make them job ready, assist them with job applications.

11 Our youth are very naive, very naive, and these are
12 ways that I try to --

13 CHAIRMAN RAINS: If you expand the program to the
14 extent that you just suggested, it's obviously going to require
15 some sort of financial assistance. Your wife and you alone
16 will not be able to sustain an expanded effort, I'm sure.

17 MR. BUSTOS: That's true. Okay, I have a proposal
18 in now to the county for funding, and because of the economic
19 situation being what it is, and the government cutting back on
20 programs, I hope to be going through private foundations for
21 funding to procure monies to try to initiate the things that
22 I'm intending to do.

23 CHAIRMAN RAINS: That's very commendable. I think
24 you're one of the lucky ones.

25 MR. BUSTOS: Pardon me.

26 CHAIRMAN RAINS: You are one of the lucky ones that
27 have gone through what you've gone through and straightened out.

28 MR. BUSTOS: Well, I was one of the lucky ones --

1 well, the term "lucky," well, Senator, I say that my life is
 2 -- the real awakening; the different me that turned over
 3 was the miracle that happened in my life not being taken. I
 4 don't know why with this much in my system, and I wasn't taken
 5 to a hospital to have my stomach pumped or nothing like this,
 6 so I didn't die. There is a reason for this, and that reason
 7 I feel is to be doing what I'm doing right now, and attempting,
 8 like I say, as using myself as a bad example, with hopes that
 9 I might be able to deter some youth from drug and criminal
 10 activities.

11 CHAIRMAN RAINS: Thank you very much for coming
 12 today.

13 MR. BUSTOS: Thank you.

14 CHAIRMAN RAINS: At this time I'm going to adjourn
 15 the hearing. Again, I remind those of you who wish to secure
 16 a transcript of testimony taken today, that it will be available.
 17 It can be received by writing either to the Joint Committee
 18 or the State Capitol addressed to me, and it should be available
 19 sometime after the first of the year.

20 The information secured today will be examined and
 21 scrutinized very closely by the legislators who deal with the
 22 administration of criminal justice, will be analyzed by staff,
 23 and I'll be very surprised if some sort of remedial legislation
 24 does not result from this hearing, because inevitably when we
 25 hold hearings of this sort we do find -- especially as we go
 26 back and look at the transcript -- that there is a great deal
 27 of information that is helpful, and generally does result in
 28 the passage of good, sound legislation.

1 Is there anything further before I adjourn the
 2 meeting?

3 MR. COHEN: Just to add to that, Senator, to show
 4 how effective these kind of hearings are, last year when we
 5 held hearings on child molesting, the result was the package
 6 on child molesting authored by Senator Rains, which did get
 7 through the Legislature, and made the State of California a
 8 leader. So, these hearings do have an effect.

9 CHAIRMAN RAINS: Thank you very much. The meeting
 10 is adjourned.

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TRANSCRIPT

TESTIMONY TAKEN

ON

Thursday, December 17, 1981

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CHAIRMAN RAINS: I'd like at this time to call to order the December 17, 1981, hearing of the Joint Committee for Revision of the Penal Code.

The topic of today's hearing is Community Crime Prevention. This is the second in a series of hearings to be held with respect to this subject matter.

I want to first of all introduce to my immediate right, to your left, Senator John Doolittle of Sacramento. And, to his right, Mr. Tom Halatyn, who is a consultant to the Joint Committee. We have a sergeant present and he just raised his hand. If you wish at any time to communicate with me, you can do so by giving the sergeant a message and he will see that it's delivered.

Today's hearing is being taped. A transcript will be made of the hearing. Those wishing to secure a copy of that transcript can do so by writing to the Joint Committee for Revision of the Penal Code. The address is 1100 J Street, Room 320, Sacramento, California 95814. The phone number is area code (916) 322-3519.

Before we begin to take testimony, I want to make just a very brief opening statement and then, if either Mr. Halatyn or Senator Doolittle wish to make a comment, they will be afforded that opportunity, after which we will begin to call witnesses.

As I stated, this is the second in a series of statewide hearings devoted to examining the different facets

1 associated with citizen participation in crime prevention
2 efforts.

3 The first of these hearings was held in November
4 in San Diego. Our purpose in San Diego and here in
5 Los Angeles today is to identify local crime prevention
6 programs that have achieved success and to determine whether
7 the Legislature should or can increase the help it is giving
8 to improve crime prevention efforts in the public as well as
9 in the private sectors.

10 While crime rates in California continue to in-
11 crease, financing for the criminal justice system, including
12 prison and jail facilities, fails to keep pace. As a result,
13 efforts to reduce crime must include nontraditional prevention
14 approaches, along with traditional ones such as arrest,
15 prosecution and incarceration.

16 Community crime prevention is viewed as a major
17 complimentary approach with the potential for providing
18 low-cost, yet effective results.

19 Studies have shown that, although criminals respond
20 to perceived opportunities to commit crime, the greater the
21 perceived risk in terms of identification and apprehension,
22 the less likely it is that the criminal will commit a crime.
23 Actions which promote that perceived risk include not only
24 police patrol but also individual and collective activities
25 on the part of the public.

26 Improved security protection for homes and
27 businesses, as well as collective efforts, like block watch,
28 all increase perceived risk and consequently reduce the

1 likelihood of crime.

2 While community crime prevention has been proven
3 to be effective, studies have also shown that public
4 participation can vary dramatically. Apathy, fear and limited
5 participation continue, particularly in those areas hardest
6 hit by crime. It is these same areas that often fail to
7 report crimes thus decreasing the likelihood that suspects
8 will be apprehended by law enforcement.

9 Additionally, in the absence of uniform, widespread
10 participation, we may be simply changing the crime location,
11 that is sending the criminal to the next neighborhood or
12 community where prevention efforts do not exist.

13 State legislation may be needed to insure that
14 community crime prevention efforts are uniform and widespread
15 so that criminals find few opportunities to commit crime
16 anywhere rather than simply going next door.

17 Today's testimony will focus on a variety of
18 programs, activities and legislative ideas offered by state
19 government, the Los Angeles Mayor's office, Los Angeles City
20 and County law enforcement personnel, state crime prevention
21 associations, Los Angeles community crime prevention groups
22 and, most importantly, concerned citizens.

23 All of these perspectives are important in
24 identifying where and how the State of California can best
25 aid local community crime prevention efforts.

26 Senator Doolittle, do you wish to make any comment
27 at this time?

28 SENATOR DOOLITTLE: No.

CHAIRMAN RAINS: Mr. Halatyn?

MR. HALATYN: Not at this time.

CHAIRMAN RAINS: Very well.

The first witness from whom we would like to hear today is Commander Glen Levant of the Los Angeles Police Department.

I don't know if Sergeant Morris intended to come with you or not.

COMMANDER LEVANT: Yes, he's here if you need his testimony.

CHAIRMAN RAINS: I'll leave it to your discretion whether you wish to testify individually or not.

We do welcome you, Commander.

COMMANDER LEVANT: Thank you very much.

It's a pleasure to be here today.

Would you like me to respond to the questions in the correspondence?

CHAIRMAN RAINS: Well I would like you to proceed in whatever manner you are most comfortable with.

I did, of course, correspond with you and there are certain questions set forth that we want to focus on, but, if you have additional information, we want to know of it.

COMMANDER LEVANT: Okay. I'd like to just pretty much paint a broad overview of the crime picture within the City of Los Angeles of which I'm the crime prevention coordinator.

Last year, as you know, we had over 300,000 Part I crimes in the City of Los Angeles, and 49,000 arrests for

those Part I crimes for both adults and juveniles.

Of those crimes, again we had 86,000 burglaries, which was numerically the most significant crime within the City of Los Angeles.

SENATOR DOOLITTLE: I have a question, Mr. Chairman.

CHAIRMAN RAINS: Senator Doolittle.

SENATOR DOOLITTLE: Would you define a "Part I crime," please?

COMMANDER LEVANT: Yes, sir. Part I crimes are also referred to as indexable crimes and those are the crimes that are required by law to be reported to the Department of Justice annually. They include murder, robbery, rape, burglary, grand theft auto, burglary theft for motor vehicle and larceny over \$50. And this year arson was added.

CHAIRMAN RAINS: And mayhem.

COMMANDER LEVANT: I'm sorry.

CHAIRMAN RAINS: I believe mayhem is also included.

COMMANDER LEVANT: Mayhem is included in assault with a deadly weapon, yes, sir.

Within the City of Los Angeles, we had in 1980 over 1,000 reported homicides, 25,000 robberies, 53,000 burglary thefts for motor vehicles, 43,000 auto thefts, 51,000 thefts over \$50, almost 3,000 rapes, and we made, as I mentioned earlier, 49,000 arrests for these Part I crimes and 156,000 arrests for Part II crimes or other crimes that are nonindexable.

Now obviously the majority of these crimes can be classified into two different types, those of crimes against

1 person and crimes against property.

2 It has been our experience that most crime against
3 person is very difficult to prevent as far as a community-based,
4 general prevention program.

5 The best prevention for a crime against person
6 continues to be the awareness of the individual as to their
7 perception of their surroundings.

8 Where we have had our most success within the
9 City of Los Angeles in crime prevention has been in the area
10 of crime against property which many studies for many years
11 have determined that most crime against property is committed
12 by what we consider an opportunist type criminal. This may or
13 may not be a professional criminal, but someone that seizes
14 upon an immediate opportunity to commit a crime.

15 Now over ten years ago, within the City of Los
16 Angeles, as in many other jurisdictions throughout the
17 United States we began a program, which is one of twelve
18 specific crime prevention programs that we have in this city,
19 called the Neighborhood Watch Program. I know you're all
20 familiar with it.

21 The Neighborhood Watch Program is community-based
22 crime prevention within the City of Los Angeles. And because
23 our department believes in community-based crime prevention,
24 we do not have a centralized structure within the city police
25 that organizes, controls and schedules all crime prevention
26 programs for the entire city for one location.

27 We have 18 decentralized geographic police stations
28 within the City of Los Angeles and each one --

1 CHAIRMAN RAINS: Why is that, Commander? We have
2 discovered that in most communities with programs of this
3 sort. There is a centralized effort assigned to coordinate
4 the activities of the various programs. Is Los Angeles, just
5 by its very size, too large to get a grasp?

6 COMMANDER LEVANT: I believe that the size is part
7 of the problem, Senator.

8 It has been our experience that community-based
9 crime prevention is most effective when the community
10 organization is organized at the lowest possible level.

11 CHAIRMAN RAINS: There's absolutely no dispute
12 about that. I'm talking more, though, about the police
13 participation in or coordination of the community-based
14 programs.

15 COMMANDER LEVANT: We have a department-wide
16 standard and we have a department-wide coordination of which
17 I oversee of the various 18 geographic areas of crime
18 prevention programs. But our department leaves it to the
19 abilities of the individual station commands to organize their
20 own communities into a crime prevention partnership to assist
21 us in --

22 CHAIRMAN RAINS: Do you have any data that would
23 indicate the effectiveness or lack thereof of any community
24 crime prevention program administered by your department or
25 programs of which your department might be aware which are
26 not a part or those with which you act in concert?

27 COMMANDER LEVANT: As far as data, it's very
28 difficult to determine empirically whether or not a crime has.

1 been prevented. We have to base that on --

2 CHAIRMAN RAINS: Well, for illustrative purposes,
3 when we were in San Diego addressing this same topic recently,
4 we learned that at virtually the same time a neighborhood
5 watch program was started a dramatic fall-off in property
6 crimes was evidenced or observed. They actually had it
7 charted out and it was quite dramatic testimony.

8 I take it that you have not tried to make that
9 sort of linkage between the start of a program and the crime
10 rate in any given community or area of the city.

11 COMMANDER LEVANT: I can tell you that, between
12 the years of 1975 and 1979, when our department was able to
13 afford the luxury of deploying what we called community
14 relations officers that oversee crime prevention programs,
15 neighborhood watch programs in the individual stations, the
16 City of Los Angeles experienced a decrease in crime for that
17 four-year period when nationally the crime rate increased
18 some 22 percent during the same years.

19 Now, unfortunately, there were many external
20 budgetary constraints on the department that happened since
21 1978 that have not enabled us to deploy specific coordinators
22 in each of the stations, which has resulted in us making a
23 transition from having full-time department professionals
24 coordinate the programs to relying more and more on the use
25 of volunteers in the community, and this transition is
26 still going on.

27 Now last year we experienced almost a 12 percent
28 increase in our Part I crimes. This was the first year of our

1 transition. This year we have a 2.5 percent increase in our
2 Part I crimes.

3 So, by virtue of those statistics, I would say
4 that our various crime prevention programs have been
5 effective. But there is always a great deal of room for
6 improvement in programs of this type.

7 We have 14 programs right now that are specifically
8 designed to assist the department and the public in preventing
9 various types of crimes.

10 CHAIRMAN RAINS: Given the fact that you
11 decentralized your program into 18 different areas of the
12 city, have you tried to determine if the program enjoys
13 more success in one area than another? And, if so, why that
14 might be? Is it because the type of person involved in the
15 programs? Is it because of the type of support received
16 from your department? Do you know why there might be a
17 difference, if, in fact, you find a great variety in results?

18 COMMANDER LEVANT: I can give you my opinion as
19 to that.

20 It is my opinion that the success of a crime
21 prevention program is based on the enthusiasm of the
22 volunteers in the community and the concern and the efforts
23 of the person from the department that is coordinating their
24 efforts, the stability of the position.

25 It's been my experience, that, unless one
26 individual from the police department is assigned the
27 responsibility of coordinating the crime prevention efforts
28 of the various volunteers that we have that assist us, the

1 program may not be as effective as in other parts of the city.

2 So stability in the assignment of a coordinator
3 and having a coordinator is, in my opinion, a key to success
4 in this type of a program.

5 CHAIRMAN RAINS: Do you search out coordinators
6 or do you just wait until one comes forward?

7 COMMANDER LEVANT: No. We actively seek out
8 coordinators and we look for concerned, energetic, enthusiastic
9 type of individual. And one of the problems we have is the
10 type of individual we pick for a crime prevention coordinator
11 seems to get promoted all the time, which results in another
12 individual of the same ilk being selected to take his place.

13 That's the kind of person that we want. We can't prevent them
14 from being promoted. We encourage them to be promoted, but
15 that's the reason for the turnover in our coordinators.

16 SENATOR DOOLITTLE: Is the Los Angeles problem one
17 of finances or is it involved with this suit that they settled
18 and it requires them to hire women and minorities and you're
19 not able to do that soon enough or something? I thought
20 there were several hundred positions that are available to
21 be filled.

22 COMMANDER LEVANT: No. All of our positions are
23 filled. The specific programs we've had to delete because of
24 financial reasons. I mentioned the Community Relations
25 officer, which was a lieutenant which we had active in each
26 of our stations. We had to eliminate that program.

27 We had another very good program called the
28 Police Role in Government, which we had to dispense with.

1 And most recently, this fiscal year, we're
2 beginning to have to delete a position called Auxiliary
3 Services Coordinator which is a sergeant of police that is
4 each of the stations that assists in the coordination of the
5 volunteers.

6 So it's not a question of attracting recruits to
7 fill our ranks. It's a question of having authorization to
8 fill specific positions within our table of organization.

9 SENATOR DOOLITTLE: Well perhaps I recall
10 incorrectly, which is certainly possible, but I thought there
11 was, in the offing the possibility of hiring quite a few more
12 L.A. policemen.

13 COMMANDER LEVANT: Well, Senator, our table of
14 organization for sworn officers was lowered to 6900 sworn
15 officers on August the 19th of this year, and our current
16 department deployment of sworn officers is approximately 6856,
17 and we have a class scheduled for early in January. So I
18 don't believe that situation exists any more.

19 SENATOR DOOLITTLE: Okay. Thank you.

20 MR. HALATYN: I have one question, Mr. Chairman.

21 Commander, could you give me some idea of the
22 extent to which crime analysis is used by the Los Angeles
23 Police Department? When I say that, I'm most interested in
24 the fact that crime analysis is oftentimes very useful, not
25 only to the deployment of personnel, but also to some of the
26 characteristics of crime determined through the process of
27 crime analysis.
28

For example, does the department compile any statistics on the characteristics of burglaries? That is, method of entry; some of the common features there. Some of the features associated with robberies, et cetera. Is that kind of thing used as an informal planning tool in your department?

COMMANDER LEVANT: Yes, it is. As a matter of fact, every crime that is reported in the City of Los Angeles is analyzed as to the method of entry, the method of operation, the point of entry, the time, date, location, type of business premises. This information is, in turn, automated and a printout of that is used on a monthly basis to help us determine the types of crimes that are occurring in the city as well as their location and time of day for deployment of personnel.

In addition to that, each station has an analytical officer that's a civilian position and his job is to analyze crime trends within his station that they can't afford the luxury of waiting for a printout, you know, from a computer, for it.

MR. HALATYN: Well one last thing.

Is that information fed back to your block watch type organizations so that they also may benefit from that knowledge in sharpening their efforts?

COMMANDER LEVANT: That information is provided to the block meetings, the neighborhood watch meetings by the police officers that we have deployed called the basic car officers in that neighborhood. When they visit the neighborhood

watch meetings, they will be equipped with all of the current crime trends in that neighborhood, suspects, type of crimes, things to look out for and et cetera.

MR. HALATYN: Okay. Thank you.

CHAIRMAN RAINS: Do you have anything further, Commander?

COMMANDER LEVANT: Only that we had some municipal code ordinances relating to the security of new construction requiring dead bolt locks, requiring specific types of glass in windows for new construction, and, more importantly, requiring that keys be replaced in apartments, hotels and et cetera, upon a change of tenant or change of ownership.

I'd like to provide Mr. Halatyn with a copy of these ordinances for your consideration.

CHAIRMAN RAINS: Very good. Thank you.

COMMANDER LEVANT: Thank you very much.

Sergeant Morris, do you wish to augment the testimony of Commander Levant?

SERGEANT MORRIS: I don't think that will be necessary.

CHAIRMAN RAINS: Okay. Thank you very much.

Jerry Hillman, Deputy Sheriff, Los Angeles County Sheriff's Office.

MR. HALATYN: Excuse me, Senator. There's been a change in the agenda. He's been moved back. That was a very recent change, so we'll proceed to the next person.

CHAIRMAN RAINS: Okay. Mr. Hillman apparently will be on the agenda later.

1 We'd like to hear then from Gail Bornstein, if
2 she's here, who is a volunteer with the West Los Angeles
3 station of the L.A. Police Department.

4 We're happy to have you with us this morning,
5 Ms. Bornstein.

6 MS. BORNSTEIN: Thank you.

7 I'd like first to tell you why I became involved
8 with the Police Department, what motivated me to become
9 involved with the Police Department.

10 We were burglarized; I was assaulted in a parking
11 lot; I witnessed a burglary in progress across the street from
12 me; I saw a male suspect jump over the back gate of the
13 neighbor behind me who had burglarized my neighbor; I took
14 the license plate number of two men one afternoon who parked
15 in front of my house and it turned out that they had burglarized
16 a neighbor down the street from me; my daughter was exposed to
17 this summer; and a neighbor of mine was shot and killed
18 across the street. That is when I finally decided to take a
19 stand.

20 CHAIRMAN RAINS: Over what time period did this
21 take place?

22 MS. BORNSTEIN: Overall, in a six-year period, but
23 a large majority of the crimes started two years ago and that
24 started with the three burglaries, the exposures, the shooting
25 of my neighbor. There was another murder in my neighborhood
26 also of a woman, not quite as close. In other words, it didn't
27 hit me as close to home because it wasn't somebody that I
28 personally knew, but all of these things took place in a

1 two-year period. The shooting took place last year.

2 CHAIRMAN RAINS: Vis-a-vis other neighborhoods
3 in the Los Angeles Basin, is yours one that would ordinarily
4 be characterized as a high-crime rate or a low-crime rate
5 area?

6 MS. BORNSTEIN: I would say it is definitely not
7 a high-crime rate area. And it's not a low-crime rate area.
8 We kind of fall right in between. We have had a large number
9 of residential burglaries, almost the second highest in the
10 West L.A. division this year. But normally it's a very nice
11 neighborhood. We've just been experiencing a large amount
12 of crime this particular year.

13 CHAIRMAN RAINS: You mean your own observations
14 of it and the severity of the problem, given the fact that
15 you're not, by your own testimony, in a high-crime rate area.

16 MS. BORNSTEIN: Right.

17 I was very disturbed by the amount of crime that
18 was occurring. It was hard for me to even feel comfortable
19 walking outside by myself or to let my children play outside
20 by themselves.

21 There was once an attempt where somebody pulled
22 up in front of the house and started talking to the children,
23 and, when I ran outside, they drove off. These types of
24 things were happening quite a bit in our neighborhood. So it
25 was to the point where I was afraid to even let the children
26 drive around the corner, and especially after my daughter was
27 exposed to. Then I really limited them to just riding their
28 bikes on our block only and it was when I was outside.

1 What I did at this point was contact the police
2 department, our homeowners' association and our councilman.
3 I talked to them about the urgency of putting a neighborhood
4 watch program into effect.

5 I was met with some resistance from our homeowners'
6 association at this time because they apparently had tried a
7 program like this two years before and were unsuccessful in
8 getting it started.

9 CHAIRMAN RAINS: Why were they unsuccessful?

10 MS. BORNSTEIN: I guess apathy, people not caring.

11 I see my own reasons. I don't think that they
12 really followed up on it. I think that, when you put a
13 program into effect, you have to work at it hard. You need a
14 lot of one-to-one type of relationship with the people in the
15 neighborhood and I don't think that they were willing to put
16 that in.

17 CHAIRMAN RAINS: So it wasn't the result of an
18 unsympathetic ear in government.

19 MS. BORNSTEIN: Right. I think it was just really
20 a lack of their interest to really put a program into effect,
21 because, when I got done meeting with them that evening, I
22 offered my services to them to organize the neighborhood and
23 they didn't even want my phone number or my name.

24 And I wasn't about to give up at this point. There
25 were two other couples along with my husband and I who wanted
26 to do this. And we finally were invited to a board meeting
27 of the homeowners' association where they saw that either they
28 did it with us or that we were going to organize the

1 neighborhood on our own.

2 So it was at that time that they decided to let
3 us try to organize the neighborhood.

4 It took me four months to do this and I had 75
5 out of 100 blocks organized with block captains and neighbor-
6 hood watch meetings.

7 It was at this time that I got involved with the
8 West Los Angeles Police Department. One of their sergeants
9 came to a meeting and talked about a volunteer program that
10 they wanted to put into effect at the department and that they
11 needed somebody to help administer the program.

12 So I went to work with them and I gave them all
13 the material that I had put together, the program that I
14 designed for neighborhood watch. We worked together with
15 that and we also put into effect two other programs in the
16 department. So we have three areas of our volunteer program.
17 One of them is volunteers within the station, working in all
18 areas of the station. The other one is a neighborhood watch
19 program and the other one is a program that we call special
20 detail where volunteers actually go out and do surveillance
21 work with the police department.

22 In our neighborhood watch program, we have seven
23 volunteers at present that are trained to give neighborhood
24 watch meetings. We have to go through four weeks of training,
25 and, once we've been trained, we're tested. Then we go out
26 with -- well, when I started, we basically went out on our
27 own -- it was kind of trial and error type thing -- to give
28 the meetings. Now, when my volunteers are trained, I send

1 them out with volunteers who are already doing meetings.
 2 They have to observe at least six meetings. Then I call them
 3 back into the station where I interview them and then they
 4 will go out and do meetings with me so that I can see how
 5 much they actually have learned from the training.

6 CHAIRMAN RAINS: How do you define "neighborhood"?

7 MS. BORNSTEIN: Neighborhood watch?

8 CHAIRMAN RAINS: Yes. When you refer to the
 9 neighborhood, what type of community are you referring to?

10 MS. BORNSTEIN: Okay. We have broken down our
 11 neighborhoods into homeowners' associations or reporting
 12 districts, and that is how I am working with them. We are
 13 working presently with 30 homeowners' associations.

14 CHAIRMAN RAINS: From that, I would assume that
 15 they vary in size rather dramatically.

16 MS. BORNSTEIN: Right. I have some neighborhoods
 17 that consist of 100 blocks, some that may be just one long
 18 block that may have 50 to 100 homes on them, some that are
 19 25 blocks. It does vary depending on the area that they're
 20 located in because we have some of them that are in the
 21 canyons, and that's just one long block.

22 COMMANDER LEVANT: Senator, they are census tracks.

23 CHAIRMAN RAINS: Based upon census tracks.

24 Does the size seem to have anything to do with the
 25 results, the success of your program?

26 MS. BORNSTEIN: No, not really. We have seen
 27 success, really, in all areas.

28 I contact the homeowners' association. How we

1 work it, I originally go out and contact the homeowners'
 2 associations. I ask them to have a main meeting of the entire
 3 association where I go and I train them on what's needed, how
 4 to put this program into effect.

5 Once they're organized with their block captains,
 6 their block captains contact me at the station. Then I,
 7 along with six other volunteers, go out and do their
 8 neighborhood watch meetings for them.

9 I brought a map with me just to show you how
 10 large an area we've covered. I've been with the department
 11 a year and all the colored-in areas are the divisions, the
 12 RD's and the homeowners' associations that we are presently
 13 working with, and it tallies about 30 all together.

14 What we do with these associations is we ask them
 15 to set up a telephone tree network, not only on the block,
 16 but the block captains. Every month we send them crime
 17 statistics for their area. Along with that, when a crime
 18 pattern has developed in their area, we contact them to
 19 notify them of what's going on and we ask them for their help.
 20 In other words, if we're looking for a suspect but we don't
 21 know what his license plate number is -- we know that he's
 22 driving a certain type of car, we know how he's getting into
 23 somebody's house and basically what he looks like -- we're
 24 going to put out a plea for help, asking that homeowners'
 25 association to help us in looking for this individual.

26 The five people that we contact in the homeowners'
 27 association will disseminate this information to their block
 28 captains and the block captains are asked to disseminate this

1 information to their block. So now, instead of having two
2 officers driving the area looking for this person, you have
3 God knows how many eyes, thousands of eyes from the homeowners'
4 associations helping us. And it has proven effective. That's
5 one thing that we do.

6 We do send them the information. We also ask
7 them, if they're having a problem, to let us know so that we
8 can help them in any way that we can. If they see a van that's
9 maybe circling, we want them to call into us, let us run the
10 license plate number for them and things like that. So we're
11 trying to help them and we want them to help us.

12 CHAIRMAN RAINS: When you say "us", I take it
13 the police --

14 MS. BORNSTEIN: The police department.

15 CHAIRMAN RAINS: The police department.

16 MS. BORNSTEIN: Yes.

17 CHAIRMAN RAINS: And you, as a nonpolice official,
18 have access to the information?

19 MS. BORNSTEIN: Yes. Our volunteers tally the
20 crime on a daily basis. We get the crime sheets that are put
21 out every day and I ask them -- and I brought a copy with me.
22 I ask them to put this crime information down on sheets, and
23 it's put not only by reporting districts but also by the
24 homeowners' association so that, if somebody calls me up and
25 let's say they're with a homeowners' association but they're
26 not even a block captain and they're concerned about the crime
27 that's occurring in their neighborhood, I have access to that
28 information. I can't tell them exactly what street it has

1 occurred on but I can give them a general idea as to how many
2 burglaries they've had or robberies they've had or rapes or
3 purse snatchings, and that type of thing. And all this
4 information goes out every month to the president of the
5 homeowners' association so that he can get this information out
6 in a newsletter to his association.

7 I have done a study of my neighborhood. It's
8 hard to give you statistics for all of the neighborhoods that
9 I'm working with now because a lot of them are fairly new into
10 the program. I've been working with some of them only three
11 or four months.

12 But I can let you know the percent of the drop in
13 crime that we have had since we started our program.

14 In the year of 1980, from January to September,
15 to 1981 of January to September, we had a 15 percent reduction
16 in crime. In 1980, we did not have a program in effect and
17 in 1981 we did. So we did experience a 15 percent reduction
18 in our crime rate. We can't necessarily say that this was
19 totally due to our neighborhood watch program but we feel that
20 our program did have a major effect in the decrease in crime.

21 We also know that, since I have been with the
22 department and we have put these programs into effect, in the
23 West L.A. area our crime rate has dropped six percent. And
24 again I can't say that this is totally due to neighborhood
25 watch because many programs have been put into effect by the
26 department in fighting crime. But we do feel that the
27 neighborhood watch program has played a large part.

28 CHAIRMAN RAINS: Now you're talking about your own

1 neighborhood watch program?

2 MS. BORNSTEIN: We had a 15 percent drop in our
3 neighborhood.

4 CHAIRMAN RAINS: Can you define that neighborhood?
5 Give me the parameters, the boundaries.

6 MS. BORNSTEIN: Yes. It's 100 blocks and it goes
7 from Beverly Glen to Sepulveda, from Little Santa Monica to
8 Pico. It encompasses four reporting districts. It's a fairly
9 large area.

10 In 1980, we had 313 residential burglaries, and,
11 in 1981, we had 202.

12 The way our neighborhood is set up with block
13 captains, if we see something suspicious, if we see cars
14 driving around or people walking around that we feel do not
15 belong in the neighborhood, the block captains do contact the
16 other block captains.

17 We have had success where the neighbors are now
18 going out and following cars that are circling the neighborhood
19 and it just led to an arrest of two people that were
20 burglarizing someone's home because a neighbor did take the
21 time to follow this car. When the car stopped, they watched
22 the two people go into somebody's house. They went back home,
23 contacted the police and the police came immediately. They
24 were caught walking out of the house with a color TV set.
25 So I know that the program does work and it's played a very
26 important part in our neighborhood. We even have citizen
27 patrols.

28 We had a crime increase during the summer where

1 we had 22 houses hit in a three-week period. And the people
2 got out and they started walking the streets, civilians.

3 CHAIRMAN RAINS: I'm curious. One thing we
4 discovered in San Diego is that, as they began their program
5 and as a particular neighborhood watch program started,
6 although crime went down there, it increased by almost the same
7 degree "next door".

8 MS. BORNSTEIN: Right.

9 CHAIRMAN RAINS: Have you experienced the same
10 situation in Los Angeles?

11 MS. BORNSTEIN: Yes.

12 CHAIRMAN RAINS: I mean once you have an entire
13 city covered, that's fine, but, if you begin to do it
14 incrementally, sometimes the person just goes to the safer
15 territory, that is the criminal.

16 MS. BORNSTEIN: We did see that type of thing
17 happening. With our neighborhood, it jumped north of
18 Little Santa Monica, and they now are very well organized
19 also. And I guess that's the benefit of getting an entire
20 division organized, and that's one of the things that helps
21 me in organizing it when I go out to different associations
22 because I have them now back to back. And the associations
23 are working together now, which it's fantastic.

24 CHAIRMAN RAINS: In other words, you can say,
25 "Our success has made you more likely to be the victim of
26 crime"?

27 MS. BORNSTEIN: We kind of tease, you know. We're
28 pushing into Santa Monica PD's area. And I hate to see that

1 happen. I mean, I hate to see crime, period. But,
 2 unfortunately, we are living with crime and I feel that this
 3 program really works and I just wish that all of the divisions
 4 were involved in this throughout the city, and I'd like to see
 5 something like that happen. I know that they came to me
 6 from the --

7 CHAIRMAN RAINS: Why aren't they?

8 MS. BORNSTEIN: I can't answer that. I don't
 9 honestly know. I know that there is an interest now. I think
 10 that there was a fear as to some of the liabilities with having
 11 volunteers within the station. Just like with the surveillance
 12 program, I think there was some hesitation with putting a
 13 program like that into effect.

14 But I think that, if they stand back -- and I
 15 think they are looking at our program now and seeing that it
 16 is a success. I know that they have come to me from different
 17 divisions and they do want to incorporate this program into
 18 their divisions, and I hope they do because I know that it
 19 does work.

20 CHAIRMAN RAINS: Although you're a volunteer, in
 21 other areas of the city, if you know the answer to this, do
 22 they have volunteer leaders or are some paid staff?

23 MS. BORNSTEIN: I know that in the Santa Monica PD,
 24 they do have some paid civilians doing neighborhood watch.
 25 But, in the Los Angeles area, I don't believe that they do
 26 have any paid civilians. I do believe that it is all on a
 27 volunteer basis.

28 We have 92 active volunteers at the West L.A.

1 Division alone, working either with neighborhood watch or
 2 doing surveillance work or within the station. We must have
 3 had at least 300 applications, if not more, of people that we
 4 just can't possibly use. I mean people are willing to get
 5 involved in this program; it's just having something for
 6 all of them to do.

7 CHAIRMAN RAINS: Mr. Halatyn.

8 MR. HALATYN: From your experiences, have you found
 9 some areas within the city or some neighborhoods that are
 10 more difficult to motivate?

11 MS. BORNSTEIN: Yes.

12 MR. HALATYN: And, in those instances, again from
 13 your experiences, what are some of the strategies that you
 14 have found in dealing with apathy in those areas where the
 15 program doesn't take quite as quickly as it would in another
 16 area?

17 MS. BORNSTEIN: Okay. We did have some areas --
 18 I'll start off with apathy, basically. That is a problem that
 19 we did run into and that is mainly where you have homeowners'
 20 associations where the boards have existed there for three or
 21 four or seven years and they have tried a program like this
 22 and have not succeeded.

23 What I have done with this basically is I have
 24 had two or three meetings with these associations. And, if
 25 I can't get them interested, there's really nothing more than
 26 I can do.

27 What usually happens in these areas is that
 28 people -- and it's usually younger families -- know what's

1 going on in other areas. They aren't happy with the crime
 2 situation and they usually start a program on their own,
 3 separate from their homeowners' associations. And we do have
 4 two groups like that at present in our area. One of them is
 5 the Westwood Neighborhood Watch Group, which is just north of
 6 me. Their homeowners' association didn't want to get involved
 7 at all. And I do have one now in Cheviot Hills and they do not
 8 want to get involved at all. So far nobody has picked up the
 9 ball in that area.

10 There's two parts of Cheviot Hills. One, the
 11 larger part, is involved, and then there's a smaller part and
 12 they are not involved.

13 So, basically, what we do in that type of a
 14 situation is contact the crime victims. We start looking at
 15 the crime sheets and people who have been burglarized in
 16 that area --

17 CHAIRMAN RAINS: Let me interrupt. I'm curious.
 18 To what would you attribute the lack of interest
 19 in those areas? I'm familiar with those areas. They're quite
 20 affluent.

21 MS. BORNSTEIN: Right.

22 CHAIRMAN RAINS: There is a sense of community
 23 identity to a greater degree than one finds in most areas of
 24 the city.

25 MS. BORNSTEIN: And they've had a crime problem too.

26 CHAIRMAN RAINS: And they've had a crime problem
 27 and it's an increasing crime problem. So why? Why the lack
 28 of interest?

1 MS. BORNSTEIN: I honestly don't know. I met
 2 with their board several times and they just are not interested
 3 in doing anything. They are mostly older people on the board
 4 and they just do not see a need. They don't feel that the
 5 crime problem is that severe. They have -- we call it living
 6 in a false sense of security. They have private patrol. They
 7 have their burglar alarm systems and they feel that that is the
 8 answer.

9 CHAIRMAN RAINS: So they feel that they're paying
 10 for their protection.

11 MS. BORNSTEIN: Right. And what's unfortunate is
 12 there's a lot of younger families in the area that don't feel
 13 this way. But these people weren't even willing to let us
 14 hold a general meeting, which I felt was very unfair because
 15 there are a lot of younger people in the area who I'm sure
 16 would like to get involved. And the board wouldn't even let
 17 us come and speak to the association.

18 Again, the only thing that we could do in an
 19 instance like that is to contact crime victims within that
 20 area and ask them to let us come out and speak on neighborhood
 21 watch and hopefully gain the interest that way.

22 CHAIRMAN RAINS: So you just circumvent the
 23 homeowners' association --

24 MS. BORNSTEIN: Right. You have to.

25 CHAIRMAN RAINS: -- and go directly to the
 26 individuals.

27 MS. BORNSTEIN: Yes. You have to.

28 Hopefully, if you can get one person who is

1 interested in having a neighborhood watch meeting, then she
 2 will tell her neighbor around the corner who will tell
 3 somebody else and that's basically how we started ours. We
 4 started out with only ten couples and we asked those ten
 5 couples to go out and get their friends involved, which
 6 eventually led up to 75 blocks of block captains. So you can
 7 do it that way. I hope to be able to do it.

8 We do it also that way in areas where the majority
 9 of crime is committed by the people who live in that area.
 10 It's very difficult to put a program into effect in an area
 11 like this because they're afraid of any involvement with the
 12 police department.

13 What we've done with an area like this we
 14 basically let the association handle it, if there is an
 15 association. They get their own volunteers to do surveillance
 16 work. They have their own volunteers that do neighborhood
 17 watch meetings. They really don't want any affiliation with
 18 the police department because they don't want people to think
 19 that they are working with the police, that they're snitches
 20 for the police department. So we have to let them handle it
 21 on their own. And they do work with us but in kind of a quiet
 22 way. But it does help their crime problems in their area.

23 Basically the only other thing that I would like
 24 to see done, if possible, is to try to get some type of
 25 funding for a crime prevention program. I'm fairly new at
 26 this. I've only been with the department a year. And the
 27 only thing that I can see is that we're really short of
 28 equipment and things like locks and film equipment, slides,

1 that type of thing, to go out and present our meetings. The
 2 volunteers usually buy their own types of things to give the
 3 meetings.

4 And the only other thing that I can say is
 5 stricter laws. You know, the penalties for burglary and
 6 robbery, that type of thing. I think that we need to create
 7 an atmosphere of fear in the people that are committing these
 8 crimes so that we are not confined in our homes, afraid --
 9 basically in a jail -- while they're out committing the crimes.
 10 And, if some way we could do that, that's the only thing
 11 that I really would like to recommend.

12 SENATOR DOOLITTLE: I've got a question,
 13 Mr. Chairman.

14 CHAIRMAN RAINS: Yes, Senator Doolittle.

15 SENATOR DOOLITTLE: We're told in the Senate
 16 Judiciary Committee by the ACLU and other groups of that ilk
 17 stricter laws won't make any difference. Do you believe that?

18 MS. BORNSTEIN: No, I don't. I really don't.

19 I can just go by -- we caught a child molester in
 20 our backyard -- I forgot to mention that -- one evening and,
 21 just by watching that, what happened with that man and also
 22 with some of the burglaries that I was in, it infuriates me
 23 to see what goes on our court system with our laws. The
 24 child molester was let off on a technicality. He wasn't read
 25 his rights on a case in 1971, so he was let off on this. He
 26 had just gotten out of jail for raping a 13-year-old girl.
 27 He served three years out of a seven-year jail sentence. In
 28 the two weeks that he was out, he had already raped another

1 girl at University High School and now he was in the backyard
2 of my home. I have two daughters.

3 He was in jail for three months while the case was
4 coming to court and then he was let off and he was out on the
5 streets in three months. This infuriates me. And it was the
6 same thing with the two men that I saw -- the license plate
7 number that I took when they burglarized my neighbor. The
8 case was thrown out of court because twice it had to be
9 suspended because the detectives that were handling the case
10 had to go out on another call. So the case was just thrown
11 out of court and the men were let back out on the street.

12 But, as far as burglary, what actually happens to
13 the man who burglarizes your home? The sentence is not that
14 severe. And with murder? It should be a mandatory sentence.

15 SENATOR DOOLITTLE: It should be death.

16 MS. BORNSTEIN: That's right. And I agree with
17 the death penalty, although some people may disagree with me,
18 but I do agree with it. And I think that, if we had stricter
19 penalties, these crimes wouldn't occur. If the people were
20 afraid of what would happen to them if they committed these
21 crimes, they wouldn't commit them.

22 CHAIRMAN RAINS: Let me say, for whatever solace
23 it gives you and it may not give you that much, that, as a
24 result of hearings held by this Joint Committee at this very
25 time last year, we did develop a six-part package of bills
26 that deal with the specific problem to which you were referring
27 in connection with child molestation and mentally disordered
28 sex offenders.

1 I carried that six-part package, and, as a
2 result, we now have mandatory, as of January 1, prison sentences
3 for those who are pedophiles who molest our children. We
4 have eliminated the MDSO Program that had become so highly
5 discredited in California, one that allowed people -- known
6 sex offenders, sexual psychopaths, to go into out-patient
7 programs where they often molested other children.

8 MS. BORNSTEIN: Right.

9 CHAIRMAN RAINS: We have extended the statute of
10 limitations in those cases from three years in most of them to
11 six years. We have set up training programs for peace
12 officers throughout the state so that they know how better to
13 address this problem and to deal with the child victim. We
14 have provided the opportunity for agencies and groups and
15 organizations, such as the Big Brother Program, such as
16 Boy Scouts, and others, to determine whether or not someone
17 who is applying for a supervisorial position might have a
18 criminal record in this area because pedophiles tend to
19 gravitate toward these groups.

20 The only bill that's not yet on the Governor's
21 desk, not yet law, and it should be because it's but one step
22 away, is one that would allow for the videotaping of a child
23 victim's testimony so that the child victim is not traumatized
24 through the adversarial proceeding.

25 Insofar as burglary is concerned, I also authored
26 Senate Bill 200 which has passed the Senate with the strong
27 support of my colleague, and has also passed the Assembly
28 Criminal Justice Committee. It's in the Assembly Ways and

Means Committee right now, and it's a bill that would make all burglaries of the first degree. Right now we have a specious distinction saying that those burglaries committed at night are of the first degree and those during the daytime are not.

MS. BORNSTEIN: Right. I know that.

CHAIRMAN RAINS: Well more and more are committed during the daytime for the very reason you gave, that people know that the deterrence is not as great.

And, as part and parcel of that bill, the sanctions to be imposed upon conviction are very harsh indeed and appropriately so. So I'm very hopeful that we can pass that. And to the extent the deterrence does work -- and I agree with you that it does, that it does factor into the equation, especially when one talks about the professional criminal -- that that bill ought to have a relatively powerful impact. But it's not yet passed and I don't know whether or not it's going to.

MS. BORNSTEIN: I hope it does because I see a lot of angry people when I go out and do these meetings. A lot of times they will say, "Well, why should we do anything when two weeks from now they're going to be back out on the street."

CHAIRMAN RAINS: They get a slap on the wrist.

MS. BORNSTEIN: I keep trying to tell them, "I don't care. Help us. We do need your help." Hopefully they won't be out on the street, but I'm glad to see that there is

A BILL.

CHAIRMAN RAINS: Well we're changing the laws dramatically in those areas to which you just referred. In fact, they're the hardest hit in the nation right now as of January 1.

Thank you.

MS. BORNSTEIN: Thank you.

SENATOR DOOLITTLE: I don't know if you can answer this, but maybe somebody here can.

I wonder how often that situation occurs where, because of failure of the witnesses to appear or something, the case must be dismissed. I guess that's pursuant to the statute requiring a speedy trial within 45 days?

MS. BORNSTEIN: I couldn't honestly answer that particular question. I just saw it in this particular case and, like I say, it infuriated me because they basically got away. One of the men was on parole when he committed the crime, so he did go back to jail. But the other one was let off. And it is kind of maddening and I can see why some people get very upset and don't want to get involved.

SENATOR DOOLITTLE: When you say he was on parole, was he tried with a new offense, or did he merely get the maximum of one year extra sentence for violation of parole?

MS. BORNSTEIN: He was not tried. No, he was not tried. No.

CHAIRMAN RAINS: You said a parole revocation.

MS. BORNSTEIN: Yes. He was not tried at all on this particular crime.

Thank you very much.

CHAIRMAN RAINS: Thank you very much.

Very good.

Is Mr. Mike Thompson here?

Mr. Thompson, I have you and also Julie Pastor-Depoian together. I take it one of you is the Program Director and the other the Deputy Director of the Criminal Justice Planning Office from the Mayor; is that correct?

MR. THOMPSON: Yes, sir.

CHAIRMAN RAINS: Perhaps you could each come forward.

MR. THOMPSON: Yes. Mr. Chairman, members of the Committee, thank you for providing us with this opportunity to come and explain to you some of the things that we're doing within the Mayor's office in terms of community crime prevention.

Our initial involvement with crime prevention began with the receipt of some \$300,000 of LEAA funding in January of 1980 for what we called a Rampart Urban Crime Prevention Program. We worked with the Los Angeles police department in developing the program and selecting the program target area.

This particular program was funded as part of a 16-city LEAA comprehensive crime prevention program initiative and was terminated because of lack of funds in July of 1981.

As I explained, the Rampart area was the target area.

CHAIRMAN RAINS: When you say it was terminated --

we know that the LEAA funding was cut off -- do you mean that your program that resulted from that funding was cut off as well?

MR. THOMPSON: That's correct, sir. We have maintained with city funding some of the aspects of the program which Ms. Depoian will explain later. But, by and large, the \$300,000 was expended and, because of lack of continuation funding, we've had to cease most of the program operations.

The Rampart area, if you're not familiar with it, is located roughly northeast of the downtown area. It includes communities of Silverlake, Echo Park, part of the Wilshire District, and so forth.

The program area was selected because of the very diverse nature of the area. It has the largest concentration of senior citizens in the City of Los Angeles, some 25 percent. It has a number of very substantial and distinct ethnic communities, a very large Asian community, Koreans, a very large Hispanic community. And it also contains a major portion of the city's street gang problem in the Echo Park-Rampart area.

Additionally, the area has one of the highest crime rates in the city and it also includes the city's major business and financial section, the Wilshire Boulevard area.

The major program objectives, as specified in our contract with the Law Enforcement Assistance Administration, were, one, to reduce senior citizens' chances of becoming victims of crime and reducing their fear of crime.

1 Secondly, to make citizens within the target area
2 more secure in their homes.

3 Thirdly, to provide information within the target
4 area on various crime prevention methods.

5 Fourth, to reduce the opportunity to commit
6 residential and commercial burglaries and thefts.

7 And, fifth, to help nondelinquent youth acquire
8 new skills for overcoming their delinquency problems.

9 We did not, in our objectives, deal with the issue
10 of specifically reduction of crime because our feeling was that
11 it's very difficult to assess successful crime prevention
12 programs in terms of crime reduction because of the difficulty
13 in actually measuring whether or not a crime prevention
14 activity was responsible for something not occurring.

15 But we did note that the increase of crime within
16 the Rampart area during 1980, which was 3.6 percent, was
17 substantially less than the city-wide increase of 12.6 percent.

18 The measures of success that we used were more
19 in terms of services provided to the residents of the Rampart
20 area by the various components of the program. The Rampart
21 program was separated into four components.

22 One was the juvenile delinquency prevention.
23 Another was senior citizen victimization. The third was the
24 police community involvement. And fourth was the business
25 crime prevention activity.

26 The services that were performed during the period
27 of the contract by three community agencies that participated
28 in the program with us we feel were very substantial and very

1 positive and an important part of the program.

2 For instance, under the senior citizen component,
3 we contracted with St. Barnabas Church to provide escort
4 service to senior citizens. We found that a major part of
5 senior citizen victimization involved purse snatches and
6 muggings on the street and this sort of thing.

7 CHAIRMAN RAINS: When you say "we", do you mean
8 that you coordinate this out of the Mayor's office as opposed
9 to the police department?

10 MR. THOMPSON: We had a program coordinator who
11 is within the Mayor's office who worked with the Rampart
12 police area in conducting the program. That was due to several
13 factors.

14 One was the fact that the program involved other
15 than police services. There were a number of community
16 agencies involved and this sort of thing.

17 Secondly was the fact that, at the time of the
18 program, the police department was precluded from receiving
19 Law Enforcement Assistance Administration funds because of the
20 civil rights suit that was filed by the Attorney General.

21 So we had the responsibility within our office
22 to coordinate this so that we could conduct a program.

23 The senior escort service, during the period of
24 the program, provided rides to senior citizens to the market
25 and to the banks on 2,400 occasions during the contract period.

26 Additionally, they provided referral services to
27 other community services that were of assistance to the seniors.
28 And they also developed a resource directory and

1 distributed 8,000 copies to seniors within the area, which
2 gave information to the seniors of the various resources and
3 services available to them.

4 Additionally, under the senior citizen component,
5 we contracted with the Pacific Asian Consortium for Employment
6 to provide for target hardening of senior citizens' and
7 handicapped persons' homes. And, under this component, the
8 homes of 178 senior citizens and handicapped persons were
9 provided with items such as dead bolt locks and peepholes and
10 window locks and other things that were determined necessary
11 to make their homes more secure from burglaries.

12 And then, in terms of the juvenile delinquency
13 component, we contracted with the Sunrise Community Counseling
14 Service to work with youth in the area ~~from~~ Belmont High
15 School that had some gang affiliation and we felt could be
16 diverted from violent activity by providing them with services.

17 Those services included individual and family
18 counseling, vocational counseling and placement services,
19 tutoring. And then a component of their program which is
20 known as Wilderness Challenge where they took youth to various
21 mountain and desert sites to teach them how to deal with
22 surviving in those elements.

23 As I indicated, a total of 225 youth were provided
24 services under this program component.

25 Before Ms. Depoian gets into the business component
26 and our current efforts, I just wanted to point out that, with
27 the elimination of LEAA, there is a more critical need than
28 ever for additional funding for community crime prevention

1 programs. We're aware of AB-2971 which provides for \$1.2
2 million under the California Crime Resistance Program and will
3 provide funding for some 30 to 35 programs within the State,
4 ranging from \$30,000 to \$125,000. But we feel that this is a
5 less amount of money than is required to really do the job
6 within the State and particularly within the City of
7 Los Angeles.

8 We spent a total of \$300,000 just on one police
9 reporting area and the nature of the problem is such that many
10 more funds are really needed in this area.

11 MR. HALATYN: Excuse me. I had one question.

12 MR. THOMPSON: Yes.

13 MR. HALATYN: The assumption of costs, you know,
14 when you receive a grant, there is sometimes some obligations
15 stated to find alternate funding for a program that ceases.
16 And you say that you were partly successful in recouping some
17 funds from some other sources.

18 My question is to what extent have you been
19 successful in getting donations or help from the private
20 sector, from the business community, been able to approach
21 those people in any way to also support your efforts?

22 MR. THOMPSON: We have made some effort to secure
23 private sector funding and assistance in terms of the community
24 agencies that we've been working with. To date, that has
25 been very minimal in terms of being able to generate.

26 The city did commit \$70,000 to continuation of
27 some of the crime prevention activities, but the major monies
28 in terms of buying services and providing for resources for

1 community agencies is something that the city with its own
2 budget problems could not commit to at this point.

3 CHAIRMAN RAINS: Ms. Depoian.

4 MS. PASTOR-DEPOIAN: Thank you.

5 I will talk a little bit about the one component
6 of the program which has been continued, although it's taken
7 on a somewhat different light.

8 The business community component was designed to
9 enlist businesses, private citizens, community organizations,
10 just all segments of the community with law enforcement to
11 try to deal with the problems of crime. The Rampart
12 Community Relations officers worked with our program staff
13 which were fairly minimal. We had student workers and one
14 program coordinator.

15 What they did is they went out in the community.
16 They provided crime prevention presentations to seniors, to
17 different community organizations. The student workers helped
18 put on neighborhood watch meetings with the officers.

19 We did a whole variety of things. We conducted
20 home security checks, operation identification, that sort of
21 a program.

22 CHAIRMAN RAINS: To what extent did you rely upon
23 the media or other promotional efforts to contact people in
24 the community to make them aware of your program and with
25 what you were trying to do?

26 MS. PASTOR-DEPOIAN: Right. We did that kind of
27 by way of press conferences to announce like a new type of
28 activity. We had one major effort in the program, a business

1 crime prevention conference which we conducted in cooperation
2 with the State Attorney General's office and the Wilshire
3 Chamber of Commerce. That was one activity where the press
4 was invited to attend and generated the information that was
5 provided to the conference participants.

6 CHAIRMAN RAINS: As a result of disseminating the
7 information in that vein -- and, of course, the Mayor, by virtue
8 of the fact that he is Mayor, can get visibility that others
9 cannot get. I'm curious, did you receive a number of phone
10 calls or inquiries with respect to ways in which people could
11 participate and become involved?

12 MS. PASTOR-DEPOIAN: Yes, we did and we're starting
13 to get a lot of phone calls now in response to a new activity
14 that I will be talking about, the Citizens Crime Prevention
15 Task Force.

16 And I think that we have tried to use -- you know,
17 if the Mayor sponsors some sort of an activity, if we can get
18 the press to come in, we could thereby give information or
19 people will hear it on the radio and, you know, read it in the
20 newspapers.

21 The local newspapers in Rampart Division were very
22 willing to put little announcements in their newspaper. There
23 were a couple of local newspapers, so we used the local
24 newspapers because that was something that the local residents
25 seemed to read more than perhaps listen to the news, or
26 whatever.

27 Also the program tied into the Attorney General's
28 "Take A Bite Out of Crime" campaign, and we used their materials

1 extensively, their brochures, the whole idea there. So that
2 brought a lot of attention too.

3 The Business Crime Prevention conference I was
4 referring to, which the Attorney General's office came down
5 and provided a lot of assistance, and the Wilshire Chamber of
6 Commerce -- what they did is they tried to get the word out
7 with our help to numerous businesses that are involved in the
8 Chamber, as well as many small businesses and mom-and-pop
9 type of businesses in the Rampart area, and they came
10 together for a day and received lots of information on how to
11 secure their businesses, employee safety, also commercial
12 loss prevention by ways of employee theft; just a whole variety
13 of different workshops.

14 That was, like I say, one of the major efforts to
15 get to the business community. That conference generated a
16 lot more requests of our staff to go out to individual
17 businesses and provide security -- with the police department.

18 The student workers working in our program would
19 work in conjunction with one of the officers. They wouldn't
20 go out on their own and tell a business how to secure their
21 property.

22 What we're doing now -- and, like I say, yesterday
23 we held a press conference to announce the formation of a
24 citizens' crime prevention task force.

25 If I can back up a little bit, we held a conference
26 in April of this year and it was a major effort. Like I said,
27 it was kind of the last activity of the Rampart program before
28 it lost its funding.

1 And also, upon being urged by many community
2 and church leaders to do something, the city joined in with
3 the county to put on a comprehensive crime prevention program.
4 Like I say, in April of this year we did that. It was a day-
5 long conference with the purpose of just bringing in all
6 segments of the community. We brought in about 450 participants
7 which ranged from social service providers, church leaders,
8 community leaders, senior citizens, a lot of business and
9 private sector representatives. And they were charged that
10 day with trying to develop some community plans for crime
11 prevention.

12 In the morning they attended workshops, several
13 workshops, on violation against persons, media's role in crime
14 prevention. We had a gang workshop. We had a school security
15 workshop.

16 And, in those workshops, they developed platforms
17 which addressed the very specific issues to those workshops,
18 and action strategies that were developed to address the issues.

19 I have the report of the conference here.
20 Tom Halatyn asked me to bring you several copies, and we have
21 an executive summary which kind of is a little bit easier to
22 read.

23 After the morning workshops, the participants
24 of the convention reconvened in community caucus areas which
25 were geographic areas of the city and the county. And what
26 the effort was there is to take what they had learned in the
27 morning or what they had come up with and try to implement
28 some kind of strategy for community-level action.

One of the major recommendations that came out of the conference was to form this Citizens' Crime Prevention Task Force, which, like I say, we announced yesterday. The Mayor, along with the other convenors of the conference, including Pastor Thomas Kilgore, who is really the one who came to the city and county as a religious leader to urge them to do something specifically. The two of them plus Ed Edelman, the president of the County Board of Supervisors, District Attorney Van de Kamp, Chief Gates, along with Under-sheriff Block, announced yesterday they would be forming a task force.

The purpose of the task force is to review the recommendations in this report and to try to systematically prioritize those recommendations which are numerous, and try to come up with an agenda, a workable agenda for their activities.

The kind of recommendations that are in the report deal with several different types of issues. Some of them are criminal justice improvement kind of measures. Those types of recommendations will be referred --

CHAIRMAN RAINS: If I may interrupt and at the risk of seeming disrespectful, what you're describing is beginning to sound very bureaucratic, and I wonder if it is.

I mean, we see studies come out right and left constantly and we see task forces formed and generally the recommendations are ignored.

I'm really curious with respect to what this --

MS. PASTOR-DEPOIAN: I think what makes us very

unbureaucratic and a little bit unusual is that I mentioned before that the community really came to the city and the county and said, "Let's do something in cooperation with each other."

CHAIRMAN RAINS: Well what do you see in the way of follow-up after the recommendations are received or are accepted?

MS. PASTOR-DEPOIAN: The task force, like I say, will review the recommendations and then undertake certain of them in very concrete kinds of programs.

The task force is composed of a well-balanced ethnic and also geographic distribution, so what we would like to do is, from that task force, have different kinds of activities spin off. There will be a media subcommittee who will work -- and there is on the task force one of the vice presidents of public affairs, one of the Channel 9, and he will head a subcommittee on the media to try to bring together all the station managers and whatnot to try to devote some more time, public service time to the campaigns that the task force will undertake.

We also will be looking for private funding for different kinds of things. There are a few members on the task force from private industry. We will form a subcommittee for them to go out and try to secure funds to engage in certain kinds of other campaigns.

The task force is really composed of community members and what they will be doing is trying to find in this report what are viable types of programs to become

involved in and then implement those programs.

Like I say, throughout the whole process, it was stressed that this is a community undertaking with the city and the county and the criminal justice and elected officials have to be involved in this, but they are involved along with the community members on the task force.

CHAIRMAN RAINS: Why do they have to be involved?

I think it's nice to have everybody involved, but, as we have looked and examined programs around the state and elsewhere in the country, it seems as though those programs that are successful are those programs that really are grassroots in nature. And to the extent that all of a sudden people at the grassroots level, to the extent they feel that, "Well, somebody else is taking care of it. They've got this big, gigantic task force and all these hot-shots involved," you don't have that real community spirit/support involvement that's necessary to have a successful program. That's been our observation so far.

MS. PASTOR-DEPOIAN: I think that one of the recognitions that has been associated with this whole move is that the criminal justice system and the kinds of recommendations that deal with system improvement will not be those that are undertaken by the task force. The kinds of things they will be involved in are what we call what becomes a community realm of responsibility or something. Like I say, the recommendations that deal with tougher judges, tougher sentencing and more police officers, the task force will merely refer on.

But I think what the task force wants to do is try to undertake activities that are community responsibilities, you know the types of things that a community could endeavor in to try to address the crime problem.

The elected officials that have made appointments -- the six convenors of the conference each appointed two people. One of the individuals was a staff member who would serve kind of as a liaison to that appointed individual. The other is a citizens' representative. We felt that we needed the expertise of the criminal justice agencies on that task force. But, more than that, we needed the citizen participation.

MR. HALATYN: Excuse me. I had a question.

Reverend Kilgore, is that correct?

MS. PASTOR-DEPOIAN: Yes.

MR. HALATYN: He's heading the task force?

MS. PASTOR-DEPOIAN: Right. He's the Chair.

MR. HALATYN: And, as I understand it, he's well-reknowned in the area, a very popular figure.

MS. PASTOR-DEPOIAN: Yes.

MR. HALATYN: Have you or the task force put together some type of media program so that his word as a spokesperson for the task force can be most effectively used? When I say "media", you know, is there literally a designed promotional campaign in mind to have the message of the task force reach the public?

MS. PASTOR-DEPOIAN: Well, thus far, the media has been very willing to come out and cover it. Yesterday, with the task force's announcement, there were several members

1 there. And I think that, because Thomas Kilgore is, like
 2 you said, a reknowned leader in the community, able to kind
 3 of generate a little more interest in what he's doing than
 4 someone else. We've found that his involvement has been
 5 very beneficial just because he's been able to do so much in
 6 the south central part of the city and now he wants to use
 7 what he's done there and try to do something county-wide.
 8 But, I think that that has really helped us.

9 We will be developing, like I say, as part of --
 10 I shouldn't say "we", but the task force will be developing
 11 a media campaign as part of its activities.

12 MR. HALATYN: Thank you.

13 MS. PASTOR-DEPOIAN: I want to give Tom a number
 14 of copies of the report so you can review it and look at the
 15 recommendations, if you would like.

16 CHAIRMAN RAINS: Thank you very much, Ms. Depoian.
 17 Tommy Chung, the Executive Director of the
 18 Community Youth Gang Services of Los Angeles.

19 I understand that there's a videotape presentation
 20 to that.

21 MR. CHUNG: Yes, that's right, Senator.

22 And, if we could, I'd like to start with the
 23 videotape. That would probably answer a lot of the questions
 24 and give you some direct insight as to how the project operates,
 25 and then I'll respond to the seven principal questions that
 26 you had in our correspondence. And, after that, do anything
 27 else that you care to, Senator.

28 (Videotape presentation)

1 CHAIRMAN RAINS: I'm curious, Mr. Chung. Did I
 2 understand, as part of the commentary early in that videotape,
 3 that youth gang violence in Los Angeles is more than double
 4 that of any other major city in the United States?

5 MR. CHUNG: From what we have heard, it's at a
 6 significant portion that we haven't found anything that can
 7 meet or -- that's not something to be proud of by any means,
 8 but we can't find anybody with a problem that exists similar
 9 to ours outside of what happened in Chicago years back.

10 The project that we have here, the Community
 11 Youth Gang Services Project, was designed after a project in
 12 Philadelphia called the Philadelphia Plan, a Crisis
 13 Intervention Network.

14 CHAIRMAN RAINS: Before we get to the Philadelphia
 15 Plan, why is it that the problem would be so much more
 16 aggravated here than in New York, Detroit, Cleveland or even
 17 Cooke County. I refer to the Cooke County situation in 1967,
 18 which does not even approximate the statistical information
 19 that was given.

20 MR. CHUNG: Well I can't give you scientific
 21 data. I can only give you an observation after being involved
 22 in the human service field for about 12 years.

23 What I think has happened is, if we look at the
 24 development here in the West Coast, and especially in
 25 Southern California, what we see is the development of a
 26 society that grows outward; whereas, in the East Coast, much
 27 of the growth has grown up. And, therefore, people are faced
 28 with problems -- day to day they're confronted with society's

1 problems. They can see. They can begin to deal with it.

2 What has happened here in Southern California is
3 that a lot of people -- I think the lady who was earlier here
4 made mention of, you know, "Let somebody else do it. Let
5 somebody else look out for our kids. Let the police do it.
6 Let the community program do it." And people haven't really
7 taken the responsibility because they haven't felt it really
8 impacting them. And it has grown, it has grown, it has grown.
9 It continues to grow. And now every time you turn around and
10 look anywhere within the square mileage of what we call the
11 Greater Los Angeles Area, there's nowhere to turn to see safe
12 ground any more.

13 If you would take the city and the county and draw
14 a map of the area and color in the area that the gangs have
15 claimed as theirs, you will find maybe 20 square miles that's
16 not claimed. So it's not something that has just popped up
17 overnight, but it has consistently been developing.

18 CHAIRMAN RAINS: I'm still not clear why that
19 would not be true of communities like Philadelphia, like
20 Detroit, like New York. I understand what you're saying,
21 that, in New York, for example, communities tend to go up
22 rather than out. But, from a sociological standpoint, I'm not
23 sure that that answers my question. Why would youth gang
24 violence be so much more aggravated here.

25 From a common sense standpoint, I would think
26 that the greater the congestion or concentration of people in
27 a given area, such as you have in Harlem, for example, the
28 more likely you would have for an explosive situation with

1 rivalry over limited turf.

2 MR. CHUNG: What you have in Harlem, sir, is that
3 you have 5,000 or 6,000 people in a couple of square blocks
4 area that have learned how to survive and live with each other
5 here.

6 What you have here in Los Angeles is a number of
7 gangs. Every few blocks that you go, you're into another
8 turf. So that, you know, different kinds of agitation come
9 up in that way.

10 CHAIRMAN RAINS: You see, that's my point, and
11 perhaps I'm missing what you're saying. But it seems to me
12 that the less turf you have, the more violence there's going
13 to be fighting over that limited turf. To the extent you
14 have greater turf, you can divvy it up.

15 MR. CHUNG: For a while it can go that way. But
16 what has happened, as far as we can perceive, is that you
17 have some area. As long as you're in that area, you're safe;
18 okay. And, if you take a large population of people -- at
19 least human beings are not rats -- they're going to learn how
20 to live with each other. They're going to put up with each
21 other if they have to deal with any kind of social order or
22 social structure that takes place there; whoever is the
23 strongest will survive and dictate the rules of that
24 particular area.

25 But when you have things spread out, then you
26 have a number of groups of people who are going to set their
27 rules and their controls for their particular neighborhood
28 and anything that crosses it then is a challenge.

1 CHAIRMAN RAINS: So basically you're saying the
2 more turf there is, the more opportunity to have more and more
3 empires.

4 MR. CHUNG: That's what we see happening here.
5 I can't say that that, in itself -- we couldn't take that and
6 transfer that to San Francisco. We couldn't transfer that to
7 Sacramento or other places, San Diego, that have gang problems.

8 However, I think that there are some common
9 approaches that we are dealing with here and have been dealt
10 with in Philadelphia that I think will be useful in trying to
11 deal with the situation.

12 CHAIRMAN RAINS: Why don't you tell us a bit
13 about the SWAN program in Philadelphia. I understand that
14 you're going to try to emulate that program here to some
15 extent.

16 MR. CHUNG: Well, to the extent of the basic
17 outreach in it, the program in Philadelphia is essentially a
18 black-and-white program or project or problem. It is
19 essentially a program that can respond to a government that
20 is like one mayor. The political structure in there is
21 easier to maneuver in. You're talking about one police
22 department and not many police departments as we have in the
23 City of Los Angeles, plus the Sheriff's Departments and what
24 have you. So there's a certain amount of specific differences
25 that we have to take into account in implementing the program
26 here.

27 But the overall concept of what it is is getting
28 a two-prong approach; one being the traditional forces, law

1 enforcement and other elements of that sort, to come together
2 to work together in a unified direction as well as beginning
3 to do an organizational networking system within the
4 community and bringing those forces together. That's one of
5 the hardest parts about the project here in Los Angeles and
6 in Philadelphia from my understanding. Since we are not
7 law enforcement -- yet, at the same time, we're not going to
8 play the role of police watchers either, which some groups in
9 the community want to say because different people want to
10 lay the problem off on somebody else's fault. It's not. It's
11 really ours. So trying to stay in the middle makes it very
12 difficult in the early stages, especially early stages when
13 you come onto the program.

14 The other similarities is the development and
15 utilization of parent councils. We find that a very key role
16 in our approach because the parents' role, for a number of
17 reasons of having influence within the greater part of the
18 community, as well as being able to have strong rumor control
19 and their credibility with the rest of the community in any
20 given area plays a significant support factor as well as an
21 active part.

22 We try to incorporate in the community the schools,
23 whether it's the PTA's that are existing now, as well as
24 establishing additional parent councils because some of the
25 kids' parents -- their kids do not go to school. The parents,
26 therefore, are not into PTA's and what have you. We need to
27 tie them in. They are also linked in with the various churches
28 in the community. We tie them into the park systems, various

1 businessmen in the community. We tap into the coordinating
2 councils. We tap into any existing kind of system that is in
3 the community and working and try to enhance that as well as
4 bring on more.

5 On the other end of it, we have an interagency
6 task force that exists right now that pulls together the
7 District Attorney's office, primarily the hardcore unit, which
8 deals with gang murders, the probation department, the gang
9 detail there. We work with CRASH, which is out of the
10 Los Angeles Police Department, which is the Community Resources
11 Against Street Hoodlums, and we also have a very strong
12 relationship with the Sheriff Department's Operation Safe
13 Streets.

14 We have established protocols with all these
15 different entities where we have constant communication in
16 relationship to calls to pass information about hot areas,
17 problems we should be on the lookout for, the problems when
18 we know that we're not going to be able to handle -- "we"
19 being CYGS -- cannot handle, to notify the correct law
20 enforcement agencies, "Watch out for this area. We can't
21 handle it. We're going to need back-up in this area," or
22 something like that.

23 Vice-versa, we get calls saying, "We picked up
24 some rumors in the street. Maybe you folks can check it out.
25 Go here; go there."

26 Also, to tie in with that now is the L.A. city
27 schools and the L.A. county schools systems that are starting
28 to come on board, so the protocols with each of the individual

1 schools and communication lines are worked out so that we
2 have a process of -- if something happens Friday night in a
3 neighborhood or over the weekend, we can alert the schools to
4 be on alert that something may happen in this particular area.
5 We will have our people in that area. They will, in turn,
6 tell us if anything breaks on the school grounds, what have you.
7 And all of that is like five or six phone calls alerts a very
8 large network of people so that they can put their forces into
9 play to try to do prevention of any violence that may look
10 likely to occur, especially on retaliatory type of aspects.

11 Tradition is, when somebody has gotten shot or a
12 gang has jumped on somebody, they're going to get back. They're
13 going to get back as fast as they can. If it's a death,
14 sometimes there's a period that you can have for the wake, but,
15 you know, either way, you've got to move in fast.

16 A team that we utilize is made up of six people.
17 They are mobile, as you saw in the cars, and radio-equipped.
18 We break the teams up into two shifts so that at any one time
19 there's either two to three people on a shift.

20 When we send a team in or more than one team in --
21 we go into mediate a situation -- we will go to the victim.
22 Not only to the victim, the victim's family, and we'll also
23 go to the suspect gang of the hit and try to cool down any
24 retaliation or any other kind of activity that might surround
25 it and put a curb on it as fast as we can.

26 We know that it's been a very short period of time
27 that we have and a lot of hopes are put in the project because
28 the project is very unique in the sense that, for the first

1 time, we see a major cooperation going on with the
 2 traditional elements, as well as community support factors
 3 starting to come in play. I think the tape is indicative of
 4 that. Just getting off the ground, a cable TV outfit saw
 5 that it would be very important to utilize media and what have
 6 you and they donated the development of that particular tape,
 7 which would have cost us about \$30,000 to put together.

8 So we're saying that many people want to buy in,
 9 are trying to get together and appears to be working,
 10 especially in the county areas in which we have been working
 11 for a while, and we're just getting ready to enter into
 12 specific city areas.

13 We have seen where we have all the elements,
 14 talking, working and making the phone calls, that all is
 15 in motion that there has been some drop in the gang violence
 16 situation, between 21 to 30 percent in the specific areas.

17 An example would be in the Rio Hondo Corridor
 18 here, which is Pico Rivera, Santa Fe Springs and that
 19 particular area. A tremendous amount of violence was going
 20 on for a period of time there and, in the past -- I guess it's
 21 been about 12 weeks now, we haven't had a gang-related killing
 22 there. In fact, what we do is we have 12 gangs now who come
 23 together each weekend for different kinds of sports events
 24 and what have you, plus we're trying to get some of them
 25 blocked into territorial kinds of support systems and what
 26 have you.

27 But the point is that we not only have the gang
 28 members coming together, they're bringing their families there

1 and they're sitting down. They're cooking steaks or hamburger
 2 or something like that together and it's been going now for
 3 about 12 weeks. We hope that we can keep that going at least
 4 another 12 and then begin to talk about negotiating peace
 5 treaties that have a little meaning to it other than just
 6 people coming together to sign a piece of paper and it doesn't
 7 have any meaning to it.

8 That, to us, shows some of the good samples of
 9 success. We know that a lot of retaliatory action has been
 10 diverted, both East L.A. and South L.A. We know we've been
 11 effective in trying to help out just recently at the Watt's
 12 parade. We were called in and asked to help there with the
 13 Watt's festival. We were called in to help there with the
 14 security, mainly because our people are street wise; not
 15 ex-gang members. My belief is that it's very important to
 16 have people who know how to survive on the street and also
 17 have a little respect for the system that we're supposed to
 18 live in here in the United States in order to try and make it
 19 work.

20 If we try to just say, "If you're an ex-gang
 21 member, that you could work this job," it would never work.
 22 Just like we know that all ex-dope fiends do not make good
 23 drug abuse counselors.

24 The situation has shown us that the diversity of
 25 approach by having men and women from young ages to in their
 26 50's has had an impact in the community because it shows not
 27 only that we're trying to reach them in all different levels,
 28 but we're able to communicate to the community in a number of

1 kinds of ways and we can produce people from various cultural
2 backgrounds and other kinds of economic background that can
3 relate specifically to the problem and can relate to a unified
4 movement in it.

5 I guess what is really key is that we know that
6 a lot of projects have been around in the past to try and deal
7 with the problem. But what most of the programs have had to
8 deal with is a specific little area, whether we want to talk
9 about a census tract or whether we want to talk about a
10 neighborhood, however it would be designed, that target area
11 would be their limitations and the gangs that they would work
12 with would be limited within that area.

13 The thing with gangs is that, while you may work
14 with that one particular gang and get them in a very
15 constructive direction, that doesn't stop other gangs from
16 coming in or for them to go out to retaliate. So you can't
17 control it and there's always movement.

18 So what we're able to do here with the CYGS
19 program is to help begin to unify all these activities that
20 are going on out there because those little programs are very
21 key and very important to be in existence. I'd surely not
22 want to see them disappear for our sake, but we need to all be
23 in this at the same time in moving together and help in
24 coordinating this effort so that we know what the right hand
25 is doing and the left hand is doing, and it all moves in a
26 direction that we can cap it.

27 You made a very good comment earlier that I
28 totally agree with, and that is that we cannot just try and

1 sporadically take at this. We have to make a big push, a
2 big move. We have to utilize the media. CYGS has already
3 instituted a media task force with the networks and the
4 affiliates, as well as many of the smaller local stations,
5 both electronic and print media to begin to develop a task
6 force for a unified effort in this process. We hope to kick
7 that off sometime in March.

8 Regarding some of the legislative ideas that I
9 might suggest is that, when we talk about employment and
10 programs that we have had in the past, such as like CETA,
11 which is phasing out, unfortunately, for a number of different
12 reasons, programs be forced to set aside a percentage of
13 their target population, the people who will be used, as
14 hardcore. There has been far too much creaming in these
15 programs so that they can get the people most likely to be
16 trained and hired so that they can have a high rate of
17 placement. And I don't blame them for doing that. However,
18 for anybody who runs programs, you know you're going to have
19 a margin of failure anyhow. So, if we're going to build that
20 into a plan, then why not build in that margin that you
21 might think is going to fail and direct it straight for the
22 hardcore and we might see a big surprise in a lot of people
23 because many people want to get out of these gangs. But a lot
24 of them can't even get into and get screened and accepted
25 in the training programs.

26 So I think some kind of legislative language
27 that could mandate something in the boilerplates that these
28 populations would be addressed would be extremely helpful.

1 In addition to that, we know that the FCC
 2 guidelines or regulations are ruling out the necessity for
 3 stations to respond in PSA's two community-based organizations
 4 and what have you. I don't know what avenue that could be
 5 there, but it would seem that there could be something that
 6 could be legislated to insure that the people who control the
 7 media allow a certain percentage of time to be utilized for
 8 community awareness and not just restricted or left -- maybe
 9 left as a loophole for the 1:00 o'clock in the morning of
 10 12:00 o'clock at night scene on Wednesday night to have the
 11 PSA's or the talk shows, but to try and get something in in
 12 prime time if we're going to reach the broader elements of
 13 society to get them to move together.

14 It also behooves us to look at possible language
 15 that would insure that some of the local cable TV's begin to
 16 respond in that kind of fashion and begin to state specifically
 17 some of these issues that should be addressed in them.

18 With legislative support in those particular areas,
 19 as well as perhaps changing some of the restrictions, like the
 20 SWEETA(ph) program, where you have your incentive programs
 21 for business to take on training and train people to not have
 22 them so encumbersome so that they don't want to buy into it.
 23 We have something in the neighborhood of \$40 million in the
 24 California budget right now that no businessman wants to touch
 25 because of the red tape that's involved in trying to set up
 26 their training programs, and that really hurts folks in that
 27 fashion because there's a lot of people out there who would
 28 like to tap into that.

1 Some encouragement from the legislative
 2 standpoint to utilize senior citizens and all the technical
 3 knowledge that they have gained throughout the years and to
 4 perhaps help communities begin to do economic development in
 5 their own communities so that we're looking at some sort of
 6 percentage of jobs that will not only be developed in there
 7 but stay within that community. So we're talking about
 8 building and dealing with some grassroots problems of why
 9 CYGS is necessary in the first place, and there is a variety
 10 of those particular reasons.

11 Those would be some of the suggestions that I would
 12 like to make to you, Senator, and would be happy to work with
 13 you in the future on trying to get the language and the steps
 14 of how to make it more simplified or more understandable and
 15 implementable in the future.

16 At this point, I'd stop and answer any questions
 17 you have.

18 CHAIRMAN RAINS: Mr. Chung, how is your program
 19 funded?

20 MR. CHUNG: Currently we are jointly funded by
 21 the City of Los Angeles and the County of Los Angeles. It is
 22 a very unique process. They have come together. You know,
 23 you had the full Board of Supervisors and 13 to 2 out of the
 24 city who said that they wanted to get involved in this. And
 25 you really can see the effort. Police Chief Gates, Undersheriff
 26 Block, everybody is really trying to make it work. The church
 27 organizations, the federations, the gang themselves, parents,
 28 everybody, is really trying to make it work.

I think what we have to look out for when we do approach this is that, as we begin to go and as we can help enhance the communities to call the police, as well as calling us when something is going down, we're going to see the incident rate go up, because any time you're beginning to successfully give the people the kind of strength that has been missing for them to give the support to the police, to give the support to community programs, they start calling in more and reporting more incidents instead of just letting them go by because what you're dealing with is an attitude that something now can be done, so let's report it. So we see a high incident rate go up. And then it starts tapering down because we can put some of these people into the system, utilizing CRASH, L.A.P.D., the sheriffs, put him in, get him on probation parole, lock him up, whatever, so that the other ones who don't want to run around carrying guns and what have you have a chance to change what's going on in the community.

By the time they get back out, we'll have enough strength in the community to do something. And, for Los Angeles, I think we only have until 1984 because, after that, we're going to have so many people here in '84, it won't make any difference.

CHAIRMAN RAINS: It sounds as though you have a lot of good ideas and have certainly demonstrated enthusiasm.

I guess I have the same question, though, of you that I had of Mr. Thompson and Ms. Depoian, and that is that, given the fact that it would appear that this is a program established at high levels and then basically planted in

different communities in the area as opposed to one that emerges from a spontaneous outcry at the grassroots level, that is within each community --

MR. CHUNG: If I may, Senator. The concept is not new and unique. The concept of wanting to have a coordinated effort that would have the support from the top and that would have the support from widespread places has been something that communities have been saying towards a lot of issues for a long time.

I myself have held the picket and walked down to City Hall and asked for these kinds of programs before.

But this one is here now and it's not being resisted at the grassroots level. It's being accepted very strongly in an indigenous level.

CHAIRMAN RAINS: Well that's the question. I'm not suggesting that it's being resisted. I am asking to what extent do you really have grassroots involvement?

MR. CHUNG: That is almost to the point that we can't meet the demand because we don't have enough personnel to meet all the hours and times that people want to have meetings in order for them to tie into the system.

There's a lot of fear out there of what has been happening behind the problem and a lot of people want to do something about it. We just don't have enough manpower to be able to hit it all at once. That's why we've held off on the media usage at this point, because we're training people in the community to continue the outreach. We can't continue to do that. That's why we don't want to redevelop

1 the neighborhood watch. We want to tap into it and just give
2 it another spurt of life, so to speak, and that seems to be
3 working very well.

4 To say that we have 14 parent councils or 114
5 parent councils is too early in the game for us to say that
6 because essentially what we're talking about is 14 teams that
7 we will be having by the first of the year. We're talking
8 about thousands of square miles, if you may. We're talking
9 about each of the targeted areas broken up into sectors. Each
10 of those sectors have to be developed into a council, into
11 a system, so that it's all tying in.

12 Right now, the feeling that we're getting from the
13 community, the phone calls that we're getting in is that
14 people are buying in, they're taking part, they're taking
15 responsibilities. We do not just hold meetings to hear
16 people say that there's a problem in the community. We know
17 there's problems in the community; they wouldn't be there at
18 the meeting. What we do is give them assignments as to how
19 they begin to do something about it and then check on that.

20 MR. HALATYN: I have one question.

21 Mr. Chung, and, in fact, I might direct this to
22 Commander Levant too; he may have some knowledge.

23 I need some clarification on a rumor regarding
24 Boyle Heights that I've heard for some time. Some time ago
25 I heard that the gang sizes in Boyle Heights reached sometimes
26 100 strong and that the gang sizes were so prohibitive, that
27 is in total numbers, that you were sometimes exceeding a
28 problem of individual crime but what might better be called

1 social disorganization because the gang problem was that
2 sizeable.

3 Now I'm wondering is that true? Because I will
4 admit that was something that was never substantiated, but
5 is there any truth to that statement?

6 MR. CHUNG: I'll give leave to the Commander, if
7 he wants to respond.

8 COMMANDER LEVANT: We have gangs within the City
9 of Los Angeles. They've been in existence since 1910 in the
10 Boyle Heights area. Some of these gangs have got gang members
11 of three generations. However, although there are large
12 numbers of members of these gangs, it doesn't mean that they
13 act in criminal activity as a group. Most of the gang
14 activity that gang members participate in is in groups of one
15 or two carloads consisting of five or ten gang members at a
16 maximum.

17 MR. HALATYN: But you're saying not all of that
18 activity is of a criminal nature?

19 COMMANDER LEVANT: Well, it's been our experience
20 that a great deal of crime in the City of Los Angeles is
21 committed by gang members.

22 In my own personal, unsubstantiated opinion, it's
23 our reporting system in the City of Los Angeles that is a
24 better reporting system than in other parts of the country.
25 We can tell you if a particular robbery, a particular assault
26 with a deadly weapon is committed by a gang member. That leads
27 us to have some of the alarming statistics as to the number of
28 gang-related crimes here.

1 Gang members are involved in a multitude of crimes
2 ranging from burglaries, robberies, you know, to acts of
3 violence against one another.

4 MR. HALATYN: You mentioned something interesting
5 about the lineage. Also, as I understood it, the rumor was
6 that, because there were so many generations of what we call
7 the turf issue involved, it was almost impossible to extinguish
8 at this time simply for the fact that it was one family
9 passing it to the next family and, you know, if you're going
10 to deal with the turf issue, it wasn't simply something you
11 could eradicate easily or deal with easily.

12 MR. CHUNG: That part -- if I may -- goes back to,
13 in the beginning, this testimony is that we have allowed things
14 to go for so long. If we maintain the frame of mind that,
15 "That's the way it's been and that's the way it's going to
16 be," then that's the way it shall be.

17 However, if we say, "Maybe that's the way it's
18 been, but we're going to do something about it and change it,"
19 something can be done. But, if we defeat ourselves from the
20 beginning, then that's what we'll do. We'll defeat ourselves.

21 MR. HALATYN: Thank you.

22 CHAIRMAN RAINS: Thank you, Mr. Chung.

23 MR. CHUNG: Thank you very much.

24 CHAIRMAN RAINS: Salvador Montenegro, the Director
25 of the Eastern Group Publications.

26 How do you do?

27 MR. MONTENEGRO: Members of this honorable panel.

28 The crimes that are most prominent in the Hispanic

1 community are homicides, gangs, burglary, drugs and robbery.

2 I represent the Eastern Group Publication, a small
3 community newspaper that has a circulation of 43,000,
4 approximately 160,000 readers.

5 Now we bought this paper approximately three years
6 ago, keeping one purpose in mind. It was to bring about a
7 community paper that's responsible to the citizens, to that
8 particular community. In other words, to say it the way it is.

9 Many times it's been our experience that the press
10 has sensationalized some of these crimes. They have sold more
11 newspapers and they have done very little to alleviate the
12 social problems in our community. In fact, some of their
13 publicity has been counterproductive and has made the problem
14 aggravated.

15 Now recently we had one of our local papers
16 describe a gang, the name of the gang and the members of the
17 gang who were involved in a killing and I think that that was
18 disastrous. Disastrous because that particular media was
19 really giving publicity to that gang, giving the identification
20 to the members, who all gang members pray one thing; that's
21 recognition. They got it.

22 My past experience has shown me that the homes of
23 some of these gang members have clippings of the newspapers
24 with their name on the wall, extremely proud.

25 Well we decided not to do that. We decided not to
26 expose their names but to talk in terms of the crime, the
27 cause and the effect, to have a balanced reporting. This is
28 something that Chief Gates has stressed time and time again.

1 I brought with me a few of our papers, August the
2 20th of this year, and it shows three officers underneath that
3 are stenciling the message, "Don't jaywalk. Be alert. Be
4 alive." They're bringing a message to the community about
5 the enforcement of the law.

6 Here is another one of September the 24th. We have
7 the Opinion section. It talks in terms of gangs. Many things
8 that Mr. Chung brought up, we have it in our Opinion section.

9 Incidentally, our paper is bilingual. It reaches
10 both communities.

11 Another section here that talks in terms of
12 Halloween, "Treat or Trick or Tragedy," and it describes the
13 problems of the Halloween evening to the parents and to the
14 youngsters.

15 There's another one here, November the 5th, "Gang
16 Victim's Family Seeks Help." And, of course, our paper
17 believes in bringing up publicity sometimes that is adverse
18 to members of law enforcement in the sense that, when they do
19 something wrong, we publicize it. But we're different in
20 one sense that, when law enforcement does something right, we
21 also believe in publicizing it. Very few of the local papers
22 do that.

23 Here are two members of the CRASH program who are
24 out soliciting funds for a little girl who was shot, a seven-
25 year-old girl who was shot in the head by a stray bullet
26 between rival gangs. The father had a part-time job. The
27 medical expenses were up to \$15,000.

28 By this publicity and the cooperation with the

1 Los Angeles Police Department, we were able to apprehend the
2 killers and raise the price of \$15,000 and offer the gentleman
3 more employment.

4 So these are the things that we believe and these
5 are the things that we are doing.

6 In the bilingual section, we here have, "Policia
7 atras de Peligrosos Sujetos," which means that the police is
8 after some criminals who have been accused of violating a
9 woman, 66-years-old, and molesting youngsters, and it gives
10 the license plate and the identification of individuals and
11 the phone numbers of the police.

12 So these are the things that we're very proud of.
13 We're not only saying it as this is what we plan to do, but
14 this is what we're doing.

15 Here's another paper, December the 3rd, and this
16 talks in terms of some of the things that promises inner youth
17 in the city. There's some talk about the legislation that
18 has come about to curb some of these problems.

19 There's a person that was killed and we worked
20 closely with the L.A.P.D. in soliciting cooperation and help
21 in order to apprehend the criminals and in order to identify
22 that particular deceased person.

23 So I'm very proud to bring to you these papers.
24 I'm going to leave them with you so that you can peruse them.

25 SENATOR DOOLITTLE: Thank you very much.

26 MR. MONTENEGRO: As a former police commissioner,
27 I think that I am in tune with some of the problems of law
28 enforcement, and, as a member of the community, I think I have

1 an insight in the grassroots community.

2 One of the things that greatly disturbed me as a
3 commissioner is that we deleted the CO Program, Community
4 Officers' Program, that was effective throughout the 17
5 divisions that we have in the city. The only one that really
6 was kept was the one in Parker Center.

7 SENATOR DOOLITTLE: May I ask, sitting on that
8 commission, and obviously they had to choose between various
9 priorities, why do you think they chose to eliminate that
10 program?

11 MR. MONTENEGRO: They felt that it was non-
12 effective. I was the only police commissioner who felt that
13 it was.

14 SENATOR DOOLITTLE: Clearly your testimony and
15 that of Commander Levant suggested it was very effective.

16 MR. MONTENEGRO: It was extremely effective in
17 that these officers would go into the communities. They would
18 establish a rapport with the communities. They would seek out
19 information from the communities and they established such
20 great rapport that they actually were loved by those in the
21 ghettos and the barrios. When they were transferred, they
22 really made a big ruckus. But, of course, that's the policy
23 of the department, to transfer its officers to give others
24 an opportunity.

25 I thought that it was a very, very effective
26 program in the sense that they did their job and I certainly
27 supported them. I support them today. The only program that's
28 in effect today is at Parker Center. You have some officers

1 who go throughout the entire city. As you know, this city
2 is huge, ranging from the San Fernando Valley to the Pacific
3 Ocean on one side, Venice to the other side to the East Side.
4 So these men really can't do the job effectively.

5 I certainly would support a program and support
6 aide to this particular phase of community relations where
7 they had worked together with other agencies such as
8 Mr. Chung's agency and some other agencies to alleviate the
9 pressing problems.

10 And I think that the approach that we have used in
11 our paper has been successful. Of course, it's not a panacea
12 for everything, but it's a step in the right direction.

13 A while ago I heard the fact that the media has
14 been approached and sometimes they cooperate and sometimes
15 they don't. But, of course, I think the media, as we, are
16 interested in selling more newspapers, but not at the expense
17 of aggravating the social problems.

18 So I think that, in that sense, we have been
19 successful.

20 Participation of the Hispanic community with
21 these programs in crime prevention -- again I emphasize that
22 community relations is certainly needed.

23 During the presidential campaign, I talked to our
24 President regarding the statistics of crime in our city and
25 sought cooperation, of course. His response was that private
26 enterprise should do it. But, of course, we understand that
27 some of the programs, some of the red tape, keeps private
28 enterprise from getting involved.

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1 If the State could become more involved in trying
2 to minimize some of this red tape, then it would offer
3 employment opportunities to the young people.

4 The Boy Scout program is fine. The other programs
5 are fine to take the kids out to the mountains. That's great.
6 But it doesn't serve really the hardcore. The hardcore needs
7 jobs. Those are the ones that are not interested in these types
8 of programs and many times are left alone without an
9 opportunity.

10 I think that these hardcore youth must, first of
11 all, receive training by private enterprise, and then receive
12 employment opportunity. There's no industry that will hire
13 them if they're not trained. So I think that, if they can be
14 trained to become productive, and if the state can make some
15 type of arrangement, it would take some of these people out
16 of the streets -- they're not dropouts from schools; they're
17 kicked out of schools. It's certainly needed.

18 SENATOR DOOLITTLE: Do you have some specific
19 suggestions with reference to the types of governmental
20 policies or statutes that might need to be changed to
21 facilitate these sorts of programs?

22 MR. MONTENEGRO: No. I'm not familiar with the
23 inner workings of these programs, just a general solicitation.

24 So I think that, if we do increase community
25 relations in our department to better inform the members of the
26 community, their responsibility to act on crimes, also to talk
27 in terms of protection for witnesses that appear before the
28 courts, to emphasize that the law enforcement can help, it

1 certainly would alleviate some of these problems.

2 Then, again, I personally feel that law enforcement
3 in this city is too small to do the job.

4 I recall at one time in law enforcement we had a
5 membership of 7,300 and there were about 40 back-up calls.
6 And today I think there are a little over 6,600. So those
7 back-up calls certainly have been increased.

8 SENATOR DOOLITTLE: And the ceiling for authoriza-
9 tion, according to Commander Levant, was reduced. In other
10 words, the number of authorized positions.

11 MR. MONTENEGRO: Yes.

12 SENATOR DOOLITTLE: What were the politics behind
13 that?

14 MR. MONTENEGRO: Well there wasn't sufficient
15 money. I personally would like to see some of our libraries
16 close and use some of those funds to help the citizens.

17 SENATOR DOOLITTLE: It's again a question of
18 setting priorities in the community.

19 MR. MONTENEGRO: Yes. At one time I recall that
20 the citizens could ride the buses without fear of being
21 mugged or killed. I recall at one time the citizen could walk
22 in the street at night without those problems. I recall, when
23 I was a kid, we had gang problems at that time, but not as
24 aggravated as they are today.

25 And, of course, these conditions do affect the
26 members of law enforcement. I don't speak for law enforcement.
27 I talk in terms of my experience. The morale of the
28 Los Angeles police officer today is the lowest in history, and

1 that again is because it appears that no one seems to care.

2 SENATOR DOOLITTLE: And no doubt will get even
3 lower, unfortunately.

4 MR. MONTENEGRO: And, of course, that will affect
5 the welfare of the citizen in the street.

6 SENATOR DOOLITTLE: Well your experiences have
7 been shared by others. My mother grew up in L.A. and I
8 remember her stories of traveling at night without thinking
9 anything about it on the public transportation systems. And
10 you hear this from others.

11 I guess the period of time we're speaking about is
12 about 30 years ago. And surely there is some rational
13 explanation for what happened in these intervening years to
14 cause a situation that we have today when compared with just a
15 relatively brief period of time in the past.

16 MR. MONTENEGRO: When I was a kid, I lived in
17 the Clanton(ph) gang area. And, at that time, it was common
18 to have gang fights fighting for turf, but they would use
19 chains, they would use knives and they would use clubs.
20 Today gangs are a little different. They go into different
21 turfs in their cars and fire machine gun style.

22 Approximately one-third of those who have been
23 killed have been innocent victims. Of course, the gang
24 members in the Hispanic community do not go after innocent
25 victims. They go after the other gang person. They're
26 fighting for that particular turf. They're very loyal to that
27 turf in their psychotic way of thinking, but nevertheless the
28 average citizen is involved whether he wants to be or not.

1 SENATOR DOOLITTLE: I'm just curious on the subject
2 of gangs. Are these made up of people who have already come
3 in contact once or twice with the criminal justice system and
4 they're back out into the gangs again? How does that work?

5 MR. MONTENEGRO: I served nine months on the
6 Attorney General's Task Force on Gang Violence, and one of the
7 things members of law enforcement throughout the state brought
8 about is that the gang member, in order to be accepted, must
9 commit a felony or a homicide; the better. Then they go into
10 prison and that is it. You know, they become number one man.

11 SENATOR DOOLITTLE: And then, because they are
12 juveniles, they're backed out after -- for first-degree murder.
13 In the Youth Authority it's three years.

14 MR. MONTENEGRO: Yes, and they're very, very
15 cognizant of the way law enforcement works, so they have also
16 programmed their efforts in order to minimize being caught
17 by law enforcement. They know how to rip off people. They
18 know how to intimidate homeowners, proprietors. They're very
19 expert and they learn this in prison.

20 I was very disappointed -- it was as a result of
21 one of my trips to the Youth Authority. I was really
22 disappointed to see that I thought that the prisons would
23 rehabilitate and train, and I found that those shops there
24 were basically empty, shops of plastering, brick work, air
25 conditioning and print shop, because it's not mandatory. You
26 know, it's a voluntary basis. A lot of them don't care.
27 Millions and millions of taxpayers' dollars, as far as I'm
28 concerned are going down the drain.

I certainly would like to propose and have some of these courses become mandatory as part of their sentence.

SENATOR DOOLITTLE: Mandatory work requirements should be instituted not only in the state prisons but in the Youth Authority.

MR. MONTENEGRO: That's right. That's right.

SENATOR DOOLITTLE: How would you react to legislation that would mandate that juveniles found unfit to be tried as such and tried in adult courts would have to serve the adult penalty?

MR. MONTENEGRO: Absolutely. Very much so. My past research and information has taught me that, when they wise up, the adults use the younger people to push the dope and to commit homicide because they'll get maybe two or three years in prison.

The Hispanic community is very disappointed with the procedures of the courts. In fact, some of the crimes committed the people have handled themselves.

I quote a recent businessman who caught a young man stealing his battery. He caught him and the young man wised up, so the businessman rapped him across the jaw and he knocked him down. And I told him, you know, "What was his reasoning?" He said, "Well, they'll take him to the court and release him and nothing is done." And I think that the way I treated him he'll never return." And that appears to be a common thought in the Hispanic community.

They feel that laws should be even tougher, that judges should be tougher, minimizing the loopholes that do

exist.

SENATOR DOOLITTLE: It's my observation that it's very ironic that the California public is very supportive of this, but there are two entities which step in the way all the time: One is the Supreme Court of California and the other is the Assembly Criminal Justice Committee.

MR. MONTENEGRO: I spoke to some high-ranking officers in Mexico in law enforcement. I said, "How do you take care of the assassins, a murderer who you know committed a murder?" He said, "Well, one of our officers takes him out to the country and he returns without the prisoner." "What happened to your prisoner?" "Sir, he tried to escape so I had to shoot him." So they delete his name and then next.

You know, it doesn't take very long. It doesn't take four or five or six or ten years to try -- I'm not saying that that is the way we should go.

SENATOR DOOLITTLE: No, but that is the natural product of a permissive attitude in the enforcement of laws. People finally have no more confidence in the government and they take matters into their own hands. The great espousers of liberalism and permissiveness should realize that they will be the victims of their own philosophy if we do not make our governmental system work towards preventing crime.

MR. MONTENEGRO: I may add that, before I became a commissioner, I was a liberal. I left as a conservative Republican because I saw the way things were going and I thought, "Let's try the other side now."

I also asked a high-ranking officer in Mexico,

1 grassroots community to have government take action to
2 remedy one particular problem; that's the gang. And I think
3 that they're doing a good job.

4 And, of course, we are ready to support whatever
5 program in the city to prevent crime.

6 I think, in essence, in summarizing my views, that
7 what we're doing in our community -- of course, we're
8 struggling. We're still a small paper, but we figure that we
9 have approximately 160,000 readers. I think that that has
10 helped and we'll continue to do so.

11 We commend you for the time that you gave us.

12 SENATOR DOOLITTLE: Thank you so much, sir, for
13 your testimony.

14 Our next witness will be Barbara Burkhardt,
15 Co-chairperson of the Los Angeles County of Federation of
16 Women's Clubs.

17 MS. BURKHARDT: If I may clarify my title.

18 SENATOR DOOLITTLE: Oh, please do.

19 MS. BURKHARDT: It's the State Crime Prevention
20 Chairman for the California Federation of Women's Clubs, 1976
21 to 1980.

22 I am currently president of Haven Hills, a domestic
23 shelter in the San Fernando Valley, and I'm a member of the
24 Los Angeles Women's Liaison, which is a women's club in
25 Los Angeles.

26 SENATOR DOOLITTLE: Thank you. We'll make those
27 corrections.

28 MS. BURKHARDT: I've been asked to do a brief

1 Crime," included volunteer training tools which have been
2 adopted by the Institute at Louisville, Kentucky, and by LEAA
3 who most recently used them in a three-day citizen training
4 program here in Los Angeles, which was the follow up to the
5 one-day city-wide meeting that you heard of earlier.

6 SENATOR DOOLITTLE: By "LEAA" for the purposes of
7 clarification of the record, Law Enforcement Assistance
8 Administration.

9 MS. BURKHARDT: Yes.

10 Our current statewide activities: We have a
11 membership of 41,650 members with clubs located as far north
12 as Eureka and as far south as El Cajon.

13 Current activities include work with SLAM, the
14 problem of child molesters, and MADD, Mothers Against Drunk
15 Drivers.

16 Our three major projects, however, are Operation
17 Con Game, a public awareness program on frauds, which was
18 developed with the assistance of the L.A. County Sheriff's
19 Department, the Office of the Attorney General and was funded
20 by Home Savings and Loan.

21 While this program is directed towards seniors,
22 clubs throughout the state have put on programs from many
23 organizations, including high school students. This project
24 was also shared with the National Sheriff's Organization, and
25 I believe has been implemented in many other states.

26 Another one of our major projects, Crime
27 Prevention Seminars, were developed by and jointly co-sponsored
28 by the Attorney General's office and they've been presented

1 education awareness.

2 According to the Los Angeles Commission on assaults
3 against women, in the first six months of 1981, in Los Angeles
4 County, 180 men, women and children were killed by a family
5 member. If you will recall, there were 390 gang deaths in
6 the year previous. That's half, and that's half of a year.

7 Clubs have supported not only with money but food,
8 clothing and time the eight shelter programs in Los Angeles
9 County which last year received over 28,000 crisis calls,
10 housed over 1,000 women and 1,400 children.

11 Two clubs in San Fernando Valley established a
12 shelter program called Haven Hills, which is currently
13 receiving funds from LEAA, CDD and marriage license fees,
14 plus \$40,000 to \$50,000 from private sources.

15 SENATOR DOOLITTLE: What did you say, CDD?

16 MS. BURKHARDT: Community Development Department.

17 SENATOR DOOLITTLE: Okay.

18 MS. BURKHARDT: It was formerly HUD.

19 Since opening the shelter in June, 1980, and
20 from that time to October of 1981, Haven Hills has served 445
21 persons, including 178 children and counseled 28 batterers.

22 A new outreach program has been established for
23 women married over 25 years, many of whom are senior citizens.
24 This program established and run as a nonprofit corporation
25 provides a shelter stay of one month and six weeks follow-up
26 counseling and costs, average, \$740 for mother and child,
27 totally, which is far below the cost of most institutions.
28 We have been told that it's \$1200 for a month's stay for a

1 Why?

2 MS. BURKHARDT: I don't know. I would like to
3 refer that to law enforcement.

4 MR. COHEN: Commander Levant.

5 COMMANDER LEVANT: It's been our experience that,
6 when we request through the budget process in our priority
7 listing a crime prevention coordinator or a community relations
8 officer, it doesn't make it through the city administrative
9 process of budget review and is deleted along the way. So we
10 lost our lieutenant community relations officers in 1968 in
11 all of our police divisions.

12 We replaced those with a sergeant of police that
13 we took out of the field force and downgraded the position to
14 a sergeant this year.

15 SENATOR DOOLITTLE: Did you say '68 or '78?

16 COMMANDER LEVANT: '78. I'm sorry.

17 This year the sergeant position is being deleted
18 through the budgetary process. I don't know the specific
19 reason for it. I do feel very strongly, as I've testified,
20 that that position is essential to coordinate all of these
21 volunteer programs.

22 We've got a wealth of talent in the community to
23 assist us in crime prevention and we have no one in our
24 stations to coordinate it.

25 MR. COHEN: We heard this morning from the Mayor's
26 office that they have a task force which is going to try to
27 coordinate all this.

28 If this goes through the administration in the city,

1 lesser priority having to suffer.

2 MS. BURKHARDT: Another consideration I feel is
3 that society will never wholly prevent crime unless more
4 support systems are developed to help the family in violence.

5 It has been documented that approximately 90
6 percent of inmates in federal institutions were abused as
7 children. Such popular names as Manson and Sirhan come to
8 mind.

9 There is a great need to increase counseling
10 programs for the batterer and the children of abuse if the
11 generational cycle of abuse and violence is ever to be broken.

12 Gentlemen, the problem and solution is funding.
13 Is the State of California willing and able to fund programs
14 that the citizen wants and needs in order to get citizens
15 involved?

16 And, of course, I think the other thing is
17 consideration of the private sector. We in the Federation
18 have gone to the private sector and gotten support financially
19 for programs such as operation Con Game. We would not have
20 been trained as volunteers if it had not been for the fact
21 we had received a LEAA grant, but now that there is training
22 -- or has been training and there have been more people, for
23 instance in the City of Los Angeles who have been trained
24 compliments of LEAA this spring, it behooves us, I think, to
25 do a little creative thinking and look to other victims who
26 may be able to write it off as some tax item, that this would
27 be productive to them to support us in some of our endeavors.
28 I'm not sure that the thinking that brought about 13 will not

1 years I've been in the business, 10 of which were in local
2 law enforcement, municipal law enforcement, working from the
3 street and detective, and so on and so forth, on up to being
4 an undersheriff of a county, and then into the ivory tower
5 where I'm at now. Some people call it an ivory tower.

6 The frustration -- there's nothing esoteric about
7 crime prevention. The difficult part is getting people
8 involved, getting people to buy into it.

9 There seems to be a "we/they" syndrome, a feeling
10 of apathy that pervades our society and that's for a lot of
11 reasons. It's somebody else's responsibility. People have
12 come to, I think, rely on government too much, in some cases.
13 People feel helpless because of some of the things that are
14 going on. I think Ms. Bornstein brought some of this out.
15 In some cases they have lost faith in the system.

16 James Q. Wilson -- you've probably heard of him;
17 the Harvard professor, noted criminologist -- talks about
18 accountability in our society. He says that the amoral or
19 immoral individual -- we talk about the Charlie Manson types --
20 are relatively easy to identify and isolate. But that's not
21 what's giving us the problem. It's the calculator or risk
22 taker that's causing the problem. This is a person that says,
23 "If I can earn \$1000 a day selling drugs or ripping somebody
24 off and the risk of going to prison, let alone getting
25 convicted, is not there or it's very low, then why not do
26 that?" And this is what we're dealing with.

27 Both Senator Rains and Senator Doolittle are known
28 for your tough-on-crime attitudes, some of the legislation

at it from the state level, is to create models, create programs that can be used at the local level to get people involved, to get people motivated, to get them to do something about crime.

For eight years, the Attorney General's office has had a crime prevention unit. It started under Evelle Younger. They were decentralized. They had two or three professionals in each of their regional offices, San Diego, Los Angeles, Sacramento and San Francisco.

Primarily what they did is work at the grassroots level, but not in the way we think at this time they should have. They were actually making the presentations before the local Kiwanis Club, making the presentations before the local school board, possibly reaching 40,000 to 50,000 people a year through that effort.

When our present Attorney General took office, he centralized that staff in Sacramento with the idea of providing programs and models, working through state associations, working through the California Peace Officers' Association, working through the California Federated Women's Clubs, a volunteer group with 40,000 members that have helped us tremendously with this message, developing models that can be used at the local level.

We think, in the last two years, it's been tremendously successful.

The name of the game, particularly at our level, at the state, has got to be public education and awareness, and this is what we're doing.

I can go on and on with that type of an example.

Another thing that, of course, we do is provide models -- if you get a chance, you can look through those packets that give you an idea of some of the things that we put together that can be used to get police departments and local civic groups started in their crime prevention efforts.

We talked a lot about block captains and the block captains programs that are probably one of the most effective programs that can be measured for effectiveness, even though you do have this displacement thing you talked about, Senator, where a lot of times the criminals are moved out as a result of these programs. Maybe eventually we can move them into the ocean or something if we really get it going.

CHAIRMAN RAINS: If you have a good, effective program statewide, that's right.

MR. BEECHAM: Yes. Absolutely. Well we provide for an example, one thing, a block captain's guide that is being picked up by several agencies throughout the state. This one, for example, Los Angeles Police Department is working with, San Francisco Police Department, Oakland Police Department; but not just the major ones, Hanford, Eureka, on up and down the state. They will take these things and use them effectively in their own communities.

Working with private enterprise. You've probably all seen the Attorney General's Home Safety Handbook. Okay, on the back of this particular book, you'll see KFRC Radio Station, one of the biggest ones in Northern California.

1 across.

2 The other major component of our program is the
3 media. We have found that the media is willing to help. We
4 don't need hundreds of thousands of dollars of state money
5 to develop our own program for public service announcements
6 or other types of programs to get the thing across.

7 We have found, by approaching the media, that they
8 will cooperate and get the word out.

9 Now I did bring some samples of it, if you have
10 time to look at it, at what we're doing.

11 The first is Take a Bite out of Crime. Is
12 everybody familiar with that? We first came out with that
13 program -- that's a Columbo type hound that gives the messages
14 developed by the Ad Council, the same people who developed
15 Smokey the Bear, which, incidentally, during the duration of
16 that program, saved the American taxpayer almost \$18 billion
17 just through public awareness. We hope to get the same effects
18 with the dog.

19 And, incidentally, the dog's name is not Duke.
20 McGruff is his name. When we first came out with that program,
21 they thought it was Duke. It is not. He wants you to
22 understand that. That is a national campaign developed by
23 the Ad Council that we tie into that is free and that's why
24 we're tying into that program.

25 If you want to take a look at some of those spots,
26 you can. If not, my feelings will not be hurt.

27 MR. HALATYN: How long is that tape?

28 MR. BEECHAM: That's about eight minutes.

1 government there locally.

2 MR. COHEN: Excuse me. You heard before about the
3 Los Angeles situation where they had to cut back their
4 community relations because of budget funding.

5 Is that just peculiar to L.A. or are you aware
6 that that is a problem statewide?

7 MR. BEECHAM: Typically what happens statewide in
8 any law enforcement agency, if you do experience cutbacks,
9 the first thing to go are community relations, crime prevention,
10 training, anything that is not reactive. And I preached this
11 for years, that we in government have to be more proactive.

12 CHAIRMAN RAINS: The most important program gets
13 cut first.

14 MR. BEECHAM: Right.

15 The fire service. Prevention is as important as
16 suppression if not more so. Of course, once you have to
17 suppress something, you have to have somebody there to do it.

18 In the law enforcement community, you have to have
19 somebody to be there if somebody is in trouble. That too is
20 important, suppression and apprehension of criminals, that
21 sort of thing.

22 If you talk about prevention in the context of
23 getting people involved, as Ms. Bornstein said, the police
24 department has 1000 eyes and ears out there because of that
25 program.

26 You know, I spent many, many years on the beat
27 and, you know, on occasion I'd catch a burglar; on occasion
28 I'd catch a robber. But most of the time I did is because

1 MR. BEECHAM: Absolutely. There has to be a
2 local catalyst. There has to be somebody with credibility
3 in the community that can get this message across.

4 As I said for years, our people were out trying
5 to do this themselves. You talk about a staff of ten people.
6 Now what kind of impact are they going to have?

7 There's 45,000 police officers in the state.
8 Counting sheriffs' offices, there's around 500 law enforcement
9 agencies in the state. These are the people that need to be
10 the catalysts but not alone. They need to be working with
11 these volunteer groups. They need to be working with people
12 who have credibility into the various parts of the community.
13 That's important. I worked it myself. I was a community
14 relations officer for years. I was a juvenile officer for
15 years. If we were going to do anything to have impact in
16 certain parts of the community, we needed that participation.

17 Like I say, at the state level, we can put these
18 things together and they can be altered any way they want to
19 make them work in the local community. And that's probably
20 the most important link which you brought up in the whole
21 system.

22 CHAIRMAN RAINS: I guess we can review this tape
23 now.

24 (Video presentation)

25 MR. BEECHAM: That just gives you an example.

26 Let me explain just very briefly what we had there.

27 The first one you saw, the Operation Identification,
28 we released that about a year and a half or two years ago. We

1 The training tape, just to show you a variety of
2 the thing -- and I think, Senator Rains, you're probably
3 familiar with that law. On the child-abuse reporting law,
4 we put on 14 training seminars throughout the state because of
5 the law change. That's part of the thing we do there too.
6 We trained several hundred law enforcement practitioners,
7 not just from law enforcement agencies, but social welfare,
8 so on and so forth, throughout the state. And then we put
9 together that tape, condensed it into a 37-minute presentation.
10 We can't even keep up with that demand for that tape to
11 train practitioners in the new reporting law.

12 CHAIRMAN RAINS: The only thing that could have
13 been improved would have been the identification of the
14 author of the bill.

15 MR. BEECHAM: Right. I agree, sir.

16 CHAIRMAN RAINS: In 12-point type.

17 MR. BEECHAM: I'll leave you with this. The
18 National Crime and Violence Test: I think there is a prime
19 example of government and private enterprise coming together
20 to do something.

21 We are working with Warren V. Bush Productions here
22 in Southern California to produce four shows -- they're hour-
23 long shows -- on crime prevention. The one you saw there
24 is on rape. We have completed one on burglary, theft and
25 robbery. We're in the process of doing two more, one on
26 youth and senior citizen victimization in the same program;
27 the other one on bunko schemes. And then they're talking about
28 a fifth on jurisprudence.

1 about like me. And they asked the audience to pick out the
2 typical criminal face.

3 CHAIRMAN RAINS: And you were selected.

4 MR. BEECHAM: No, I was not. It was Pat and
5 Hillman and somebody who looked like me that had done 20
6 years in prison. One of these people had done 20 years in
7 prison, and, do you know who they picked? Well, half of
8 them, I guess it was. They picked Pat, which means she
9 would have had to have gone to prison when she was ten years
10 old. But anyway they picked her.

11 But we had our staff involved in both of those with
12 the expertise on the actual shooting. But we also involved
13 the Los Angeles Police Department, the Los Angeles Sheriff's
14 Office, community-based organizations in the development of
15 that. His \$500,000, our expertise, his ability -- when I
16 say "his", Warren Bush's ability to get something produced
17 and get it where it's going to be seen by millions of people.

18 CHAIRMAN RAINS: Thank you very much.

19 It was very, very enlightening.

20 Speaking of Mr. Hillman, why don't we hear from
21 him at this time.

22 MR. HILLMAN: Aren't we out of sequence?

23 CHAIRMAN RAINS: Well I was only going to take you
24 in that it seemed to tie in. I was going to go back to the
25 other person's testimony.

26 MR. HILLMAN: I can if you want. I'm
27 representing both the Los Angeles County Sheriff's
28 Department and the California Crime Prevention Officers

1 was approximately \$194 million through criminal activity.

2 Our crime prevention efforts in the County of
3 Los Angeles differ a little bit in that, in 1975, our crime
4 prevention efforts were formulated under what we call a
5 bureau, a headquarters bureau, if you would. As Jack
6 indicated earlier, the ivory tower syndrome. We had
7 approximately 35 people working out of that bureau in 1975.
8 We also had an LEAA grant.

9 The problem there was that we service the total
10 Los Angeles County. We have 19 substations. We found that,
11 after the grant, operating under a centralized crime prevention
12 unit, we did not get down to the grassroots level. We
13 reacted to things that were coming in from our stations.

14 In 1975, we decentralized our operation and what
15 that did was to send our people directly out to the stations.

16 At this point in time, we have crime prevention
17 people assigned at each of our 19 stations, as well as our
18 headquarters crime prevention unit staffed by three personnel
19 which are assigned to me.

20 Our crime prevention efforts are really local in
21 scope in that we try and address local issues relating to
22 crime prevention.

23 I have a very definite personal opinion that was
24 discussed earlier in the area of crime prevention, community
25 relations, and I've been in the business about seven years.
26 I started off at a patrol station and moved on up and I'm now
27 assigned to the headquarters.

28 But there's a terminology, if you will, that has

1 projects are developed. And I'm not going to go too much
2 into that because Bruce Ramm is going to cover that in his
3 presentation. But our department is involved and we do have
4 personnel that sit on that level.

5 At the local level, we also have our individual
6 crime prevention personnel at our local stations that sit on
7 local planning boards.

8 I should mention at this point that our department,
9 I guess, is a little bit unique in that we did not really
10 suffer in the area of crime prevention as some departments did
11 in the area of Prop 13. I don't know what to attribute that
12 to other than I think we are at the grassroots.

13 Let me give you one example. In these contract
14 cities, most of these 32 contract cities -- the governing
15 bodies of those cities have paid for a crime prevention
16 officer.

17 One of the first things that we did and that's
18 unique in crime prevention is that we have a lot of things to
19 overcome in-house with our street cops, the people that are
20 out there on the street, and that is getting away from the
21 community relations aspect of crime prevention.

22 I think crime prevention is really a technology,
23 an integral part of law enforcement and I think it's separate
24 from community relations. I think crime prevention attains
25 community relations, but I don't think that's the foremost
26 goal of crime prevention.

27 Crime prevention is a technology of involving the
28 people to react to crime prior to it happening. And, from

1 the fire department. We bring them in to do fire safety
2 lectures in that structure.

3 Our people can see the value in that. They view
4 community relations "as an image builder", to build the image.
5 We have gotten over that syndrome in-house. They have
6 accepted community crime prevention; not 100 percent, but,
7 in the stations that we have active community crime prevention
8 programs, we have integrated that at the patrol level. It is
9 not a separate unit or a separate entity, but it is an
10 integral part of patrol.

11 We have crime prevention people that do the overall
12 coordination and we have what we call team leaders that
13 actually coordinate our neighborhood involvement programs at
14 the grassroots levels.

15 So I have a very definite opinion in that and I'm
16 not anti-community relations, but I think they are totally
17 separate entities.

18 I think there is technology in community crime
19 prevention that is a specialized area.

20 Following on with our involvement in the review
21 process, like I said, there are many local crime prevention
22 people that are involved in this. What they do is they act
23 as a review process, not only in target hardening, but also
24 project layout at the building or planning stage.

25 Our department is also involved in a sheriffs'
26 athletic league. The sheriffs' athletic league is coordinated
27 in two of our stations. It is here again a grassroots level
28 situation where we have deputy sheriff personnel actually

1 really look like your crime stats are going up, which
 2 happened in San Diego. I don't know if you were addressed
 3 regarding that or not, but the sheriff down there was a little
 4 bit concerned. He had a crime prevention unit and all of a
 5 sudden everything went up. But, if it's effective, the
 6 program, because of the nature, encouraging citizens'
 7 participation, will encourage the reporting of crime.

8 One of the things in Los Angeles County that I'm
 9 very pleased about -- the other day I got a message cross
 10 my desk, at the request of the Board of Supervisors, to talk
 11 about alternatives to community involvement. We are now, in
 12 Los Angeles County, looking at, by a directive from the
 13 Board of Supervisors to enlist all county employees, all
 14 county departments in community crime prevention programs.

15 We will be meeting with various other county
 16 departments to take a look and to develop work plans to
 17 involve the county employees of Los Angeles County in crime
 18 prevention programs. One of the first requests that we had
 19 was from the Department of Regional Planning. They identified
 20 that they have approximately anywhere from 40 to 60 building
 21 inspectors in the field at any one time which are county
 22 vehicles that are radio-controlled. It is a resource for
 23 reporting of crime. The only problem is they have to be
 24 educated. They have to be trained in what to look for, how
 25 to report crime and who to report those crimes to. So we
 26 are going to be working along those lines and, hopefully,
 27 within a month, we will have some strategies to involve the
 28 other employees of Los Angeles County.

1 think we in the whole criminal justice system have to take a
 2 look at our responsibilities, basic responsibilities, and that
 3 is the protection of the citizens that we serve.

(sic) 4 More and more people, I'm sure you've heard, that
 5 we're getting to a point now in our communities where the
 6 anger level is getting to a point where it's getting to the
 7 frustration point. And, after the frustration point, then we
 8 reach chaos.

9 I spoke at a women's conference on crime
 10 approximately two weeks ago and two questions that I get in
 11 every presentation are what are the gun laws -- and, as the
 12 tape proved, the frustration of that woman who wanted to shoot
 13 that guy. The two questions: What are the gun laws? Can I
 14 carry a gun on the street? And the other is: What is the
 15 matter with the system. You want me to get involved? You
 16 want me to get involved in the neighborhood involvement
 17 program. You want me to report crime. And then I go to
 18 court and then I sit there for extended periods of time while
 19 the games are being played -- and it is a game; attorneys
 20 know that -- and people reach a frustration level where they
 21 go through the system once and they say, "No more." I'm not
 22 going to go through that any more." Take a person in a
 23 robbery in a small business who may be a mom-and-pop operation.
 24 He can't afford to leave his business and go into court and
 25 sit there for months and months and months.

26 I think the system has to be streamlined. I think
 27 we have to protect the rights of the accused, but we cannot
 28 forget the rights of the victims and their rights to a speedy

1 We have quarterly training seminars that we will bring in
2 "experts" in the field on various subjects to address issues
3 relating to crime prevention. These are one- to two-day
4 seminars.

5 We also have an annual training conference which
6 is a two-day training program provided.

7 Our membership in our organization is not only
8 composed of law enforcement officers, but we also have
9 community organizations, service organizations, such as the
10 California Federation of Women's Clubs, the Office of Criminal
11 Justice Planning, the Attorney General's office, state
12 colleges and universities. Military police are also involved.

13 I'm not going to get into the legislation. Bruce,
14 here again, is going to cover that. But we are also
15 represented on the technical advisory group of the California
16 Crime Resistance Task Force, and we have provided technical
17 assistance both to that organization and the development of
18 a lot of brochures that you have seen from the California
19 Attorney General's office.

20 This is one of the areas where I see it's critical
21 in that a lot of these things that are developed -- if you
22 did not have the system to get them down to the grassroots,
23 it does no good to spend a lot of money to have them sit in
24 a warehouse somewhere that you can't get them out.

25 I feel that our Association has provided that
26 network for distribution throughout the state. We have been
27 recognized as one of the leading organizations throughout the
28 country and members of the organization have spoken before the

1 I believe, you raised a question regarding what happened in
2 Los Angeles. I was born and raised in Los Angeles. I grew
3 up in the city. And I concurred with your comments.

4 But we all know that, in those days, we had a sense
5 of community that we don't have today. Our technology is such
6 that everybody is doing their own thing. And that is
7 basically what the neighborhood watch concept is, getting back
8 to that old concept, block by block, getting back to watching
9 out for your neighbor, just knowing who your neighbor is that
10 lives two doors down from you.

11 It's amazing, when you go into these meetings --
12 and I'm sure you're aware -- of the responses that you get
13 from the community. Without their resources and help, we
14 could spend all the money in the world and it won't work.

15 CHAIRMAN RAINS: Thank you very much, sir.

16 Nancy Jones, the Program Director of Crime
17 Resistance Task Force, Office of Criminal Justice Planning.

18 Hello. How are you, Ms. Jones?

19 MS. JONES: Fine. Thank you.

20 It's a pleasure to be here.

21 First of all, for the record, I'm program manager
22 of the California Community Crime Resistance Program, which
23 is administered by the Office of Criminal Justice Planning,
24 a state agency who is authorized to allocate both state and
25 federal funds to local units of government and to other state
26 agencies to implement criminal justice programs.

27 A little bit of background, as I will follow the
28 five points that you've asked me to address.

1 was to design and implement programs that would educate
2 citizens and encourage participation with law enforcement
3 agencies. They also disseminate information on successful
4 programs and techniques. They will identify successful
5 programs throughout the state and they'll provide technical
6 assistance.

7 In order to accomplish these objectives, we've
8 implemented some activities, such as our Resource Center, a
9 central center which is like a clearinghouse of all crime
10 prevention programs in the state, both at the law enforcement
11 level and as many community-based level organizations that we
12 know of. This is a system that -- although the Center was
13 destroyed in our office fire last January 20th, we have been
14 successful in recreating that center and we are in the process
15 of putting it into our computer system so that we will have an
16 automated retrieval system which will definitely save time on
17 our end.

18 Another activity is our public awareness program.
19 The Attorney General's office showed you some films that they
20 have done. We also developed some public service announcements
21 about three years ago. And then, just last year, we developed
22 a documentary called "The Pigeon Hawks" and it's on neighbor-
23 hood watch and burglary crime prevention. I did not bring it
24 with me. It's a 23-1/2 minute documentary and we do have it
25 there in Sacramento any time you want to preview it; you're
26 more than welcome to.

27 We are just in the process of implementing a
28 technical assistance program which, right now, is being

1 And they are just now entering their second year.
2 They have just finished their first year. Most of them
3 finished it in October and November. An evaluation report
4 has been prepared and it is in draft form. We are waiting
5 for the comments back from all of the project managers. That
6 should be by the end of this month and it should be a public
7 document by the middle to the end of January by the time it
8 goes to the printer.

9 MR. COHEN: Excuse me.

10 MS. JONES: Sure.

11 MR. COHEN: On awarding that -- because I think
12 that was \$1.2 million. In awarding those funds, we've heard
13 today that most of these programs aren't going to work unless
14 there's a desire in the community.

15 Are these monies going into programs where they're
16 from the ivory tower down or are you only selecting groups
17 where the community has come forth to the local people and
18 said, "We want it"?

19 MS. JONES: Well we've selected both. Of the
20 eight, seven are administered by local law enforcement agencies.
21 There is one that is actually administered by a community-based
22 organization.

23 However, one of the major criteria in selecting
24 these eight is that they had to have a demonstrated use of
25 volunteers and support from the community-based organizations.
26 It had to be a cooperative effort because that's what the
27 Task Force has been promoting all along.

28 The one that's in Daly City, which is administered

1 trained and to try and get the communities working together.

2 However, during the second year, it is something
3 that we will be dealing with. They will be targeting on
4 crimes and also target areas, and will be a major issue of
5 the second annual report to the Legislature, which will be
6 due next November. We will be looking at decreasing the rate
7 of increase of crime rather than an actual reduction of crime.

8 MR. HALATYN: Controlling for the possible increases
9 in reporting that go with the increased --

10 MS. JONES: Right. That will be built into the
11 actual evaluation design and into the reporting requirement.

12 Where we propose to expand our efforts, of course,
13 is we want to go -- we will anticipate going from eight
14 local projects now to 30 or 35 projects.

15 There are some other activities that we hope to
16 undertake during this next year, still using part of the
17 federal funds that were awarded to our agency and that is,
18 as Jerry Hillman alluded to, conducting conferences or seminars
19 for both law enforcement and city/county executives on the
20 concepts of crime prevention, the importance of crime
21 prevention and how crime prevention can help their communities
22 by showing them some exemplary programs, which is also a part
23 of our technical assistance program. It's what we call a host
24 program, which we will be implementing also early next year.
25 But we will identify exemplary projects throughout the state.
26 We will allow for city/county government officials, law
27 enforcement officials, crime prevention practitioners and
28 community-based organizations to visit an exemplary program

1 develop, put together. It's a model. It can be used by any
2 city.

3 We did a survey a year ago and found that
4 approximately 20 cities or counties in the state of California
5 had used the model in developing a building security ordinance
6 and approximately 36 others were considering it or in the
7 process of implementing a similar building security ordinance.

8 The first handout I gave you is this one right
9 here that says, "Crime Prevention through Environmental
10 Design." Some of these areas have been discussed. When you
11 look down in the bottom right, it says Neighborhood Security.
12 Some of those kinds of programs have been discussed. What
13 I'm getting into is to the far left, Building Security, which
14 gets a little more finite.

15 The need for a building security ordinance -- I'm
16 going to give you a couple of quick statistics and then get
17 off of it.

18 The ordinances are fairly new throughout the
19 county, throughout the cities, throughout the states.

20 We have some interesting figures, some before-and-
21 after figures that we can look at. The City of Santa Ana,
22 which is adjacent to the City of Orange, conducted some 660
23 compliance surveys to see how many people complied with
24 security inspection recommendations. And, if they did comply,
25 were they victimized again?

26 This points up the need for a security ordinance.

27 Of the 660 compliance surveys that they did, they
28 found that 38 homes had been victimized within 90 to 120 days

1 that would go towards lab studies to develop testing methods.
 2 so a security ordinance could be developed based on testing
 3 methods. Right now we use kind of the cookbook approach.
 4 That is, if you have a dead bolt that has to meet certain
 5 specifications -- it has to be one-edge bolt throw and it
 6 has to have so many guards(ph) and those kinds of things --
 7 it does not leave a lot -- most dead bolts could meet it
 8 just by having a one-inch dead bolt.

9 But by having testing standards, the dead bolt
 10 would, in fact, have to withstand certain forces placed upon
 11 which would simulate forceable entry.

12 Anyway, there's a tremendous amount of work that
 13 was done. This is kind of a synopsis of that.

14 What happened is they ran out of money. They got
 15 about three-quarters of the way through and ran out of money.
 16 This is something that is really needed, it's to complete the
 17 study. The data that's already there is fine. We can use it.
 18 But we need to really complete this study so that we can
 19 develop a security ordinance that could, in fact, be utilized
 20 or passed by the state.

21 The objections by developers are generally cost,
 22 which I think we took care of that with \$56. So there's
 23 really no argument there.

24 But the other problem is every city has developed
 25 their own security ordinance and how do we know what one city
 26 wants? That's why the Association got together and developed
 27 a model that we wouldn't have these conflicts between cities.

28 What we need to do is really establish a statewide

1 that you've been taught to do the rest of the 800 hours in
 2 your academy.

3 But, in the neighborhood watches, I try to let
 4 them know that you can develop good informants. You can make
 5 better cases. You can make more arrests and better arrests
 6 by having these people in the neighborhood give you a call
 7 when there is some suspicious activity, and we can also train
 8 the citizens on how to be better observers, getting better
 9 information to make better court cases. So this is what I
 10 try to get across to the new recruits.

11 The last problem is program evaluation and I think
 12 that's the biggest reason why crime prevention programs are
 13 cut, because oftentimes the agencies are not performing an
 14 evaluation of their program, either because they don't know
 15 how or else they just don't do it.

16 On all the programs that I do -- I've been in the
 17 business for seven and a half years -- I do an evaluation.
 18 If the program is not working, I cut it.

19 I'm in charge of the unit, so I kind of do what
 20 I want. You know, within reason, obviously. But it's really
 21 nice to be able to do that and we have an extremely well-working
 22 program in the City of Orange.

23 MR. COHEN: Mr. Chairman, one last comment.

24 CHAIRMAN RAINS: Yes.

25 MR. COHEN: I'd just like to point out that the
 26 California Crime Prevention Officers Association has worked
 27 with the Joint Committee in the past on school violence and
 28 vandalism.

Thank you very much for attending and participating.

--o o--



--o o--

APPENDIX

--o o--

SACRAMENTO, CA.
December 15, 1981

Mr. Ike Oshana
Salvation Army Prerelease Program
834 Pacific Avenue
Long Beach, CA 90813

Dear Mr. Oshana:

The Joint Committee for Revision of the Penal Code is currently holding hearings on the topic of Citizen Crime Prevention. The objective of these hearings is to develop legislation to improve public participation in crime prevention efforts.

As additional material for our hearing record, we would like you to develop a formal statement, addressing the following issues:

1. Brief profile, criminal history, e.g., how many burglaries did you commit before your first arrest? How many times have you been arrested for burglary? For other felonies? Have you ever been sentenced to state prison?
2. Describe your criminal activities and method of operation?
3. How much contact with community prevention activities (Community Alert, Block Watch) have you had? How did you learn of these activities and did they deter you from committing burglary or other crimes?
4. Describe in detail how community crime prevention activities deterred your committing crime.
5. Did the presence of programs like Community Alert cause you to commit crimes elsewhere, where the opportunity was greater? Or cause you to conclude that the risk was becoming too great to continue burglarizing residences?
6. Do you think that making burglary more difficult causes criminals to shift to other types of crime (e.g., theft, robbery, etc.)?

Thank you for taking your time to respond to these questions.

Cordially,

THOMAS HALATYN
Consultant

TH:jcc

I. J. Oshana
834 Pacific Avenue
Long Beach, California 90813

December 29, 1981

Mr. Thomas Halatyn
c/o Joint Committee for Revision
of the Penal Code
1100 J. Street, Rm. 320
Sacramento, California 95814

In response to your communication dated 12/15/81, I will gladly respond to each question in the order in which they were submitted;

1. Briefly, I have spent in excess of sixteen years in penal institutions for the crimes of robbery, grand theft auto, burglary and larceny. I had committed at least fifty burglaries before my first arrest and I had only been arrested for burglary on one occasion. I have been arrested for other felonies on six occasions and I had been sentenced to state prison on three occasions, one of which was suspended.
2. As a burglar I began my career under the apprenticeship of a more experienced individual. I started out with residential burglaries and I would often use the death notices to determine where I would strike and when. I would also look for tell-tale signs of vacationing home owners, i.e. accumulated newspapers, mail and darkened homes. I later advanced to commercial burglaries and I would mostly operate on the week-end, in the rain, snow or cold (police had an aversion to getting wet or uncomfortable). I would case my target during regular business hours to determine what I was going after and to also determine the means of entry. I would wait for an opportune time, break in, and then go about my business.
3. During my career as a burglar there were no such programs in operation. Investigations of crimes were not aided by community cooperation, and crimes were generally solved through informants or good police work. My past criminal activities have placed me in considerable contact with several community programs. I was initially involved with the Los Angeles Basic Car Plan program where I attended meetings and gave lectures on crime prevention measures concerning burglaries. I was then involved with the Santa Ana Police in their C. C. P. program and I was subsequently elected as a vice-chairman for one year. These programs seem to deter crime to a great degree. The only problem with them is to get continued community involvement and interest for prolonged participation.
4. Does not apply.

HALATYN cont.

5. Although this never affected my activities, I have found them to be a worthwhile deterrent to crime in the neighborhoods. In my experience it was found that the community needed to be educated in the intricacies of criminal activities so that they could be more aware of what was going on and how it was being manipulated. If the public knew what to look for through crime bulletins over the media, I think this would make them more aware of what to look for.
6. Burglars are burglars, just as any skilled craftsman is good at what he does best. Rather than switch to another area of criminal activity, it would be more likely that he would enhance his skill at what he already does. It would not behoove him to change to another type of criminal activity when he could take the time to learn more about the criminal activity he is already performing.

I hope that your questions have been sufficiently answered. If you have any further questions regarding this matter, please feel free to contact me.

Sincerely,

I. J. Oshana
I. J. Oshana



THE SALVATION ARMY
BEACH HAVEN LODGE
PRE-RELEASE PROGRAM

IKE OSHANA
CASE MANAGER

834-PACIFIC AVE.
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(213) 435-3811
435-5215

COMMUNITY YOUTH GANG SERVICES PROJECT

An Overview

(213) 626-4264

524 N. Spring Street
4th Floor
Los Angeles, CA.

December 15, 1981

Submitted by:

TOMMY CHUNG
Executive Director

OVERVIEW

In March of 1981, the Los Angeles County Board of Supervisors created the Community Youth Gang Services Project. The Project was created in response to the alarming rise of gang related homicides, accounting for over 300 deaths last year.

Youth Community Services is an independent agency which works closely with the Los Angeles County Probation Department's Gang Supervision Program, the Los Angeles County Sheriff's Operation Safe Streets, Los Angeles District Attorney's Operation Hardcore, the Los Angeles Juvenile Court System, and the California Youth Authority.

The goals of the project are to reduce the rate of homicides committed by gang members, and to substantially reduce the incidence of violent acts resulting from gang activities.

OBJECTIVES

Gangs are not isolated from the communities in which they exist. Gang members are part of the community and their activities affect all members of that community. Because of this relationship, a potentially effective program must have a strong community base. The program must take place in the streets, working with and involving the entire community, not just a few identifiable and isolated individuals. As a result, the project will have five components geared toward working with the community. Those components are:

1. Community Mobilization- Development of parent, youth and community councils to improve safety through problem solving and mutual cooperation.
2. Prevention- Education of gang members regarding alternatives to gang conflict and life and death realities of gang involvement.
3. Crisis Intervention- Direct prior influence upon gangs contemplating acts of violence.
4. Communication- Implementation of a communication Center, enhanced by community, students and youth input, to provide information hot-line services to gangs contemplating violence and to others experiencing gang related difficulties.
5. Mediation- Training of staff in conflict resolution for use in resolving conflicts between individuals or gangs, in a manner more acceptable to the community.

The project has created eight crisis intervention teams within the four target areas made up of community members.

1. The street teams head-off confrontations using techniques learned in training as they monitor the four areas in vehicles equipped with two-way radios.
2. The six person teams have had extensive training in crisis intervention, mediation and violence prevention techniques. They carry no weapons or badges.
3. Street workers are residents of the communities they patrol.
4. A 18-hour communications Center functions as a hotline and referral service for problems, information and rumor control. (Telephone, 626-GANG)

PROGRAM INPUT

Formal procedures for documenting activity are in the process of implementation. This should be in place by the end of September.

However, CYGS has been able to develop sectors and start establishing a community network system. Efforts in bridging Parent Councils, educational institutions and other key elements in the community are in the making.

The Street teams acceptance in the community is a major accomplishment in itself. Their absence during the re-organization period produced a barrage of telephone calls that clearly indicated

that the Street Teams have made an impact in the Community.

A number of incidents in the past 6 weeks have required the assistance of the Street Workers to prevent retaliation. In addition, we have received letters commending the work of the Street Teams from various areas.

All of these information will be process in a formal matter, as previously mentioned, in order that specific data may be produced in evaluating our overall impact in the relation to the goals and objectives of the Community Youth Gang Services Project.

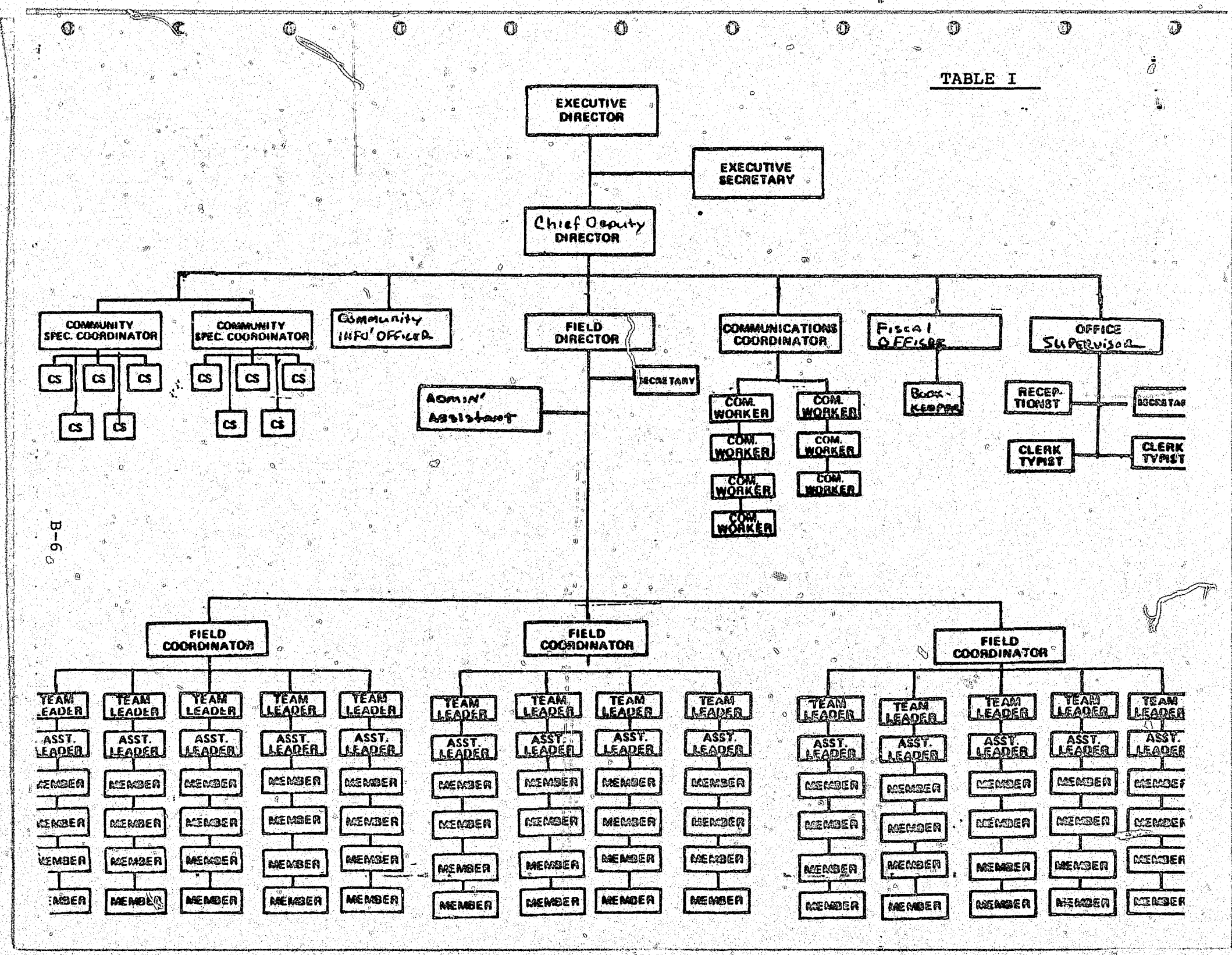
STAFFING

Community Youth Gang Services has a staffing pattern consisting of 120 persons. Of these, 101 (85%) are operating directly in the field, eight (8) are in the Communications Center, and the remaining eleven (11) consists of support staff which includes the Administration staff. For additional clarification, see attached organizational chart.

BUDGET AND SOURCE OF FUNDING

Community Youth Gang Services is currently funded by County and City of Los Angeles in the amount of \$2,101,271.00.

TABLE I



B-6

COMMUNITY CRIME PREVENTION: THE WAY TO STOP CRIME IS TO GET

CITIZENS INVOLVED

By Leonard A. Sipes, Jr.

Can no one stop crime? We have flooded some communities with police, only to have crime move into adjacent areas. Society has demanded longer sentences and more convictions for alleged criminals, only to overload our prisons resulting in the early release of dangerous felons. Criminal rehabilitation has been the hope of many, with hopes dashed by the perception of failure. The analysis seems to point in one direction: that society is unable to control crime.

The analysis is wrong. In many areas around the country, the combined actions of community members, police and local government are producing results. Community crime prevention is offering proof that society can control crime.

Community crime prevention is a series of steps one can take to keep from being victimized by crime. Marking property with an engraver to deter theft (Operation Identification), installing dead-bolt locks and forming citizen blockwatches are three of many alternatives. Crime prevention is the realization that the criminal justice system cannot stop crime alone. It is based on the belief that crime control is every citizen's responsibility.

The emphasis, however, is on collective activity. Individual actions alone seem to produce a stay-at-home, fortress-like mentality that often leads to greater fear of crime. Collective efforts with neighbors allow the participants to gain greater control over their community, thereby regaining control over their lives.

While the concept of individual citizen responsibility is nothing new, this is. Citizen action in a community crime prevention program works. In many communities, residents and police believe it has helped to stop crime.

Item: In Hartford, Connecticut, a Law Enforcement Assistance Administration (LEAA) supported program based on an integrated approach of increased police patrols, community organization involvement and physical design changes (closing or narrowing of streets, etc.) helped cut crime and fear, and enhance the residents attitude towards their neighborhood. The program clearly reduced a pattern of increased robbery and purse snatching.

Item: In Seattle, Washington, another LEAA supported program of residential security inspections to pinpoint easy entry areas used by burglars, property marking, the creation of citizen block watches and the provision of anti-crime educational information produced a 48 to 61 percent reduction in burglaries. There was also an increase in the reporting of crime to the police. An equally important result was the finding that crime was not displaced into adjacent communities. Other residential areas did not suffer for the success of one.

Item: In Boston, Massachusetts, a local newspaper studied the areas in and around Boston to discover the communities with the lowest crime rates. It was found that all had active, ongoing community crime prevention programs.

While no one knows the true number of crime prevention programs, what is known is that the concept is growing and includes virtually all urban centers. There is no guarantee that every crime prevention program will work every time, but the evidence provided by many of these programs is encouraging. A true criminal justice-community success story seems to be at hand in many places.

But many remain skeptical. It is often asked how a group of citizens, in this world of large police departments, huge prisons and overburdened court systems, could make a difference in the crime rate.

Some answers are provided by the Bureau of Justice Statistics (BJS), a research arm of the Department of Justice. BJS research indicates that some crime prevention programs are successful because many street level illegalities are crime of opportunity.

Opportunity criminals are not committed to a life of crime, but find it hard, as many do, to pass up a profitable, low risk chance. Unlike other, more committed felons, opportunity criminals do not seem to move on to other types of crime when the easy chances are blocked by crime prevention efforts. While all criminals look for the best possibilities, opportunity criminals will act only when the odds are greatly in their favor. Unfortunately, most of us still provide enough occasions for crime to keep this unskilled criminal in business for many years to come.

The crime of burglary is a good example. Most burglaries are committed during the daytime when both husband and wife are at work. This weekday crime seems to be the specialty of young adults and juveniles who live, work, play or go to school in the general area of the victimized home. The young person has plenty of opportunities to observe the home and the signs that indicate that the house is an "easy mark".

The tragedy is that many give local juveniles every indication that the house is theirs for the taking. BJS research indicates that greater than forty percent of all burglaries involved entry through an unlocked door or window. Homeowners often leave other telltale signs of home vulnerability: no lights in vacant house at night, extra mail or newspapers piling up on the porch while the occupants are on vacation, valuable items displayed close to windows.

The simple truth is that in many cases, various steps taken by homeowners keep them from being victimized. When these steps are taken by a neighborhood or community in collective action, opportunities for crime diminish and crime often goes down.

But perhaps a greater benefit is that neighborhood action sends a message through the streets: crime will not be tolerated! Citizen patrols and block watches demonstrate a community's determination to gain control over their own lives. Citizens watching each other's homes hope to gain the cooperation of police. When a citizen witnesses a crime, a quick call to police makes it more likely that a suspect will be apprehended. Loyola University of Chicago researchers conducting a study for the Department of Justice clearly states that this type of citizen-police cooperation is vital for solving most crimes. From robbery to burglary, to juvenile crime, this combination of individual and collective citizen action to reduce criminal opportunity and enforce community standards has succeeded in reducing local street crime.

This new emphasis on community crime prevention is significant, and indicates changes far beyond the mere gathering of neighbors to protect themselves. Possibly the most dramatic issue is the way that society looks at crime. For years, the "medical model", or the hope that criminals could be rehabilitated, constituted one of the major thrusts of the criminal justice effort.

The medical model, according to many criminologists and justice policy makers has failed to live up to expectations. While there are success stories, the rehabilitation rate of the majority of programs is disappointing.

At the heart of the matter is not the money spent or the expectations dashed, but the extremely difficult search for the reasons behind crime. As Dr. Derral Cheatwood, criminologist at the University of Baltimore has stated, "If society cannot find the reasons behind everyday legal behavior, how can we expect those in criminal rehabilitation to suddenly find the key to criminality?"

If society cannot change criminals, so the thought goes, then society must change the environment in which criminals operate. Hence, the rebirth of community crime prevention.

Rather than a new idea whose time has come, community crime prevention is a step back into history, back to a time when there were no police forces, only collective community action.

The birth of civilization coincides with the cooperative ventures of tribes to protect themselves from crime. The earliest laws of man, including those of King Hammurabi of Babylon (2100 b.c.) dealt with the responsibilities of the individual to the entire society.

This concept of a legal obligation of citizens to the peace of the entire community existed until the rise of the Industrial Revolution, and the development of large towns. English cities in the days of the Industrial Revolution became plagued with one of the greatest crime waves known to man. Unable to protect themselves from crime, the citizens of England demanded and accepted a radical answer: the police department.

The rise of modern policing meant that the social and economic problems of the time overcame the ability of citizens to control their own world. In time, the cities of America faced similar problems, with English solutions. In 1833 Philadelphia provided for a paid, daytime police force. Then Boston in 1838, New York in 1845, Chicago in 1851, New Orleans and Cincinnati in 1852 and Baltimore in 1857. Modern policing and the gradual end of citizen responsibility was under way.

In today's society, history has reversed itself. Where the creation of modern policing came to the aid of citizens trapped by crime, now citizens are coming to the aid of police departments.

The police need help. Studies of police have described what they can and cannot accomplish. Police can retard crime in public places through intensive patrol. However, two experiments in New York City demonstrate this capability

involved major increases in personnel assigned to target areas. There is no evidence that random patrol without significant increase in manpower retards crime. Another major police patrol experiment in Kansas City varied the amount of random patrols in marked areas. The experiment did not seem to affect crime and its resulting fear. Moreover, the decreases in crime produced by intensive patrols in New York were offset by proportionate increases in crime in adjacent areas. Even the area of follow up detective work to solve robberies or burglaries reveals that less than ten percent are solved by police agencies. Thus, while police are important, it is apparently inappropriate and unrealistic to think that they alone can reduce crime in a neighborhood. As one Baltimore police officer put it, "The old story that you need a cop on every street corner to stop crime is no story. In many areas, that's what it takes".

Citizens crime prevention puts a cop on every corner. The residents of a community know the area and its troubles far better than police. Their ability to watch each other's homes and persons, and to report suspicious activities to the police is a partial key to reducing crime.

It is a partial solution because, as in any other human endeavor, there are problems. Crime prevention programs do not guarantee success; they only offer a chance to do something about the ever-increasing rate of crime. Some programs are not well organized, or are promoted by public agencies without sufficient citizen input. Various communities at times will refuse to cooperate with each other. With some projects, the police are reluctant to relinquish their role as the primary crime prevention agents. In others, the hostility towards police defeats all efforts to prompt cooperation.

While vigilantism does not appear to be a major problem, it remains the greatest fear of police agencies. Many are concerned that the fear and

frustration caused by crime will lead to irresponsible actions on the part of citizens and some public officials. Crime prevention experts are quick to state that strict rules and regulations to guide volunteers will forestall any illegal actions.

Finally, Department of Justice research indicates that with some programs, the enthusiasm dwindles when crime is held in check.

The real difficulty is convincing community members to organize to deal with crime and other social problems. A community sends many messages to its inhabitants. The failure to organize or the willingness to purchase stolen goods (all the thievery goes somewhere) in essence gives a green light to criminality.

Since the mid 1960's, the American people have sought an answer to crime. With all the dollars spent and research conducted in crime prevention by the Law Enforcement Assistance Administration, we come to a partial solution. While crime prevention will not always stop the persistent criminal, it does provide an efficient and often effective method of reducing crime and restoring dignity to the lives of many of our citizens. More police is not the answer to crime. More citizen cooperation is.

For additional crime prevention information, write for the Crime Prevention Coalition's free booklet, "Got a Minute? You Could Stop a Crime". The Crime Prevention Coalition is an organization of Federal Government agencies and national non-profit groups interested in dispelling the myths of crime and prompting citizen involvement in crime prevention efforts. The post card in the back of "Got a Minute? You Could Stop a Crime" allows you to obtain eleven other free booklets dealing with many aspects of crime prevention. Write: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850.



State of California Commission on Aging

1819 "K" St. STE A

928 "I" STREET, SUITE 214

P.O. Box 850

SACRAMENTO, CALIFORNIA 95802

(916) 322-5630

3350 Addison
San Diego, 92106

Senator Omer L. Rains, Ch.
Joint Comm. Revision of Penal Code
1116 Ninth St. Rm. 157
Sacramento, Ca. 95814

Dear Sir:

I attended your hearing in San Diego and was interested in the testimony. Unfortunately some persons were hard to hear. (James Devereaux is back in jail). Because of the limited time of the hearing, I am mailing my testimony.

June 4, 1975. Senator Harrison A. Williams stated "The sad fact is that millions of older Americans now live in a form of house arrest, barricaded from the outside world. They are afraid to answer a knock at the door." "The elderly are especially vulnerable to con men, muggers, and burglars. In California approximately 18% of the population is over age 55 years." U.S. Congressman Solarz stated that "40% of the aged in the U.S. are victimized by criminals."

Many police departments are doing very good jobs, S.D., L.A., Pasadena, and Santa Ana. The S.A.F.E. programs in S.F. and L.A. The neighborhood Watch Program in S.D. Has been very successful. The S. D.P.D. has invited neighborhoods to come in and they would help. My reaction is that the non-involved are the ones that really need the help. Seniors need this service and also need the involvement to feel they are helping to solve the problem. "FEAR" locks them into their house and they are not even safe there.

MORE POLICE ARE NOT THE ANSWER Surveys indicate that the added costs are very great and added personnel reach a point of diminishing returns. We must accept assistance where we can find it. L.A. has an Explorer Scout Program. L.A. has cars with spot lights and Police Band Radios, manned by volunteers. Jr. Police,

Cadet Police, Reserve Police, Guardian Angels, etc. Leadership by the Police will avoid the vigilantes they fear.

GANGS; Former Principal Floyd Johnson of S.D. Hoover Hi said that "Kids have no woodpiles anymore." Kids have always belonged to gangs. The famous "Blackstone Gang" of Chicago showed what a gang can do. Currently the Philadelphia plan and it's L.A. version show great promise. Kids need things to do, both as individuals and as groups. Society has "leaned on" them instead of using them as respected members with contributions to make.

Chief Justice Warns Crime Cripples U.S., Reign of terror in cities linked to legal loopholes was a headline in the S.D. Union following an address to the American Bar Association on February 9, 1981. S.D. has found they can add space in the jail by releasing non-violent pre-trial persons over the protests of the Bailbondsmen. Speedier trials are needed. Use of alternatives to unclog the crowded court calendars, J.P.'s, Referees, counsellors, etc. Expansion of the small claims court by allowing greater financial limits. Interest on the part of the public by such companies as the Stewart Co. of Orange, Ca. More use of restitution instead of punishment (the criminal in jail does not benefit the injured). Mississippi is an example of a program of restitution.

JAILS How many can we finance? How many convicts can we support? Alternative facilities: camps, army-navy bases both active and inactive, use of prisoners in support services (as at Hunter Field, Ga. during World War II). Japanese Detention Camps, Work camps, work release programs. Prisoners to pay own expenses (room, board, etc.). Growing number of prison riots indicate we need work programs, better administration, etc. instead of idle time. Two Federal Prisons report successful rehabilitation programs with incorrigibles. Prisons need rehabilitation, vocational training, transitional release programs including halfway houses and especially jobs. Some find they do better in prison.

EDUCATION Seniors should be taught to protect themselves from street crime

and fraud. Second mortgages have become a scandal because of the amount of money the elderly have lost due to their own greed and the unchecked predators who sell them worthless trust deeds with no protection from the law.

Education Over 50% of criminals are juveniles and this does not include the potential criminal. What are the causes? What can we do to alleviate public concern? Deviants can be detected in the primary grades. Success in school and (in life) programs to prevent them from becoming "drop-outs". Montgomery Jr. Hi in S.D. pays their students to attend school-A.D.A. money. A Spring Valley high school teacher raises money for trust funds for high school pupils to attend college. More job counselling and training is needed. The "Singer" Program in Imperial Beach for vocational training. Special Schools for behavioral problems are Maywood (Chicago) and an Arizona School that S.D. uses. Vacated schools should be used for youth and seniors centers.

"Our sickly efforts to cut the crime rate" is an article by Rep. John Conyers, Jr. (D-Mich). "I submit that the question of crime is not HOW do we reduce the crime rate in our cities? It is, rather, HOW shall we reorder our cities so that crime is not a built-in part of the system? Criminal acts multiply when a neighborhood or a city-even a nation-has been so degenerated in it's ability to provide for the well being of people that individuals feel that stealing, mugging, or selling "Dope" is an acceptable means of survival. In short, crime is the economic and political consequence of a system rooted in indifference toward, an exploitation of, marginal and disadvantaged people." ----- "Full employment-I offer that as my idea for fighting crime. It is not exactly a grand scheme, but it is better than spending evermore money on ever more ineffective police organization".

JOBS: Teen-age unemployment is from 50% to 75%. No money. No job. No recreation. No one cares. Peer pressure tells him the gang cares and will solve all his problems. The loner ends up as a suicide. The U.S. CCC and the California CCC offer

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some employment ideas. Tax credits to employers. WPA originally had intended to have jobs available in private industry and to reduce payments as the company could absorb them. C.E.T.A., etc.

ADULTS: Families of juveniles need jobs to support the family. The cost of supporting a convict is high and if the family is on welfare-jobs would be a cheap alternative.

There are no reliable statistics of the effect of crime upon the elderly. The Federal Government has two sets of statistics they quote on crime. Our Committee has labeled the need for statistics as our number one priority. We believe that control of street crime and fraud against seniors (and everyone) is number two. Education of seniors and youth, number three. Jobs, number four. We believe that there should be more sharing of information. The California Crime Commission is one agency that is even hard to find. Many agencies seem reluctant to share their findings and accomplishments.

Willie Brown in an article in the L.A. Times of Saturday, April 4, 1981 said, "Look Beyond Punishment to Prevention". "It is my belief that the people of this state would prefer the elimination of crime, rather than the enlargement of our costly and cumbersome penal system." He noted that severe penalties have not served as a deterrent to crime, and lengthy sentences better educate young criminals rather than rehabilitate". "It is imperative that the Assembly look beyond punishment to prevention of crime".

Sincerely Yours,

Stuart Harder

Stuart Harder, Ch.
Crime Prevention Against Seniors Comm.
California Commission on Aging

CRIME AND JUSTICE IN SAN DIEGO:
REPORT OF THE MAYOR'S CRIME CONTROL COMMISSION

Executive Summary

San Diego, California

1981

The Mayor's Crime Control Commission

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Maureen O'Connor, Chair

Commissioners

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Stuart L. Brown, M.D.
Richard W. "Tip" Calvin, Jr., Vice-Chair, Corrections Committee
Dr. Philip del Campo
Dr. Thomas Day
Rt. Rev. Msgr. I.B. Eagen
Charles Edwards, M.D.
Dinah Fayman
Stanley Foster, Chair, Courts Committee
Murray L. Galinson, Vice-Chair, Law Enforcement Committee
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Ernest Rady
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Commission Staff

Norm Stamper, Staff Director
Jane Donley
Jon Dunchack
Mark Linsky
Sherry Silver
Monica Brennan-Canini, Secretary

Resource Panel

Hon. Dennis Adams, Judge,
San Diego Superior Court

The Late Hon. Howard J. Bechefskey,
Judge, San Diego Superior Court

Beverly Di Gregorio, Coordinator,
Regional Criminal Justice
Planning Board,
San Diego County

Sheriff John F. Duffy,
San Diego County

Hon. Richard J. Hanscom,
Presiding Judge,
San Diego Municipal Court

Louis S. Katz, Director,
Office of Defender Services,
San Diego County

Chief William B. Kolender,
San Diego Police Department,
Chair, Resource Panel

James Lorenz, U.S. Attorney,
Southern District of California

Howard Loy,
District Administrator,
Parole and Community Services
San Diego County

Edwin L. Miller, Jr.,
District Attorney
San Diego County

Susan Pennell,
Senior Criminal Justice
Evaluator, San Diego
Association of Governments

Alex Rascon, Jr.,
Security Services Director,
San Diego City Schools

Michael Sgobba, Marshal,
San Diego County

Cecil H. Steppe,
Chief Probation Officer,
San Diego County

William A. Underwood,
San Diego Area Administrator,
California Youth Authority

John W. Witt,
San Diego City Attorney

Thomas Wornham, Director,
Project JOVE

Hon. William Yale,
Presiding Judge,
San Diego Superior Court

Norman A. Zigrossi,
Special Agent in Charge,
Federal Bureau of Investigation

A War On Crime

In September, 1979, San Diego's Mayor Pete Wilson declared an official "war on crime." He appointed a citizens' Crime Control Commission and charged it with the following goals: to help reduce crime in our city; to increase San Diegans' feelings of personal security and safety; and to heighten citizen confidence in the criminal justice system.

This action was in response to well-founded concerns about crime in San Diego. While our local criminal justice system is regarded as unusually innovative, and San Diego remains relatively safe compared to most other large cities, crime has nevertheless increased sharply. Over the past decade, violent crime in San Diego--murder, forcible rape, robbery and aggravated assault--grew by 211 percent. When adjusted for population growth, the increase is still a frightening 156 percent.

The result of the Commission's work is some 52 recommendations, based on the most thorough study of crime and criminal justice ever undertaken in San Diego. The recommendations cover a wide range of topics, from swift and certain penalties for youthful offenders to the setting of tougher performance standards for all agencies of the criminal justice system.

A Practical Approach To Local Problems

Although our research involved a comprehensive review of both historical and current criminal justice theory, we worked hard to ensure that our recommendations reflect practical solutions

to local concerns. We used the best sources available anywhere: local practitioners--those who work in San Diego's criminal justice system day in and day out; victims--people who have suffered directly from crime; and the general public--diverse in character, yet sharing a deep concern about the growth of crime and its effect on our lives.

We visited prisons and talked with correctional officers. We personally interviewed judges, probation officers, defense attorneys and prosecutors. We rode with police officers and felt what it is like to be in a patrol car at night. We heard from people in our own community about the sorrow and the anguish of losing a loved one to criminal homicide.

What we found may surprise you.

We were told that juveniles are often not brought before a judge until their fourth or fifth arrest. We found a disturbing lack of well-defined crime fighting objectives and priorities for police activities. And we learned that no matter how efficient police and prosecutors are in apprehending and convicting offenders, our most fundamental problem will remain: virtually all those sent to prison will return to our communities, many to continue a life of crime, hardened by their prison experience.

A Time For Action

While these and many of our other findings have long been known to elected officials and to those who work in the system--

those in the best position to make needed changes--relatively few creative solutions have actually been carried out. Whether due to the tendency for public agencies to waver when faced with controversy or to stall under administrative inertia, the time has now come for action and results. We simply cannot afford to wait.

The Commission does propose some controversial solutions. Nonetheless, we believe they need to be tried. For too long we have ventured little new in the fight against crime, and we have been losing rather than gaining. We must get down to the practical business of finding and using what works.

The majority of our recommendations can be put into effect over the next 15 months, but it cannot be done without the assent and support of elected officials and criminal justice administrators. Fifteen months is time enough for each recommendation to be fully debated and analyzed, and for necessary administrative machinery to be set into motion. The changes we seek can improve San Diego's system of criminal justice.

The Way It Should Be

During our year-long study of crime and criminal justice in San Diego, the Commission developed more than just an isolated group of recommendations. The practical suggestions we've made for handling some very pressing problems are based on a larger set

of findings, reflecting several major themes. These emerge as the cornerstone of a new philosophy of criminal justice, and a blueprint for change.

First, it is crucial that all criminal offenders--juveniles and adults alike--no matter what their offense, be subject to clear and certain consequences for their actions. Jails and prisons need not be further overcrowded in our attempt to make criminals accountable, however. Community service work, correctional-industrial centers, fines, victim restitution and work camps can all serve as punitive alternatives to incarceration in certain circumstances. The key--perhaps even more important for young offenders than for adults--is that the criminal justice system must show, consistently and fairly, that it is not bluffing.

That philosophy is perhaps most important for juveniles because it is with young offenders that we have our first chance--and our highest hopes--for turning around what may become a life-long career of crime. Juvenile offenders must be punished for their criminal acts.

And youngsters who have not yet been arrested for a criminal offense but are at risk for later criminal behavior--the abused, the neglected, those using hard drugs or involved with gangs--must be helped. Study after study links child abuse, drugs, school and family problems to delinquency. We must act quickly--we cannot ignore the early signs of criminal behavior. Juvenile delinquents become adult criminals; prevention is our only long-term, lasting solution.

Just as offenders must be held responsible for their acts, our criminal justice agencies must be publicly scrutinized and held accountable for their effectiveness. Based on the needs of the community and the agency's role in the criminal justice system, standards must be developed by which each agency is operated and evaluated. Jails and prisons must maintain adequate facilities and effective treatment programs. Police and probation departments must set standards for their agencies and for the performance of individual officers, supervisors and managers. Evaluations of agency and individual performance should be based on the same goals: crime fighting effectiveness and efficient use of resources.

Finally, the public is more important in the fight against crime than all criminal justice agencies combined. The overwhelming public outcry against violence can and should be used productively and forcefully in public lobbying for such needed changes as sensible handgun legislation and tougher, more consistent juvenile offender laws. Equally vital is the public's responsibility for crime prevention; community alert groups and installation of burglar resistance devices probably do more to prevent certain crimes than increased police patrol in a given neighborhood.

But public commitment and responsibility are not likely without public confidence and trust. Toward this end, educating the public about the criminal justice system--about police and court procedures, about successes and failures, about correctional

facilities, programs and standards--is essential. An informed, aroused and organized citizenry is our most powerful weapon in the fight against crime.

The Commission Recommends . . .

The Commission's full report, Crime and Justice in San Diego: Report of the Mayor's Crime Control Commission, documents our findings and offers a rationale for each recommendation. This executive summary highlights only the major findings, and presents our recommendations without their supporting context and analysis. The reader is urged to refer to the full report for a more complete understanding of the Commission's reasoning and intent.

The recommendations are numbered to correspond to the sequence used in the Commission's full report.

Law Enforcement

3.1 THE COMMISSION RECOMMENDS ENFORCING OBJECTIVE STANDARDS OF WORK PERFORMANCE AT ALL LEVELS OF THE SAN DIEGO POLICE DEPARTMENT AND USING PERFORMANCE EVALUATIONS AS A MAJOR DETERMINANT IN THE PROMOTION OF OFFICERS.

3.2 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT MEASURE INDIVIDUAL OFFICER PERFORMANCE BY THE OFFICER'S ABILITY TO REDUCE CRIME IN HIS OR HER BEAT AREA.

- 3.3 THE COMMISSION RECOMMENDS LINKING OFFICER PERFORMANCE EVALUATIONS TO OVERALL CRIME FIGHTING OBJECTIVES AND PRIORITIES OF THE SAN DIEGO POLICE DEPARTMENT.
- 3.4 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT CONDUCT AND EVALUATE A NEW EXPERIMENT OF THE DEPARTMENT'S COMMUNITY ORIENTED POLICING PROGRAM, PRECEDED BY INTENSIVE TRAINING FOR AREA CAPTAINS, LIEUTENANTS AND SERGEANTS.
- 3.5 THE COMMISSION RECOMMENDS STATE LEGISLATION WHICH WOULD REQUIRE ALL PEACE OFFICERS TO BE LICENSED, BUT WHICH WOULD CONTINUE TO RECOGNIZE LOCAL RESPONSIBILITY FOR SETTING HIRING AND PERFORMANCE STANDARDS.
- 3.6 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT DEVELOP NEW RECRUITMENT STRATEGIES WHICH ENLIST THE SUPPORT OF COMMUNITY ORGANIZATIONS IN ORDER TO FIND THE MOST DESIRABLE POLICE CANDIDATES.
- 3.7 THE COMMISSION RECOMMENDS THAT A PAY SYSTEM BE INSTITUTED FOR THE SAN DIEGO POLICE DEPARTMENT WHICH EMPHASIZES PERFORMANCE AS WELL AS LENGTH OF SERVICE.

- 3.8 THE COMMISSION RECOMMENDS THAT SAN DIEGO POLICE OFFICERS AT ALL LEVELS BE REQUIRED TO PASS ANNUAL JOB-RELATED PHYSICAL FITNESS TESTS WHICH MAKE ALLOWANCES FOR AGE AND ASSIGNMENT.
- 3.9 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO CITY COUNCIL GRADUALLY INCREASE THE NUMBER OF SWORN AND SUPPORT PERSONNEL ASSIGNED TO THE POLICE DEPARTMENT, THEREBY PERMITTING A REDUCTION IN PATROL BEAT SIZE AND AN OPPORTUNITY FOR INNOVATIVE, NON-TRADITIONAL APPROACHES TO POLICING.
- 3.10 THE COMMISSION RECOMMENDS DEVELOPING ADDITIONAL INCENTIVES OR BENEFITS TO ENCOURAGE SAN DIEGO POLICE DEPARTMENT RESERVE OFFICERS TO STAY WITH THE RESERVE PROGRAM.
- 3.11 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT RETAIN THE COMMUNITY SERVICE OFFICER PROGRAM AND EXPAND THE DUTIES OF BOTH CSOs AND RESERVE OFFICERS, ESPECIALLY IN THE AREAS OF COLD CRIMES AND TRAFFIC CONTROL.
- 3.12 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT ADOPT A CASE MANAGEMENT SYSTEM WHICH WILL PROVIDE MORE EFFECTIVE AND EFFICIENT INVESTIGATION OF CRIMES.

- 3.13 THE COMMISSION RECOMMENDS CREATION OF A REGIONAL COMPUTER-BASED JUVENILE TRACKING SYSTEM.
- 3.14 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO CITY COUNCIL ESTABLISH RESPONSE TIME CRITERIA FOR DISPATCHING POLICE CARS IN RESPONSE TO CITIZENS' REQUESTS FOR POLICE SERVICE.
- 3.15 THE COMMISSION RECOMMENDS ADOPTION OF A SAN DIEGO CITY COUNCIL POLICY THAT REQUIRES THE CITY MANAGER TO PRESENT SEMI-ANNUALLY TO THE PUBLIC SERVICES AND SAFETY COMMITTEE AN ANALYSIS OF CITIZEN COMPLAINTS ABOUT POLICE PERFORMANCE.
- 3.16 THE COMMISSION RECOMMENDS STATE LEGISLATION WHICH WOULD: MAKE POSSESSION OF AN UNLICENSED HANDGUN RESULT, UPON CONVICTION, IN A MANDATORY SENTENCE OR FINE MORE STRICT THAN CURRENT STANDARDS; PROHIBIT JUVENILES FROM CARRYING FIREARMS EXCEPT WHEN ACCOMPANIED BY AN ADULT AND WITH THE PERMISSION OF A LEGAL GUARDIAN WITH STRICTER PENALTIES FOR THOSE CONVICTED; AND REQUIRE MANDATORY SENTENCING FOR ILLEGAL POSSESSION OF A FIREARM OR POSSESSION OF A STOLEN FIREARM.

- 3.17 THE COMMISSION RECOMMENDS THAT THE STATE REQUIRE SUCCESSFUL COMPLETION OF A GUN SAFETY COURSE AND POSSESSION OF A FIREARMS LICENSE BEFORE A HAND-GUN IS SOLD TO A CITIZEN.
- 3.18 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT'S PATROL, SCHOOL TASK FORCE, GANG DETAIL AND JUVENILE UNITS DEVELOP A COORDINATED, PREVENTION-ORIENTED STRATEGY FOR REDUCING GANG PROBLEMS.
- 3.19 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT REQUIRE ADDITIONAL POLICE SUPERVISORY TRAINING.
- 3.20 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT PROVIDE MORE FORMAL RECOGNITION OF EXCELLENT PERFORMANCE.
- 3.21 THE COMMISSION RECOMMENDS THAT SAN DIEGO POLICE DEPARTMENT ADMINISTRATORS REGULARLY MEET AND/OR RIDE WITH PATROL LEVEL PERSONNEL.
- 3.22 THE COMMISSION RECOMMENDS LEGISLATION TO PERMIT PUBLIC DISCLOSURE OF THE NAMES OF OFFICERS WHO HAVE BEEN DISCIPLINED BY THEIR POLICE DEPARTMENT, WHERE THAT DISCIPLINE HAS BEEN SUSTAINED ON APPEAL.

3.23 THE COMMISSION RECOMMENDS BRINGING THE CITY OF SAN DIEGO'S DISABILITY RETIREMENT PROGRAM IN LINE WITH STATE WORKERS' COMPENSATION LAWS, INCLUDING REGULAR PHYSICAL RE-EXAMINATIONS. MORE EXTENSIVE USE SHOULD BE MADE OF LIGHT DUTY ASSIGNMENTS FOR OFFICERS WHO WOULD OTHERWISE RECEIVE DISABILITY RETIREMENTS.

3.24 THE COMMISSION RECOMMENDS THAT THE CITY OF SAN DIEGO RETIREMENT OFFICER REGULARLY BRIEF POLICE OFFICERS ON THEIR RETIREMENT BENEFITS.

3.25 THE COMMISSION RECOMMENDS CONSOLIDATING SAN DIEGO CITY AND COUNTY CRIME LAB FUNCTIONS.

3.26 THE COMMISSION RECOMMENDS THAT THE STATE LEGISLATURE OFFER TAX CREDITS TO OWNERS WHO MAKE SECURITY IMPROVEMENTS TO THEIR HOMES.

3.27 THE COMMISSION RECOMMENDS THAT THE PUBLIC BE ENCOURAGED TO INSTALL BURGLAR RESISTANCE DEVICES AND TO SELECT INSURANCE COMPANIES THAT PROVIDE DISCOUNTS FOR SUCH MEASURES.

3.28 THE COMMISSION RECOMMENDS THAT SAN DIEGO POLICE DEPARTMENT DISPATCHERS INFORM CALLERS OF THE ESTIMATED TIME THAT IT WILL TAKE TO RESPOND TO A LOW PRIORITY CALL FOR SERVICE.

3.29 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT REINTRODUCE THE MULTI-PRISONER TRANSPORTATION UNIT.

3.30 THE COMMISSION RECOMMENDS ADHERING TO A STRICT SCHEDULE TO CONNECT THE ARJIS AND JURIS COMPUTER INFORMATION SYSTEMS.

Courts

4.1 THE COMMISSION RECOMMENDS THAT ALL AGENCIES WITHIN THE COUNTY LEGAL SYSTEM DEVELOP A PROGRAM OF PUBLIC EDUCATION TO IMPROVE UNDERSTANDING OF HOW THE JUDICIAL SYSTEM WORKS, INCLUDING BASIC PROCEDURES AND SYSTEM PROBLEMS AND SUCCESSES.

4.2 THE COMMISSION RECOMMENDS THAT THE STATE LEGISLATURE REVISE THE CALIFORNIA JUVENILE COURT LAW TO REFLECT UNIFORM, CERTAIN AND GRADUATED PENALTIES. LOCALLY, A TASK FORCE SHOULD BE CREATED TO ENSURE LOCAL ADOPTION OF THIS PHILOSOPHY AND TO IMPLEMENT STATE LEGISLATION.

4.3 THE COMMISSION RECOMMENDS THAT THE STATE LEGISLATURE GRANT DISTRICT ATTORNEYS FULL AUTHORITY TO FILE ON ALL FELONIES WHERE THE CRIMINAL OFFENDER IS 16 OR OLDER, AND ON ALL BURGLARY, VIOLENT CRIMES AND SECOND-TIME FELONIES, REGARDLESS OF THE DEFENDANT'S AGE.

4.4 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO COUNTY BOARD OF SUPERVISORS PROVIDE ADEQUATE FUNDING FOR THE SAN DIEGO COUNTY PROBATION DEPARTMENT BASED UPON RIGOROUS EVALUATION OF CLEARLY STATED GOALS AND OBJECTIVES. THE PROBATION DEPARTMENT SHOULD ENSURE THAT A WELL-DEFINED STATEMENT OF ITS ROLE, OBJECTIVES AND GOALS IS CONVEYED TO AND UNDERSTOOD BY THE AGENCIES WITH WHICH IT INTERACTS.

4.5 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO COUNTY PROBATION DEPARTMENT EXPAND ITS INFORMAL SUPERVISION PROGRAM, AND CAREFULLY EVALUATE AGENCY PERFORMANCE AND OFFENDER SUCCESS. THE PROGRAM SHOULD BE MONITORED BY AN INDEPENDENT GROUP FOR A PRESCRIBED PERIOD OF TIME.

4.6 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO SUPERIOR COURT IMPLEMENT A PILOT STUDY TO TEST THE EFFECTIVENESS AND FEASIBILITY OF A FAMILY COURT IN SAN DIEGO.

4.7 THE COMMISSION RECOMMENDS THAT NEIGHBORHOOD JUSTICE CENTERS BE ESTABLISHED AS PILOT PROJECTS IN SEVERAL SAN DIEGO COMMUNITIES TO HELP RESOLVE SELECTED DOMESTIC, NEIGHBORHOOD, CONSUMER AND JUVENILE-RELATED DISPUTES THROUGH QUALIFIED VOLUNTEER MEDIATORS. SCHOOLS AND CRIMINAL JUSTICE AGENCIES SHOULD BE ENCOURAGED TO REFER INDIVIDUALS TO THESE CENTERS.

4.8 THE COMMISSION RECOMMENDS THAT THE COUNTY ESTABLISH A RECEPTION CENTER IN THE COURT-HOUSE TO SERVE AS A SAFE AND CONVENIENT PLACE FOR VICTIMS AND WITNESSES TO WAIT.

4.9 THE COMMISSION RECOMMENDS THAT THE COUNTY PROVIDE ADEQUATE PARKING ARRANGEMENTS AND WAITING AREAS FOR JURORS.

- 4.10 THE COMMISSION RECOMMENDS THAT THE SAN DIEGO POLICE DEPARTMENT RE-EMPHASIZE INSERVICE LEGAL TRAINING FOR ITS BEAT OFFICERS AND INVESTIGATORS. IN ADDITION TO LEGAL ISSUES, ACCURATE AND ADEQUATE REPORT-WRITING SHOULD BE STRESSED.

Corrections

- 5.1 THE COMMISSION RECOMMENDS THAT THE CALIFORNIA STATE LEGISLATURE AND THE COUNTY BOARD OF SUPERVISORS ADOPT THE AMERICAN CORRECTIONAL ASSOCIATION'S STANDARDS FOR ALL EXISTING AND FUTURE JUVENILE AND ADULT CORRECTIONS PROGRAMS AND FACILITIES IN THEIR JURISDICTIONS. BOTH THE STATE AND COUNTY SHOULD BEGIN ACTIVELY SEEKING ACCREDITATION FOR ALL CORRECTIONS PROGRAMS AND FACILITIES BY 1982.
- 5.2 THE COMMISSION RECOMMENDS THAT LOCAL PUBLIC OFFICIALS EVALUATE ALTERNATIVES TO JAIL DETENTION. THE EFFECTS OF ALTERNATIVES ON JAIL OVERCROWDING, PUBLIC SAFETY, AND THE CRIMINAL JUSTICE SYSTEM SHOULD BE INDEPENDENTLY EVALUATED.

- 5.3 THE COMMISSION RECOMMENDS THAT LOCAL JUDGES INCREASE THE USE OF COMMUNITY SERVICE WORK PROGRAMS AS SENTENCING ALTERNATIVES. ADEQUATE PUBLIC FUNDING SHOULD BE PROVIDED TO THE COUNTY PROBATION DEPARTMENT AND UNITED WAY'S VOLUNTEER BUREAU TO CONTINUE AND EXPAND COMMUNITY SERVICE WORK PROGRAMS. THE COURTS SHOULD DEVELOP GUIDELINES TO PROMOTE UNIFORMITY AND CONSISTENCY IN LENGTHS OF COMMUNITY SERVICE WORK ORDERED, AND FOR NON-COMPLIANCE PENALTIES. THE COURT SHOULD SUPERVISE THE MONITORING AND FOLLOW-UP OF PARTICIPANTS IN COURT REFERRAL WORK PROGRAMS.
- 5.4 THE COMMISSION RECOMMENDS THAT THE STATE FOREGO COSTLY, MAXIMUM SECURITY PRISON CONSTRUCTION (INCLUDING THE PROPOSED OTAY MESA PRISON). INSTEAD, IT SHOULD EXPAND CONSERVATION CAMPS AND COMMUNITY CORRECTIONAL CENTERS TO PROVIDE URBAN AND RURAL HOUSING IN NON-RESIDENTIAL AREAS FOR LOW-RISK INMATES.
- 5.5 THE COMMISSION RECOMMENDS THAT THE COUNTY BOARD OF SUPERVISORS AND THE SHERIFF PROCEED WITH PLANS TO CONSTRUCT THE JAIL'S MENTAL HEALTH FACILITY IN THE COUNTY'S FISCAL YEAR 1982 CAPITAL IMPROVEMENTS BUDGET.

5.6 THE COMMISSION RECOMMENDS THAT THE COUNTY AND STATE IMPROVE AND EXPAND ALCOHOL TREATMENT PROGRAMS FOR JUVENILES AND ADULTS IN ALL CORRECTIONS FACILITIES. APPROPRIATE SUPERVISION AND AFTER-CARE SHOULD BE PROVIDED, AND AN EVALUATION TO DETERMINE PROGRAM EFFECTIVENESS SHOULD BE PERFORMED.

5.7 THE COMMISSION RECOMMENDS THAT THE CITY OF SAN DIEGO SUPPORT AND HELP DEVELOP AN EXPERIMENTAL COMMUNITY CORRECTIONAL-INDUSTRIAL CENTER IN A NONRESIDENTIAL AREA OF METROPOLITAN SAN DIEGO, TO PROVIDE HOUSING, JOB TRAINING, WORK EXPERIENCE AND POST-RELEASE JOB PLACEMENT FOR UP TO 120 LOW-RISK INMATES.

5.8 THE COMMISSION RECOMMENDS THAT THE COUNTY SUPPORT THE USE OF PROBATION CAMP INMATES IN EXISTING OR EXPANDED CAMPS TO REPAIR AND MAINTAIN COUNTY ROADS, UNDER THE SUPERVISION OF THE TRANSPORTATION DEPARTMENT.

5.9 THE COMMISSION RECOMMENDS THAT BEFORE UNDERTAKING ANY EXPANSION OF LOCAL JUVENILE FACILITIES, THE COUNTY CONDUCT A COMPREHENSIVE STUDY OF JUVENILE OFFENDERS. BEFORE REMOVING JUVENILES FROM THE METROPOLITAN CORRECTIONAL CENTER, THE FEDERAL GOVERNMENT SHOULD CONSIDER FUNDING OTHER SUITABLE HOUSING.

5.10 THE COMMISSION RECOMMENDS THAT COUNTY JUVENILE FACILITIES PROVIDE SHORT-TERM CARE AND TREATMENT FOR LOW-RISK JUVENILE OFFENDERS. THE STATE SHOULD MAINTAIN AND EXPAND, IF NECESSARY, CALIFORNIA YOUTH AUTHORITY FACILITIES, AND PROVIDE EDUCATIONAL AND VOCATIONAL TRAINING AND OTHER TREATMENT PROGRAMS FOR VIOLENT AND REPETITIVE JUVENILE OFFENDERS. SUPPORT SERVICES (SUCH AS JOBS, HALFWAY HOUSES AND COUNSELING) SHOULD BE PROVIDED FOR JUVENILES RE-ENTERING THE COMMUNITY FROM STATE AND COUNTY FACILITIES.

5.11 THE COMMISSION RECOMMENDS THAT A PILOT PROJECT BE ESTABLISHED IN LOCAL SCHOOLS, UNDER THE DIRECTION OF A LOCAL UNIVERSITY OR OTHER APPROPRIATE INSTITUTION, TO MEASURE THE EFFECTIVENESS OF EARLY IDENTIFICATION AND INTERVENTION AS A CRIME PREVENTION METHOD.

5.12 THE COMMISSION RECOMMENDS THAT ALL LOCAL CORRECTIONS AGENCIES INITIATE AGGRESSIVE INFORMATION PROGRAMS TO INFORM THE SAN DIEGO COMMUNITY ON A REGULAR BASIS ABOUT: THE CONDITIONS OF CORRECTIONS FACILITIES; THE CHARACTERISTICS OF THOSE IN CUSTODY OR ON PROBATION; PROGRAM GOALS, ACTIVITIES AND ACHIEVEMENTS (DETERMINED BY INDEPENDENT EVALUATIONS); SUGGESTIONS TO IMPROVE THE CARE, TREATMENT AND RE-ENTRY INTO SOCIETY OF OFFENDERS; AND AS OFTEN AS POSSIBLE, STORIES OF HUMAN INTEREST AND SUCCESS. WE ENCOURAGE THE LOCAL MEDIA TO ASSIST IN THIS EFFORT.

END