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Bureau of Justice Statistics Bulletin

October 1996, NCJ-151656

Prosecutors in State Courts, 1994

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BJS Statisticians

Across the Nation about 2,350 prosecutors' offices handle felony cases in State trial courts. A chief prosecutor is the attorney who advocates for the public in felony cases and in a variety of other cases. State law determines the number of chief prosecutors in a State and whether they are elected or appointed. Over 95% of chief prosecutors are elected locally.¹ Office titles for State court prosecutors include district attorney, county attorney, prosecuting attorney, Commonwealth attorney, and State's attorney (*Appendix 1*). This study does not include municipal and county attorneys who primarily operate in courts of limited jurisdiction.

In 1994 State court prosecutors' offices employed approximately 65,000 total staff, with a median annual office budget of \$226,000. The median staff size was eight. In about 70% of prosecutors' offices, the chief prosecutor served full time. In 1994 half the offices closed 250 or more felony cases and obtained convictions in 180 or more. These findings are from the 1994 National Survey of Prosecutors,

Highlights

State court prosecutors' offices, 1994

	All offices	Full-time office (population served) 500,000 or more	Less than 500,000	Part-time office
Number of offices	2,343	127	1,533	683
Median				
Population served, 1992	29,480	724,418	43,812	16,196
Adult felony arrests in district, 1992	157	5,964	264	29
Staff size, 1994	8	179	10	4
Budget for prosecution, 1994	\$226,000	\$8,500,000	\$255,000	\$75,000

All prosecutors' offices

- In 1994, 2,343 State court prosecutors employed about 65,000 attorneys, investigators, and support staff; a 14% increase from 1992.
- Almost 90% of all offices prosecuted domestic violence and child abuse cases during 1994. About half the offices prosecuted cases involving new kinds of firearms offenses.
- 75% of the offices provided security or assistance for felony case victims or witnesses who had been threatened.
- Half the offices reported a staff member received a work-related threat or was assaulted.
- 25% of chief prosecutors carried a firearm for personal security.

Full-time prosecutors' offices in large jurisdictions

- In 1994 about 127 full-time prosecutors' offices served jurisdictions with a population of 500,000 or more. In total these offices represented 49% of the Nation's population.
- A majority of the larger offices prosecuted cases involving stalking, elder abuse, hate crime, and parental abduction of children.
- More than half the larger offices had specialized units to handle juvenile cases in adult criminal court.
- 48% of offices in larger jurisdictions had at least one assistant prosecutor cross-designated to prosecute cases in Federal court.
- 68% of the chief prosecutors in larger jurisdictions had a civil suit filed against them.

¹ *Prosecutors in State Courts, 1990*, BJS Bulletin (NCJ-134500), March 1992, p. 2.

MULTNOMAH COUNTY (PORTLAND), OREGON



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THE NEIGHBORHOOD D.A. PROGRAM

The Neighborhood D.A. Program is designed to solve community crime problems. The program assigns a deputy district attorney to a specific geographic area with the charge to identify:

- the major public safety problems in the area,
- the key individuals, groups and organizations wanting to improve the area, and
- the existing resources within the community that can be used to resolve the problems.

GOAL

The goal of the program is to improve the "quality of life" within the neighborhood or business district. This is accomplished by developing and implementing long term strategies that attack "maintenance and order" crimes such as theft and vandalism, car prowls, street disorder crimes, and illegal camping.

The program is currently in place in five geographic areas within Multnomah County. The program began in November of 1990 in the Lloyd District. In April of 1991 a second program was put in place in the residential communities of North and Northeast Portland. In January of 1993 the third program was established in the Central Business District of Portland, in November, 1993 the fourth program began in the City of Gresham and, in August of 1994, the fifth program began operation in the residential neighborhoods of Southeast Portland.

The long term goal is to have a Neighborhood D.A. Program in each of the six districts of the county so that every community has access to the program and services.

ACTIVITIES

The Neighborhood D.A. expands the boundaries of the prosecutor role by focusing on solving groups of crimes rather than focusing on individual cases as prosecution is traditionally done. The activities a deputy in the Neighborhood D.A. Program performs are wide ranging. They include reviewing criminal cases originating in each district, identifying priority crime issues within the district and working with multiple public safety groups and committees within each district on specific crime issues. The crime issues deputies have worked on include car theft, purse snatch, drugs, prostitution, illegal camping, street disorder, and trespass. In addition, deputies have developed partnership agreements among public and private organizations which define responsibilities and actions for partners within districts. Examples include the Old Town/Chinatown Partnership Agreement and the Pioneer Square Partnership Agreement. They have also worked with groups on public policy issues such as weapons in schools, restrictions on sales of alcoholic beverages in neighborhoods, and nuisance abatement ordinances.

Training is a key activity performed by the Neighborhood D.A. Program. The deputies provide extensive training to police officers, private security personnel, and citizen groups. Issues covered include trespass laws, report preparation, restraining orders, and other legal tools used by the criminal justice system. The deputies perform a similar role for business owners and managers by consulting with them on potential solutions to local crime problems.

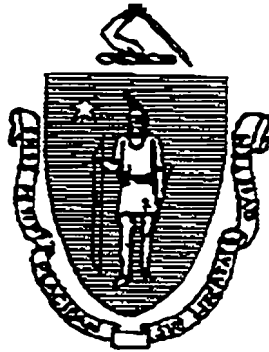
RESULTS

Though in place for varying degrees of time the program is having noticeable effects within communities. In one district with the Neighborhood D.A. Program there was a major problem with illegal camping. Following the development and implementation of a successful interdiction strategy, illegal camping was eliminated along with the need to use expensive criminal justice system resources (arrest, investigation and prosecution) to combat the problem. Similar strategies involving street disorder offenses, illegal dumping and other "quality of life" issues have met with success as well.

NEW YORK COUNTY (MANHATTAN), NEW YORK

No Time to Wait,
No Time to Waste:

The Middlesex Community Based
Justice Program



Middlesex District Attorney's Office
District Attorney Tom Reilly

The Middlesex Community Based Justice Program: Priority Prosecution of Young, Violent Offenders

The numbers tell part of the story. The most recent statistics from the Department of Justice report that arrests of juveniles for violent crimes increased by 50% between 1987 and 1991. In the same period, arrests of juveniles for murder increased by 85%. One in five high school students reported carrying a weapon somewhere, at least once, in the month before another recent survey. Young people are also the most common victims of violent crime: persons age 20 or younger are twice as likely to be victims of violent crime as others, and teenagers are more likely to be victims of violent crime in or around school than in any other place. Crime statistics in Middlesex County reflect this disturbing national trend. In 1991 and 1992, young offenders committed nearly 70% of all crimes against victims. Fifteen of the 35 persons charged with homicides in Middlesex County in 1991 and 1992 were 21 or younger.

But these statistics tell only *part* of the story. Parents, teachers, school administrators, police officers, judges, probation officers, correction officials and prosecutors--among others--know all too well the names and faces behind the numbers. We have a front row seat on the problem of youth violence. We have talked with the parents of the MIT student stabbed to death by a 16 year old in a senseless robbery netting \$3. We have watched as disputes that

once might have led to shoving matches or fistfights are now resolved by guns or knives. We have seen the poison of racism divide schools and communities, and lead to beatings, shootings and stabbings. And we have seen young men and women, some of great ability and promise, struggle to choose between right and wrong, often against strong odds and without support at home.

This crisis of violence by and between young people has led to a number of proposals for action. Some have focused on the need for economic development, to ensure that young people, especially those who live in urban areas, see alternatives to the false promise of easy money from robbery or drugs. Others focus on punitive measures—new laws and new prisons. What most of the proposals have in common is a call for a massive infusion of new resources to address youth violence. But on the front line, we know that resources are scarce. We have no time to wait and no time to waste.

Here in Middlesex County, we have worked to make the best use of the resources we already have. The result is what I call the Middlesex Community Based Justice Program. At the heart of the program is the recognition that the conventional approach the criminal justice system has taken to the problem of youth violence is, in these times, a recipe for failure. Without close coordination and, most importantly, the cooperation that results from sharing information, no single institution—not the schools, not the police, not the courts, and not corrections—stands a chance of controlling youth violence. With *real* cooperation, however, there is much that can be done.

What is Community Based Justice?

The Middlesex Community Based Justice Program begins by accepting the fact that the institutions traditionally expected by society to control anti-social behavior by young people—police, prosecutors, courts and corrections—can no longer do the job alone. In 1993, more than 35,000 criminal cases were initiated in Middlesex County. The traditional approach to law enforcement treats each of those cases separately, and divides the responsibility for each of those cases among different institutions, each with its own mission. Police make the arrest. Prosecutors present the evidence in court. Judges, with the help of recommendations by probation officers, impose sentence, and corrections officials are responsible for the defendant until he is returned to society. When one case is over, the police, the prosecutor, the court, and corrections each move on to the next case. This case-specific approach, coupled with the rigid division of responsibilities between the major criminal justice institutions, has led directly to the revolving door system of justice that is so often and so justifiably criticized by the public. One police officer does not know what other officers know about an offender. Prosecutors, even those in the same office, do not know what other prosecutors know about the accused. Judges and probation officers possess only limited information about what a defendant has done in the past. Put simply, the police, the prosecutors and the Court do not know what each other knows, and no one in the criminal justice system is likely to know what is perhaps the most important

fact: what impact does a particular offender—especially a young, violent offender—have on his school, his neighborhood, and his community? Each case is simply *processed*, and the enormous caseloads guarantee that many young offenders will slip through the cracks, receive little or no sanction or supervision as a result of the offense they have committed, and conclude that the criminal justice system is a joke that they need pay no attention to. The result is good for no one. It does not protect the public, and it does not do what we all should expect the criminal justice system to do: deter young people who commit crimes from committing new and perhaps more serious offenses.

The Middlesex Community Based Justice Program represents a purposeful and dramatic break from the conventional approach. The break from simply processing cases is illustrated by the Community Based Justice Program's four basic tenets, each a departure from business as usual in the criminal justice system. The four bedrock principles of the program are these:

1. The criminal justice system can address the problem of youth violence only if certain cases are treated as Priority Prosecutions and singled out for special attention, so that they are not lost in the crush of overwhelming numbers;
2. All the social institutions with information about young people headed for trouble—schools, police, prosecutors, probation officers, youth and social service professionals and community members—must share that information, so that the criminal justice system can treat as Priority Prosecutions cases involving those individuals most likely to pose a threat to the community;
3. The criminal justice system must focus on the offender, not simply the specific offense, and impose individualized sanctions, designed to deter that offender from further anti-social conduct; and
4. The criminal justice system must impose increasingly serious sanctions on a young offender who continues to commit offenses.

How Does Community Based Justice Work?

In each participating community, the heart of the Middlesex Community Based Justice Program is a community task force. Each week, the members of the task force—school officials, police, prosecutors, probation officers, corrections officials, youth service and social service professionals and, in some cases, community representatives—meet to share information about what is happening in their community. The meetings are not academic discussions about combating youth violence. They are working sessions, focusing on specific events and particular individuals whose conduct poses a threat to schools, neighborhoods, and communities. In a typical meeting, police report what they know about a particular criminal event: a shooting, stabbing, or fight, for example; school officials report about disturbances on school grounds, as well as what they have learned in the school about what has happened—or what they fear may happen—outside of the school; and prosecutors report on the status of court cases involving individuals who have been identified by members of the task force as deserving special attention.

The prime tool for each of the task forces is a Priority Prosecution List. The Priority Prosecution List addresses by name the individuals whom members of the task force have identified as that community's most serious violent youths. Young offenders earn a place on the Priority Prosecution List by their own violent conduct—by carrying weapons, by fighting, by threatening victims and intimidating witnesses, or by committing racially motivated assaults—and the presence of representatives from across the social spectrum reduces the prospect that any anti-social conduct by these young offenders will go unnoticed.

Each week, the List reports on the status of the court cases of the individuals identified as priority defendants. The members of the task force share information about particular offenders and work to reach a consensus about what should be done to address a particular young person's anti-social conduct. The list ensures that the members of the task force are accountable to one another to follow through on promised actions and effectively prevents individuals who have been identified as threats to public safety from slipping through the cracks of the criminal justice system.

The District Attorney's Office devotes special attention to Priority Prosecution cases by assigning them to prosecutors who treat them as their most important cases; by ensuring that prosecutors have all relevant information about an offender—not just information about a specific case—when they argue bail; by providing investigative resources not likely to be given a case that has not been designated a priority; and by ensuring that the judge, at the time of sentencing, knows full well who the individual before the court is and why the community task force has identified him as a threat to the community. The police do not conduct surveillance of individuals on the list, stop and frisk them, or solicit them to commit criminal acts. Once those individuals do commit criminal acts, however, the task force ensures that the criminal justice system works at its best, not its worst, when it deals with their cases.

This does not mean that the District Attorney's Office seeks maximum sentences in every Priority Prosecution case. Instead, the emphasis is on showing the young offender that the

criminal justice system does have teeth. The clear preference is to seek the imposition of that sentence that the members of the task force believe will be sufficient to deter future anti-social conduct. Often times, a disposition such as probation or a suspended sentence may be sufficient to deter future criminal activity, and identification of an offender as a community priority will ensure that the probation department will devote special attention to that young person's case. If, however, the young offender does not respond to sanctions that leave him on the street, and despite court-ordered supervision, commits a new crime, the District Attorney's Office will not hesitate to take extraordinary action to show him that his conduct is being closely monitored. For example, the District Attorney's Office will commonly move to revoke an offender's bail if he commits an offense while on release, and will likewise argue for incarceration when a young criminal has failed to conform his conduct to the law despite being on probation.

The Community Based Justice Program also seeks to reach out to young people at risk, to offer them alternatives to crime, violence and gangs. Again, the goal is to tap into existing community resources. In Lowell, the District Attorney's Office has worked with the Cambodian Mutual Assistance Association to keep Southeast Asian teens in school. In Somerville, the community task force works closely with the police department's community policing program, providing opportunities for activity other than violence to young people in the city's parks and playgrounds, especially in the summer. And in Malden, a police officer and a high school vice principal work the streets on weekend nights, ensuring that young people know

that the school and the police are working together to keep the schools, the neighborhood and the community safe.

Does it Work?

The members of the community task forces, who make the time to focus on identifying and dealing with young offenders, believe that it does. And the young offenders themselves see the difference. Take the case of the 18-year-old Somerville high school student and hockey team member who beat a 14-year-old black boy with a hockey stick. No serious injury resulted, and the conventional approach to criminal justice would likely have resulted in no more than a slap on the wrist. Members of the Somerville community task force could document, however, that this young man was a leader of a racist gang—the Notre Dame gang—who took pride in telling others that the "ND" on the ball caps they wore stood for the racist slogan "Niggers Die". The District Attorney's Office indicted the case for prosecution in Superior Court, worked closely with the schools and police to make sure that the victim would testify, and assembled evidence for the judge at that the time of sentencing that persuaded him that this young offender belonged in state prison. That is where he is today. You can bet that he believes that the Community Based Justice Program works, and so do the other members of the Notre Dame gang.

In Cambridge, the community task force identified a young man known as "Cheesecake"—then only 16—as the leader of a gang that was responsible for substantial levels of street level

drug dealing and street violence. When he was arrested for drug and firearms offenses, the District Attorney's Office moved to transfer his case from juvenile court to the adult system, and, because of the information prosecutors possessed and presented, Cheesecake was transferred to the adult system. When he failed to appear for trial, police mounted an all-out effort to find him and, when they did, he too was sentenced to state prison. Cheesecake knows that the Community Based Justice Program works.

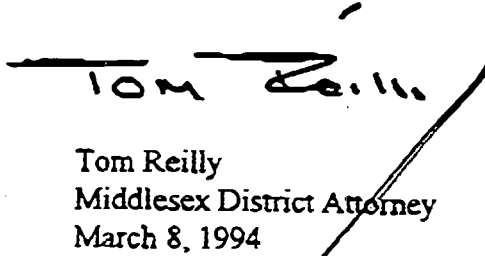
In Malden, school and police officials knew that one 18-year-old repeatedly abused young women, and then intimidated them, so that they would not come forward and testify against him. When he threatened one young woman, members of the Malden community task force worked together to encourage that young woman to stay with the case. The young woman did testify, and the 18-year-old was sentenced to the mandatory one-year-term of incarceration for unlawful possession of a firearm. They both know that the Community Based Justice Program works.

Just as important—perhaps even more important—than these success stories are the stories that community task force members can tell about violent behavior that has been *prevented* by the Community Based Justice Program. In Somerville, to take just one example, a group of eight young men seemed to be headed straight down the path of continuing, escalating anti-social behavior. They were identified as priorities, and the community task force kicked into action.

They were convicted of offenses in the Somerville District Court, and placed on strict probationary terms, including working with a police officer over the summer. The members of the task force have their fingers crossed, but they expect that the seven of the eight will graduate from Somerville High on schedule without further incident.

Final Thoughts

For many, the problem of youth violence seems too large, too complicated, and too persistent to do anything about. I believe that the problem is too large, too complicated, and too persistent to ignore. We have no time to wait for the country to address the social problems that cause young people to turn to violence. We have no time to waste hoping that new resources will be available to help us. The Middlesex Community Based Justice program is no panacea, but it does offer a way for us to do something *now*, before another generation of young people turns to violence, and before another generation of victims suffers the consequences.


Tom Reilly
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March 8, 1994



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The Marion County Prosecutor's Office
Street-Level Advocacy Initiative

Introduction

Marion County, Indiana, is a metropolitan area of approximately 750,000 residents encompassing Indianapolis and some other smaller municipalities. Marion county has many law enforcement agencies within it, the two largest of which are the Indianapolis Police Department (IPD) and the Marion County Sheriff's Department. The jurisdiction of IPD covers the broadest area of the county and includes diverse racial and socioeconomic neighborhoods; the Sheriff's Department covers an area that surrounds IPD's jurisdiction and is more suburban in nature. IPD divides its patrol service area into four large districts; the Sheriff's department is divided into two large areas. The "community policing" idea was implemented by IPD in 1992, and is currently being carried out on a smaller scale in the Sheriff's Department.

As the amount of drug activity in the county increased, and as violent crime associated with drug activity became more visible, the Marion County Prosecutor's Office (MCPO) in August of 1993, laid the groundwork for a "community prosecution" program covering one geographically designated areas serviced by the Indianapolis Police Department (IPD). This area, covering IPD's North District, was selected because of the commitment of the then-Deputy Chief to the community policing concept, the involvement of some established and active neighborhood associations, a racially and socioeconomically diverse population, and a significant drug problem in areas much in need of rehabilitation.

MCPO committed one experienced deputy prosecutor two days per week whose initial activities included on-site screening and filing of arrests and warrant requests, liaison and training responsibilities for IPD officers in the district, establishing relationships with existing neighborhood groups, creating a legal education program in public schools in the district, and developing proactive crime prevention programs tailored to the needs of specific neighborhoods.

Current Program Personnel

The Prosecutor of Marion County, Scott C. Newman, since taking office in January of 1995, has expanded the idea of community prosecution so that, currently, there are full-time prosecutors assigned as "street-level prosecutors" for each of IPD's four patrol service districts. Two paralegals, assigned full-time responsibilities in two IPD districts each, help the four prosecutors. There is also a full-time nuisance abatement prosecutor who works with and is helped by the neighborhood prosecutors in the city's multi-agency nuisance abatement initiative that will be described fully in a later section.

Current Program Overview

MCPO's community prosecution model emphasizes a proactive approach to crime prevention and community intervention, as well as creation of close relationships with other governmental agencies, law enforcement, and neighborhood organizations. The key to the program is information-sharing, communication, problem-solving, and increasing access to and availability of prosecution programs in the neighborhoods. Major program emphasis is placed upon targeting high-risk neighborhoods and criminals in those areas, and working with law enforcement and affected neighborhoods to create innovative strategies involving thorough investigation, aggressive prosecution (including "vertical" prosecution), and crime prevention. In short, the main goal is to improve the quality of life for the citizens of Marion County.

Program Components: FOCUS ON TARGET AREAS, PROACTIVE PARTNERSHIPS BETWEEN LAW ENFORCEMENT, COMMUNITY AND BUSINESSES, SOLVE PROBLEMS, IMPROVE PUBLIC SAFETY and ENHANCE QUALITY OF LIFE IN THE COMMUNITY.

A. Street-level Prosecutor -- The street-level prosecutor is assigned to work in one IPD district and works directly from an office located out in the district at the roll-call site. Responsibilities of this prosecutor include screening and filing of district detective arrests and warrant requests, assisting detectives with investigative concerns, responding to law enforcement issues about prosecution, legal education and training, and generally functioning as a liaison between that district service area and MCPO. Other responsibilities include acting as a liaison with neighborhood organizations, responding to community concerns, assisting neighborhoods in creating crime prevention strategies, and attending neighborhood meetings. These street-level advocates also work with businesses, schools, churches, and other governmental agencies, pursuing ways of improving the quality of life in the community.

B. Street-level Paralegal-- These individuals help the street-level prosecutor in all aspects of MCPO's street-level advocacy program.

Quality of Life Initiatives/ Incorporation of Varied Enforcement Methods:

C. Nuisance Abatement -- The goal of the nuisance abatement program is to improve the health, safety and welfare of the Marion County area by creatively and aggressively enforcing existing nuisance statutes and applicable ordinances by means of a multi-agency task force. Members of the task force include:

- Marion County Prosecutor's Office
- United States Attorney's Office
- City Legal Department
- Mayor's Office
- Health and Hospital Corporation
- Indianapolis Police Department
 - Narcotics Branch
 - Vice Branch
 - Community Liaison officer
 - Forfeiture Division
- Marion County Sheriff's Department
 - Narcotics Division
 - Vice Division
 - Forfeiture Division
- Indianapolis Fire Department
- Zoning Investigators
- Department of Metropolitan Development
- Department of Public Works/Transportation

The task force assists in neighborhood rehabilitation and revitalization by eradicating open air drug dealing and drug houses. Houses where drugs are kept and sold and where drug offenders congregate for using and selling controlled substances create a serious threat to the communities in which they exist. Additionally, the task force acknowledges that the criminal nature of those houses creates a substantial infringement and obstruction to the free use of surrounding properties. Such interference with the comfort and enjoyment of life and property is actionable under Indiana law as a nuisance. The task force identifies offending houses and, where possible, works with and encourages the property owners to take corrective action to prevent illegal activity from occurring on those premises. Where this is not successful, the task force acts on behalf of the neighborhoods and uses all possible legal remedies to eliminate "drug houses" from Marion County.

Some of those legal remedies involve law enforcement tactics as well as enforcement of and compliance with existing ordinances and statutes, including the following:

- Housing Code Enforcement
- Fire Code Enforcement
- Health and Safety Code Enforcement
- Law Enforcement Strategy
- Tenant Evictions by Landlords

- Forfeiture Actions
- Civil Nuisance Abatement Actions
- Comprehensive Civil R.I.C.O. Actions
- Aesthetic Improvements
- Environmental Improvements

The procedure employed by the task force involves the following steps:

1. Property is identified, either by a call from a private citizen or neighborhood association, or via law enforcement detection (i.e., street officers, road deputies or narcotics investigators). In addition, the task force has been involved in targeting various properties for nuisance abatement work based upon both visible and empirical evidence of drug activity.
2. Property is photographed.
3. Property ownership is identified, including tenant status.
4. All available information relating to the particular parcel of property is documented, including investigating liens on the property and all criminal reports involving incidents occurring on the parcel.
5. All available information relating to the owner and/or tenants of the parcel is compiled for future documentation and abatement discussions with the landowner.
6. If the property has been abandoned, it is inspected by Health and Hospital Corporation and the Indianapolis Fire Department and all violations are posted. Future action for demolition may be sought after this point if rehabilitation is not possible.
7. If the property is identified by the neighborhood or owner as a place at which drug activity exists but there is an absence of criminal reports, narcotics officers target the property for surveillance and/or execution of search warrants and all other law enforcement measures available to narcotics investigation. If the narcotics officers are successful in their investigation, arrests are made and cases vigorously prosecuted to conviction. The street-level prosecutor assigned to the area in which the property is located closely follows these cases.
8. Once a pattern of drug activity or other criminal behavior is established, the deputy prosecutor sends a letter to the owner of the property outlining all of the information obtained and listing the steps necessary for the abatement of the nuisance. The letter gives the owner ten (10) days within which to abate the nuisance or obtain compliance with the relevant ordinances or codes or, if necessary, evict offending

tenants. Informal discussions and cooperation between the landowner and the deputy prosecutor and members of the task force lead to an expeditious abatement of the nuisance.

9. The deputy prosecutor, in negotiations with the owner, attempts to abate the nuisance for the benefit of the neighbors and the community. Sometimes, the appropriate settlement may involve forfeiture of the property interest and eventual sale, or the property's return to the appropriate neighborhood agency for rehabilitation. In addition, demolition of the property may be the only option in some cases.

10. Should the landowner fail to respond, the deputy prosecutor requests by letter to the Indianapolis Fire Department, Health and Hospital Corporation and any other appropriate agency, that a coordinated inspection of the target property be performed and citations for fire and housing code violations given where necessary. Tenants are removed from the house until deficiencies are corrected where health and safety considerations require it. Copies of the citations are forwarded to the deputy prosecutor and further attempts to talk with the property owner are made to encourage them to abate the nuisance.

11. Those landowners who refuse to cooperate in the abatement of a nuisance are subject to a lawsuit filed by the Marion County Prosecutor's Office or City Legal Department alleging all violations of ordinance or state law. At the time of the filing of the lawsuit, the deputy prosecutor seeks an emergency restraining order preventing the owner and/or tenants from using the property in a criminal manner. Subsequent incidents of drug or other criminal activity on the property results in the deputy prosecutor requesting sanctions for contempt of court against the owner and tenants. Remedies may include damages, abatement and injunctions where necessary.

12. If appropriate, a forfeiture action is also pursued in cases in which the evidence proves that the owner had knowledge of or was an accessory to the illegal activity occurring on the property.

13. If appropriate, a civil R.I.C.O. action may also be pursued where evidence establishes a pattern of criminal activity by the landowner involving the particular parcel.

The role of the deputy prosecutor in the nuisance abatement area consists of organizing and using all available legal means to abate nuisances and provide neighborhoods with a safe, clean and healthy place to live in Marion County. This involves meeting with landlords and neighborhood associations to listen to the problems that exist within the community. It also involves working with law enforcement and all other city and county agencies to determine the variety of resources available to the

neighborhoods. Finally, it involves encouraging the passage of legislation in the nuisance area involving expedited evictions, expanded standing provisions for civil actions and various other criminal legislation to supplement the street-level efforts of nuisance abatement.

Besides aggressive nuisance abatement work, the deputy prosecutor also appears on behalf of the state at the Alcohol Beverage Board of Marion County, on the local and state levels. Acting upon criminal investigations or neighborhood complaints, the deputy prosecutor remonstrates against an applicant's obtaining, renewing or transferring a liquor license. This is a facet of the street-level prosecution that targets commercial enterprises (liquor stores and taverns) on whose property illegal activity is occurring which is negatively affecting the community.

CRIME PREVENTION/ QUALITY OF LIFE INITIATIVE

D. "Neighborhood Impact" Program -- This program targets specific neighborhoods or "beats" with substantial drug activity, providing neighborhoods with direct access and input into felony cases filed in Marion County's Drug Court. When a drug arrest is made in one of the targeted beats, a neighborhood impact statement form is sent to the neighborhood representative for completion and return to MCPO. The form explores how the defendant's drug activity affects the quality of life in the neighborhood. Information contained in the form is incorporated into the presentence report that the judge in Drug Court uses to decide what sentence to impose.

Another component of this program is Neighborhood Impact Teams. These teams, consisting of the neighborhood representatives, IPD officers from the particular "beat," and the neighborhood prosecutor and paralegal, evaluate the effectiveness of the neighborhood impact statements, discuss crime trends and how to abate them, and generally attempt to foster better communication between MCPO, IPD and the neighborhood.

PROACTIVE PARTNERSHIP INITIATIVE

E. "Block-at-a-Time" ("BAT") Cards -- This is a postcard-sized document created for distribution to law enforcement, neighborhood groups and individuals. It is a means of communicating the concerns of an individual, business, neighborhood, or law enforcement officer to the neighborhood prosecutor for discussion and prioritization with appropriate individuals or agencies. The card requests information about the specific type of problem from drug activity to loud music, loitering or curfew violations, and provides space for information on law enforcement involvement and documentation of follow-up action taken by MCPO.

QUALITY OF LIFE INITIATIVE -- DIRECT INTERACTION W/COMMUNITY

F. **"Crackback" Tour** -- This ongoing program involves MCPO, law enforcement and neighbors, who board buses and drive to and hold open rallies in some of the worst open-air drug dealing and crack houses in Marion County. Participants carry banners, chant anti-drug slogans, use bullhorns, music, and extra lighting to let the drug dealers know that they are being watched and to disrupt the drug dealing occurring in those areas. The Prosecutor is also establishing a schedule of "street-corner Prosecutor's offices" outside the drug houses, and has involved area churches and Cub Scout troops to provide youth participation, musical performances ("A Chorus Against Crack"), and the like.

PROACTIVE PARTNERSHIP

G. **Mediation and conflict resolution program** -- This program involves referrals to a trained mediator at MCPO for the purpose of intervention in neighborhood disputes that involve low-level vandalism or violence in an attempt to keep disputes from escalating. The mediator makes contacts with all parties involved in the dispute and requests their involvement in a mediation session to discuss and resolve disputes. Referrals may be made by prosecutors, law enforcement, citizens or judges.

QUALITY OF LIFE INITIATIVE

H. **Community Victim Advocacy** -- This program involves having a MCPO victim advocate assigned to provide victim advocacy services, shelter or counseling referrals, domestic violence information, and to answer questions about filing cases, court procedure, and MCPO's domestic violence and family advocacy services, in a neighborhood community or service center. One of the future goals of this program is to expand these services to provide victims the opportunity of swearing out citizen complaints and completing citizen intake at locations in the neighborhoods.

PROACTIVE PARTNERSHIP INITIATIVE -- DIRECT COMMUNITY INTERACTION

I. **"Case Watch"** -- This is a tracking program whereby street-level prosecutors, when making a screening and charging decision, notify the assigned prosecutor that this case or defendant should be targeted or "watched." The assigned prosecutor then follows up with the neighborhood prosecutor at crucial stages in the proceeding so that interested neighbors can follow the progress of the case. Certain cases are also targeted or "watched" at the request of neighborhoods or concerned citizens, who in turn are asked by MCPO or IPD to alert them if the defendant is seen in the area again, most likely violating a stay-away order. Neighborhoods are provided with photos and names of individuals ordered to stay away so that violations can be reported and additional charges filed and/or bonds revoked.

J. **Court Watch** -- This program (still in the formative stages), while created through a joint effort of IPD's Crime Watch

program, the Mayor's Office and MCPO, requires substantial involvement of the neighborhood prosecutor and paralegal. Citizens involved follow cases in court, attending hearings, trials and sentencings, and make known their concerns about this defendant and how his or her behavior affects the quality of life in a neighborhood. Citizens are also encouraged to provide suggestions for improving the administration of justice generally. MCPO is involved in providing specific court date information, ensuring that the court prosecutor is aware that the neighbors will attend hearings, communicating with neighborhood representatives about the status of a case, and assisting in training neighborhood representatives about the criminal justice system and courts and court proceedings.

CRIME PREVENTION/PROACTIVE PARTNERSHIP -- EDUCATION

K. **Legal Lives** -- Adopted from a Brooklyn, New York program for 5th grade students, deputy prosecutors are assigned to a 5th grade class for an entire school year to teach young people about the criminal justice system, to help them learn to think critically in difficult situations, and to learn to understand the consequences of the choices they make. Through role-playing, young people learn about drugs, guns, gangs, and making tough decisions which build self-esteem. The culmination of the program is a mock trial that the students prepare and perform the roles of lawyers, judge and witnesses.

EDUCATION/CRIME PREVENTION/PROACTIVE PARTNERSHIP

L. **Safe Schools** -- In this program, deputy prosecutors are assigned as liaisons to area high schools and middle schools to answer questions about juvenile issues, be available to speak to classes, and to give each school a contact person for criminal justice concerns. Safe school liaisons will be encouraged to work with school officials to conduct safety surveys and inventories regarding such problems as gang activity, gun possession and drugs, and to develop explicit strategies for addressing identified problems.

Future Directions

Within the next six months, Prosecutor Newman will expand the street-level prosecution program to add two additional neighborhood prosecutors for both of the districts serviced by the Marion County Sheriff's Department. Also, plans are underway to assign felony cases in the Marion County Drug Court to prosecutors solely according to the geographic divisions used by IPD and the Sheriff's Department, so that each prosecutor in drug court would prosecute only those cases occurring in one law enforcement service area.

Prosecutor Newman also plans to prosecute juvenile cases by assigning cases in the four courts of the Marion County Juvenile Court system by geographic area. Each court would be assigned cases from one of IPD's four service districts, and the two

Sheriff's districts would be assigned to one or two courts, as needed to balance caseloads evenly among the four courts.

A long term goal will see the Marion County Municipal and D felony courts having cases assigned by geographic area, as well. These assignments will create teams of street-level prosecutors working together on crime problems, prevention, and strategies in one area serviced by one district of IPD or of the Sheriff's Department. The Prosecutor intends to use the opportunity provided by an impending statutory court reorganization/consolidation (including new court leadership) to pilot Marion County's first fully-integrated neighborhood/quality-of-life court.

Conclusion and Critical Success Factors

The "Street-Level-Advocacy" emphasis has made significant progress toward shifting the paradigm of prosecution in Marion County, Indiana, during the first six months of 1995, all within existing budgetary resources. Several short-term tasks remain for this year, including successful, geographically-based reorganization of the narcotics and juvenile divisions of the office, expansion of the project into the Sheriff's jurisdiction, and the piloting of a fully-integrated neighborhood-based misdemeanor court.

Critical to the success of this initiative by the Prosecutor in the longer term are (1) success in altering the culture of the Prosecutor's Office so as to value neighborhood accountability at all levels; (2) the ability of neighborhood-based prosecutors to meet rising community expectations through creative approaches to crime and disorder reduction, and effective channeling of information to deputy prosecutors within the reactive divisions of the office; (3) the Prosecutor's ability to convince courts to simplify and support geographically-based reorganization efforts; (4) the design and application of greatly enhanced criminal justice data analysis tools (with geographical and demographic emphasis) as an aid both to strategic planning and evaluation; (5) the securing of sufficient funding to promote initiatives in data analysis and outcomes measurement, as well as adequate staffing for meaningful geographic coverage; and (6) the ability of the office to demonstrate and document tangible successes in the reduction of fear and disorder in discrete neighborhoods, by adding value beyond what can be offered by a merely efficient, skilled and aggressive case-based operation.

COMMUNITY PROSECUTION:
*Building Partnerships Among Communities,
Police, and Prosecutors*

NEW YORK COUNTY DISTRICT ATTORNEY'S OFFICE

ROBERT M. MORGENTHAU
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NEW YORK COUNTY

AUGUST, 1993

NEW YORK COUNTY DISTRICT ATTORNEY'S OFFICE

COMMUNITY PROSECUTION

Community policing, implemented recently in New York City and a number of other large metropolitan areas, refocuses police resources to address the particular needs of different neighborhoods. Addressing the underlying problems contributing to crime, increasing police visibility, and developing cooperative relationships between police and community members is intended to accomplish long term reductions in crime. However, these improvements will be achieved and sustained only if the rest of the criminal justice system supports the strategies undertaken by police. This is especially true of urban areas overrun by drug trafficking or impacted by violent crimes and other serious offenses committed by organized groups or repeat offenders. Community-based crime prevention techniques, alone, are unlikely to be successful in neighborhoods where residents fear reprisal from drug gangs and other predatory criminals for cooperating with law enforcement. Prosecutors must assist police and community members by providing the leadership and legal expertise necessary for undertaking long-term, in-depth investigations of gangs and high-rate dangerous offenders responsible for the elevated incidence of violence. Essential to preventing crime is creating the conditions that result in the high probability that those who commit crimes will be caught and brought to justice.

The New York County District Attorney's Office proposes a strategy -- emphasizing partnerships among prosecutors, police, and communities -- to identify crime patterns and trends much sooner than previously possible, analyze these patterns proactively, develop solutions which prevent crime and ensure swift and certain judgment, implement these solutions, and measure the resulting impact on the community. This is a comprehensive and coordinated response which will: (1) integrate community policing strategies with community-based prosecution to increase the certainty of judgment and to prevent crime from recurring, (2) concentrate law enforcement resources in order to target repeat offenders and remove not only street-level drug dealers but also their suppliers, and (3) establish programs to ensure the long term revitalization of the neighborhood.

This strategy enhances traditional enforcement efforts through public education, recruitment of concerned individuals as well as commercial and not-for-profit organizations, and greater inter-agency cooperation. Community Prosecution is essentially an information intensive strategy. It depends on sharing knowledge and data obtained from a wide range of sources -- in many cases, new or untraditional sources from outside the criminal justice system. Critical to the success of this strategy, therefore, is a state-of-the-art information

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management system whose primary objective will be to aid problem identification and resource deployment to solve crime problems specific to each neighborhood.

Manhattan's Community Prosecution Program

Long committed to involving community members in combating drugs and crime, the New York County District Attorney's Office has developed a Community Prosecution Program which integrates the strengths of community policing with the skills and legal expertise of the local prosecutor's office. This program recognizes that crime problems vary from one community to the next and will also change over time, calling for different types of law enforcement resources and expertise. The proposed Community Prosecution Program is therefore based on a highly flexible and responsive organizational structure which permits the District Attorney to direct resources to each community's most pressing problems and to vary the response as needs change. At the same time, this Program preserves the independent nature of the District Attorney's Office which is essential to maintain the public's confidence in the fairness of the criminal justice system.

Manhattan's Community Prosecution Program is based on three essential components: (1) an active Community Affairs Unit, (2) Project Focus, consisting of small teams of prosecutors which can be deployed to targeted neighborhoods, and (3) a Community-Oriented Information System. The office's Community Affairs Unit, with a professional staff of a dozen community liaisons, is primarily responsible for developing and maintaining lines of communication with community groups, tenant associations, schools, and business, civic, and religious organizations. Unique in its proactive approach and its emphasis on problem assessment and community involvement, Project Focus teams utilize a project management approach to eliminate the sources of violent and serious crime in targeted geographic areas. In support of these efforts, the office is developing a Community-Oriented Information System to enable decision-makers to evaluate a wide spectrum of information across various dimensions, including geographic analysis of crime patterns and case outcomes.

The office's Trial Division, consisting of 350 attorneys, is responsible for prosecuting the vast majority of Manhattan's arrests, which are assigned to prosecutors on a rotating basis. Vertical prosecution, where one prosecutor has responsibility for each case from the initial investigation to the final disposition, ensures the continuity of case management which is especially critical to ensuring successful outcomes. The Community Prosecution Program operates in concert with the rest of the Trial Division, essentially as an overlay which can be deployed as needed to enhance the investigation and prosecution of crime problems unique to particular neighborhoods. Community Affairs staff enlist the assistance of community members and ensure the flow of information between prosecutors and the community, essential to the success of Project Focus. The Community-Oriented Information System

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provides a flexible and responsive means for collecting, analyzing, and reporting information obtained from community members, law enforcement agencies, other external sources, and the many internal sources of information including AJIS, the office's main case tracking system. Continuous monitoring of crime problems and patterns throughout the office's jurisdiction permits the identification of neighborhoods whose needs can best be addressed by Project Focus teams.

Community Affairs Unit

The New York County District Attorney's Office is a strong proponent of incorporating the community in fighting crime. In 1985, the office established the Community Affairs Unit, which has developed a wide range of alternative, community-based law enforcement strategies. The unit works closely with block associations, tenants organizations, and other groups to identify their most pressing crime problems. Community Affairs staff train law-abiding citizens to assist the criminal justice system in solving these problems. During the past eight years, the unit has worked closely with -- and in some cases helped organize -- a number of community groups, including Save Our Streets, Youth Force, and the Parent Leadership Project, which have contributed substantially to a better quality of life in the city.

The unit's staff of a dozen community associates are organized in two teams, representing northern and southern Manhattan. Each associate is assigned to a specific geographic area and is responsible for the office's relations with residents, businesses, and organizations within this area. Community associates, often accompanied by a senior assistant district attorney, routinely attend meetings of Community Boards, block associations, public housing tenant groups, senior citizens groups, and other organizations, where they represent the office, listen to the concerns of community members, and inform them of the status of specific cases and of various law enforcement initiatives. The associate relays concerns about a specific incident or defendant to the appropriate prosecutor handling the case. Where patterns in criminal behavior are noted by the community, the associate works with precinct commanders and with prosecutors to enhance enforcement and prosecution efforts as well as with other city agencies to improve services to the community as needed.

At community meetings, associates instruct residents how to report crime, who to contact, and what alternatives they may pursue, including victim-witness services, domestic violence counseling, and eviction of drug-dealing tenants. Community associates are also available to assist communities in organizing tenant or resident patrols and other anti-crime activities. In addition, court monitor training is provided to all interested residents who are invited to observe the proceedings in housing and criminal courts. Court monitoring is both

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an effective and very popular means by which the community can continue to be engaged in and informed of the criminal justice system's response to its concerns.

The Community Affairs Unit also coordinates a comprehensive, law-related educational program for youths called "Legal Bound," including classroom presentations and bilingual drug prevention lectures at over 250 Manhattan schools, mock trial competitions, and a seven-week Summer Internship Program providing students invaluable work experience and exposure to the workings of the legal system. Building on this expertise, the office has designed a law-related curriculum which engages teenagers in discussions about drugs and the role of law enforcement in their community. This curriculum, which teachers in public and private schools throughout Manhattan are trained to use, deals with the operation of the criminal justice system and covers a wide range of issues from how to report crime to the consequences of illegal drug use. The first section of this curriculum addresses issues raised by the Rodney King incident in Los Angeles last summer, including: the use of force by police officers, when it is justified and when it is not, how an individual is protected by civil rights and due process, and how police misconduct should be reported if it occurs.

Project Focus

Initially, much of the information obtained by Community Affairs staff was used for tactical purposes, typically involving the investigation and prosecution of specific cases. In 1990, this office launched Project Focus in order to address the surge in crime in northern Manhattan by using community-generated information to achieve *strategic* as well as *tactical* objectives. In collaboration with the New York City Police Department, Project Focus gathers intelligence with a view toward eliminating the sources of violent crime in targeted geographic areas. Project Focus is unique in its proactive approach and its emphasis on problem assessment and community involvement.

The Project Focus team collects intelligence on ongoing criminal activity and monitors and coordinates law enforcement efforts within a well defined geographic area. Individual assistant district attorneys concentrate their efforts on the unique crime problems of specific neighborhoods corresponding to the patrol areas or beats assigned to community police officers. Data is gathered from a wide variety of sources, including community and tenant groups, landlords, police reports, executed search warrants, and this office's Community Affairs Unit and Adult Justice Information System. Using this information, the Project Focus team develops an intelligence base enabling it to identify an area's most active criminals and to track current patterns of criminal activity. Prosecutors work with police to establish goals, identify the specific law enforcement resources to be deployed, and design an implementation plan which focuses on the most pressing crime problems in each community. This approach has led to the successful prosecution of leaders of drug gangs

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who have terrorized individual buildings and entire city blocks. In several cases, community information has helped obtain lengthy prison sentences for gang leaders who are known to be responsible for a number of violent crimes but have no previous criminal record.

The benefits of Project Focus go beyond the immediate neighborhoods that the program targets. Members of organized criminal gangs often commit violent crimes in areas outside of their usual turf. And, because Project Focus assistant district attorneys share intelligence on criminal organizations with other prosecutors working in this office -- and in other boroughs as well -- information that is gathered for Project Focus can often be used to solve homicides and other serious crimes that have occurred all over the city. For example, information gathered for Project Focus' efforts in the 34th Precinct was instrumental in obtaining a 44-count indictment against a violent and heavily armed cocaine trafficking organization that terrorized residents of West 157th Street. This group intimidated and even killed law-abiding citizens who tried to interfere with their operations. By coordinating the efforts of police and prosecutors, Project Focus helps to dismantle the gangs that are the cause of much of the city's violent crime, thereby avoiding the displacement effect which sometimes occurs after police "sweeps" drive criminal activity into surrounding neighborhoods.

The 34th Precinct was chosen as the initial target of this pilot program because of the extremely high level of violent crime in that community. During the past few years, the 34th Precinct has led the city with the most murders. Law enforcement intelligence indicates that up to two-thirds of these homicides are drug-related. However, because witnesses to such homicides are commonly threatened or intimidated by gang members, fewer than half of all murders that occur in the 34th Precinct are ever solved. Project Focus, working closely with both beat cops and the community, has already begun to have an impact: felony crimes decreased both in 1991 and 1992, representing a significant new trend after four years of sharply increasing crime rates. The number of reported crimes in the 34th Precinct is now at its lowest point since 1988. Largely because of this success, the office is now planning to deploy two more Project Focus teams in other neighborhoods in Manhattan.

Community-Oriented Information System

The Community Prosecution Program is essentially an information intensive initiative. It recognizes the value of collecting, processing, and reporting a much larger quantity of information from a much wider variety of sources than ever before. Therefore, information management and information systems lie at the very core of this strategy.

Community Prosecution's emphasis on problem identification or needs assessment as well as on program evaluation requires new forms of information support. Essential to its

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success is not only new hardware and software but also *people* -- well trained information specialists or analysts who will facilitate access to and use of information tools for prosecutors and other law enforcement personnel. The identification of neighborhood crime problems, for example, requires experience, creativity, and instinct -- which computers by themselves cannot supply. These information specialists will be deployed flexibly to work as members of teams on a project management basis. They will support the work of the Project Focus teams through their knowledge of outside data sources and their ability to design specialized data collection efforts, to integrate external and internal data, and to produce useful and easily understood reports.

Transaction-based information systems such as traditional case tracking systems have served prosecutors well during the past two decades. These systems provide timely and accurate data on individual cases as well as data aggregated at various organizational levels for management purposes. However, the information systems necessary to support Community Prosecution must be able to:

- (1) Support problem identification, program evaluation, and information sharing with external actors, and
- (2) Support these functions at three levels: strategic planning (i.e., assessing long-term trends among multiple jurisdictions), managing organizational resources (i.e., where, how, and when to deploy Project Focus teams), and managing operations (i.e., problem identification at the neighborhood level).

Problem identification requires the ability to analyze crimes and other "incidents" across a wide variety of dimensions. Prosecutors must be able to aggregate and disaggregate, or "slice and dice," data in order to identify crime patterns by: crime type, geographic location, criminal history, relationships among known suspects, etc. In addition, data used by prosecutors increasingly comes from external sources. The computing platform (hardware and software) must therefore permit the ability to manipulate and link data from external sources in different formats with internal information systems. Three key features of the Community-Oriented Information System include:

- (1) Geocoded data -- coding all major databases to permit geographic analysis.
- (2) SQL-based platform -- using Structured Query Language (SQL) database management systems to permit internal and external computer systems running different software to communicate and exchange data easily.
- (3) Flexible structure -- consisting of a core of centralized information augmented by decentralized data collection, analysis, and reporting capabilities.

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These three features are central to the design of a wide array of applications incorporated in the Community-Oriented Information System. Described below are several examples:

Intelligence Tracking System (ITS) -- The office has produced a database management system specifically designed to meet the needs of prosecutors and investigators. ITS facilitates data collection and enhances the ability to analyze large quantities of data for patterns which provide insight to crime problems. For example, a database of executed search warrants can be linked to a database maintained by Community Affairs which includes reports by community members of drug trafficking retail locations. Prosecutors can then determine if police have already targeted any of these locations, what evidence was uncovered, and which locations should now be targeted for additional, enhanced enforcement efforts. *Status: Fully operational.*

Mobile Computing -- Portable personal computers with modems and printers which facilitate specialized data collection efforts and provide links to internal systems for staff at off-site locations. The office's senior assistants now use the Homicide Notebook (a portable PC, printer, and modem), designed to assist them in investigating homicides in the field. While working at crime scenes, in neighborhoods, or at police precincts, prosecutors can access the same information systems and services they can access via their desktop PCs. For example, they can dial in to the office's case tracking system from any remote location and verify the current status of any case or group of cases, investigate a suspect's criminal history, and generate search warrants, material witness orders, and many other legal documents quickly and easily. *Status: Fully operational.*

Contact Manager System -- This system is designed to track all contacts made between the office's Community Affairs staff and outside organizations. The Contact Manager System provides a number of useful tools, enabling staff to document contacts, assign and monitor projects and individual tasks, and produce routine activity reports. One of its most outstanding features is its flexibility -- the system is designed to adapt to the changing needs of the unit and of community organizations. *Status: In development -- prototype has been completed and fully operational system is expected in three to six months.*

Program Evaluation/Community Feedback -- Geocoded information systems will permit routine and ad hoc monitoring of crime and case processing trends by geographic area, however defined: precincts, community districts, school districts, or specially chosen "target areas." For example, if a community group identified a new 3-block area as recently inundated by drug dealing, the information system could be easily queried for all arrests and case dispositions originating from that location for the past several years. In addition, all new arrests from this area could be monitored and their current status or dispositions reported back to the community. *Status: In systems planning and analysis phase.*

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Executive Information System -- A computerized system that provides executive legal staff with easy access to internal and external information that is relevant to the office's overall objectives. Geocoded data will permit senior managers to review strategic information by geographic location in addition to other variables of interest. For example, the Trial Division Chief might be able to monitor the current status of all homicide cases with the capability of examining information by precinct, community district, or city block as readily as by Trial Bureau or assigned ADA. *Status: In systems planning and analysis phase.*

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As prosecutors seek to be more responsive to the diverse needs of communities within their jurisdictions, they are increasingly in need of more sophisticated and adaptable tools to manage information. Prosecutors must be able to identify problems at the neighborhood level, decide how to deploy limited resources, and evaluate the impact of community-based initiatives. As a result, new forms of information management are required. The New York County District Attorney's Office is dedicated to developing the information tools necessary to meet this challenge.

COMMUNITY JUSTICE: THE AUSTIN EXPERIENCE

by

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The Crime Problem

There is a rapidly developing consensus about crime. Those of us who daily deal with criminal behavior are learning what the public probably already knew, that punishment, by itself, does little to change behavior. Typically, persons from high-risk areas who commit crimes in our cities are sent to state prison units in isolated rural areas where they become part of a community of criminals with a support system that reinforces their criminal behavior. Once released, they return to our communities as tougher, angrier, more skillful criminals, graduates of what are, in effect, colleges for crime. They often commit other crimes, are caught again, and are sent through the system again. As a strategy for reducing and controlling crime, this is senseless, dangerous, and expensive, and it works for nobody except those who make a living from the prison industry.

Punishment, or the threat of it, operates as a deterrent mostly to those who are not disposed to commit crimes in the first place. It works well for us, nice folks say; all that is needed for it to work well with criminals and those at risk of criminal behavior is just more of it. It would be nice if it were that simple. All we would have to do would be to make sure we have enough prison space for every offender and see to it that prison was as unpleasant as possible. We've pretty much done that in Texas, at least for now. And the crime rate is down, for now. But it's coming back, because we have done nothing about the conditions that cause crime in the first place.

Dysfunctional families torn by domestic violence and child abuse; substance abuse; economic instability; deteriorating neighborhoods — all are related to and form a negative interdependence with each other and with ethics abuse at the top that trickles down like acid rain. These are the true causes of crime. There is no way to put and keep all the criminals in jail because, just as an untended garden keeps on producing weeds, our eroded communities sprout crop after crop of criminals. The punishment we mete out to any given offender, no matter how severe, has no more effect on his replacement than the fate of one weed has on its successor.

The only way to realistically impact crime is to strengthen the community. That can only be done by reweaving the fabric of community. That fabric consists of family, extended family, neighborhood, school, church, workplace — that matrix of threads carefully woven over the years (centuries, in some cases) that gives meaning to our lives. It is that web of relationships — the ethics infrastructure — that regulates behavior, not the law.

The Concept of Community Justice

Community Justice is an effort to reweave the fabric of community by forging a partnership between local governmental entities, the private sector, and community groups to facilitate the performance by private citizens of the functions that were once performed by the extended family, neighborhood, and school. It consists of a matrix of programs designed to increase cooperation, coordination, and collaboration among and between citizens, their local governments — city, county, and state — and private enterprise. The focus of the programs at the most intense, private, and personal level is the development of the kind of caring relationships between individuals that form the basis of community and which can only happen through the sharing of pain and joy. Such sharing once was part of the warp and woof of community, but as the community's fabric has frayed, the personal sharing of lives has diminished, and the resulting erosion of the quality of our public life is profound. The solution is to replenish our social capital, and that is what we have set out to do.

Government involvement in much of this process is through the Community Justice Council, which consists of ten elected officials, including prosecutors, legislators, city council and school board members, and judges, who formulate the community justice plan for Austin and Travis County. They are advised in this effort by the Community Justice Task Force, which consists of fifteen appointed officials, among whom are the Chief of the Austin Police Department, the Superintendent of the Austin Independent School District, and the directors of the Juvenile and Adult Probation Departments. Connecting these agencies and entities to the community is the Neighborhood Protection Action Committee, which consists of twenty-five citizen activists chosen from the neighborhoods.

Most governmental entities in Austin and Travis County seek to reach out to the community, and many of those efforts, like the Community Justice Center, have sprung from the Community Justice Council planning process. Others, like the Appropriate Punishment Team, the Child Protection Team, the Children's Advocacy Center, and others have risen out of the work of individual agencies, such as the District Attorney's office. Together, they represent an effort to create connections between people by building a loom upon which to reconnect the threads of community.

Goals and Objectives

Crime and other social dysfunctions necessitate intervention by the community acting through its government. Increasingly, however, government is disjointed from itself and from community. People feel more and more isolated from each other and from their government, and as a result take less and less ownership of either social problems or solutions, even though the effects of the problems are gradually destroying our quality of life. Proposed solutions mostly involve doing more of what we've done in the past which we know doesn't work. Crime is a function of dispirited and eroded neighborhoods with little in the way of either social capital or the hope that comes with it. Community Justice is an effort to use the opportunities for intervention provided by crime and related social dysfunctions as tools to begin the process of rebuilding the social capital upon which community is based.

The goal of community justice is to engage the entire community in the effort to rebuild social capital by reweaving the fabric of community. The objectives are: 1) to develop and maintain collaborative and cooperative relationships among and between entities of government; 2) to establish partnerships among coordinated government entities and private enterprise; and, 3) to create opportunities for citizen interaction and involvement with each other, private enterprise, and government entities to address issues of crime and related social dysfunction.

Program Components

Each troubled life that comes through our child protective service agencies, juvenile halls, jails, courts and prisons is a broken thread that we cannot afford to leave hanging. Nor can government directly provide the extensive and intensive caring, tough, personal confrontations, interactions, support networks and sheer human involvements upon which behavior change and recovery seem significantly to depend. Yet every broken thread is an opportunity for those who are affected by that life to connect with it and each other as they come together to deal with the problems presented. Progress toward the goal of rebuilding social capital is evidenced by the number and nature of programs we have developed that bring people together in common effort between government, citizens, and the private sector.

The Community Justice Council of Travis County — A Structural Model For A Community-Wide Response To Crime

Jail and prison overcrowding has resulted in new ideas about what to do with people who commit crimes. Most of these innovations are focused on community-based corrections and involve a change in how we have come to view our criminal justice system.

That is what we call the apparatus we use for protection from crime — the criminal justice system — but it is not really a system.

In reality it is a loose-knit collection of independent, autonomous offices, agencies, and individuals each with a separate duty. The public, who pays for it and for whose safety the system exists, has not been directly involved in the system since the days when it was each citizen's duty to mount the watch or ride in posses.

That's changing now, however. We're beginning to realize that maybe our forebears had the right idea when they made protection of the community a team effort. After all, crime comes from community, and community is the place to stop it. This is the idea behind the Community Justice Council.

The mission of the Community Justice Council is to "empower neighborhoods and individual citizens to create and maintain a safe community which cherishes individual freedom." The mission of the Travis County community justice planning process is, in turn, to "increase public safety and reduce crime through coordinated systems of law enforcement, victim services, programs and incarceration for both juveniles and adults, "... in full partnership with the community."

This active partnership is attained through myriad working groups and committees which represent a vertical integration of elected and appointed criminal justice officials, service delivery professionals and private citizens who work together to propose and develop new programs and initiatives, recommend changes to improve existing systems, or both. Utilizing trained facilitators and structured results-oriented work processes, these working groups and committees are generally formed around a specific issue needing attention and are charged with reporting back to the Community Justice Council with proposals for change and action plans for implementation.

Community Justice Pilot Program

The community justice pilot program is the cornerstone of our efforts to holistically and comprehensively address the risk-taking behaviors of low-level drug and property offenders. Its focus is a community corrections facility located adjacent to a high-risk area.

The Community Justice Center initiative seeks to change the status quo by developing innovative and holistic approaches to correcting criminal behavior. We believe this can be achieved by improving and increasing the collaborative efforts between individual citizens, private enterprise, the community, and government to reach high-risk families, youth, offenders, and ex-offenders.

The community justice pilot program began with citizen input. Citizens helped evaluate and select a site for the Center and are involved in assessing the facility design and programming plans. The District Attorney and members of the Commissioners' Court held a series of public hearings to talk about the concept and gain citizen input. Once the site was selected, approximately two dozen individual neighborhood meetings were held to discuss citizen concerns and questions with their county commissioner.

While the center is under construction, over 100 community and private enterprise volunteers are helping county government to develop successful strategies for the transition of offenders from the Center into society. These volunteers are focusing on five major areas: housing, employment, continued substance abuse counseling, life and family skills, and education. These citizens are developing strategies and identifying needed resources to ensure the success of the transition program.

Everybody involved recognizes that in order to realize the full continuum of sanctions and services needed to attempt a reduction in recidivism through radically changing the behavior of

offenders, we must leverage existing community resources – both financial and human. These resources can include in-kind services and contributions from partner agencies as well as volunteers working in a variety of capacities.

Volunteers are key to a successful and gradual transition of offenders into the community. Once offenders are released from the Community Justice Center, continuing correctional support is central to preventing repeat offenses. As public dollars become tighter, we cannot look to government funding alone to support such efforts. If community justice is to succeed, each of us and our institutions – neighborhood centers, churches, schools, employers – has a role to play in reducing recidivism within our community through commitments of our time, talents, and physical and/or programmatic resources.

In developing the initial proposal for the community justice pilot program, the Community Justice Council and Task Force held a joint meeting where each constituent agency was asked to bring to the table any contributions they might be able to make. Over 2 million dollars in in-kind services and 10,000 person hours were proposed.

Community members have already volunteered many hours to this effort through service on working groups and committees developing the concept of the pilot program, selecting the site for the Community Justice Center, developing and reviewing the request for proposals for the facility design and programming components for the Center, presenting letters of support to the state for our pilot program, helping with community education and awareness of the program, and presently by participating on transition teams developing community-based offender transition components in eleven substantive areas of endeavor.

Another crucial volunteer component is that of the faith community. We believe behavioral rehabilitation will not occur without some sort of spiritual change at the person's very core. The local faith community has been and continues to be a highly active and crucial part of our efforts. This is evidenced by the involvement of interdenominational faith coalitions, such as Austin Interfaith, as well as faith-specific leaders such as the Catholic Diocese of Austin and Baptist Ministers Union. Additionally, a group of religious leaders from high-risk crime areas came together almost two years ago to begin discussions with us on developing a spiritual component for the Center. This group has evolved into an interdenominational team that is now working on the spiritual change component for the center.

Appropriate Punishment Team (APT)

The Appropriate Punishment Team (APT) is an interagency program designed to provide quick and suitable punishment recommendations for accused felons incarcerated in the Travis County Jail. The primary goals of the APT program are reduction of future criminal behavior through the recommendation of sentences appropriate to the defendant and crime and reduction in the length of jail time between an offender's arrest and case disposition.

APT provides other benefits beyond these goals such as more complete information on defendants earlier in the justice process, the reduction of grand jury workload, the increased participation of victims of crime, and improved communication and cooperation between county agencies and members of the criminal justice community. It is a collaborative process.

The Appropriate Punishment Team is composed of a sheriff's office jail counselor, a pre-trial services court officer, a community supervision and corrections officer, a secretary, a paralegal, a victim/witness counselor, an assistant district attorney, and a deputy district clerk. Each member performs a unique function within the team, collecting valuable information about the defendant which is later shared at a meeting. The members also bring their individual experience and knowledge within their field of expertise to the meeting. Utilizing this information and insight, a recommendation on punishment is formulated for each defendant with consideration to public safety, his criminal history, and his individualized needs. (Note: See the July 1995 issue of *Texas Probation* for additional information concerning the Appropriate Punishment Team).

SHORT Program

Drug Abuse/Dependency Program

This is a new kind of drug court that treats the offender as an addict rather than as a criminal and strives to reduce drug-law violations by reducing addiction. The judge takes an active, leadership role in treatment. An array of therapeutic approaches and supportive resources (e.g., education and job training) are provided to make the program responsive to a broad range of levels and types of drug addiction. Frequent urinalysis is used to promote the client's self-responsibility. The promise of having the charge dismissed when treatment is successfully completed provides a strong incentive for the client to stick with the program and make the kinds of behavioral changes that lead to a life free of drug addiction and crime.

SHORT is a collaborative effort involving the Austin Police Department; Travis County Jail; Municipal Jail; Pretrial Services, which is the fiscal and programs administrative entity for SHORT; the District Attorney; defense attorneys appointed to the Diversion Court and paid by the District Court; District Judges; the Municipal Court, which provides a courtroom for SHORT; Austin-Travis County Mental Health and Mental Retardation (MHMR) serving as the treatment provider for SHORT; American Institute for Learning and SER Jobs for Progress which can provide GED preparation and job training programs for program participants; and, city, county, and state government entities which provide funding for the program, such as the grant awarded for SHORT by the State's Narcotic Control Program in October 1994.

Juvenile Agency Coordinating Committee (JACC)

In Travis County, as in most jurisdictions, responsibility for responding to juvenile crime and youth development issues is spread among various independent agencies and entities which report to different elected officials or bodies of elected officials. Coordination of effort and the development of collaborative strategies by these agencies are crucial to the provision of an effective system-wide response to juvenile crime.

The Juvenile Agency Coordinating Committee (JACC) is a standing committee of the Community Justice Council established to ensure that juvenile justice policies in the Austin/Travis County area are coordinated and that intervention strategies are developed, implemented and monitored as a system-wide collaboration. JACC promotes community-based juvenile programs

and consists of both elected and appointed representatives of local city, county and state governmental offices, including the school board and the juvenile court. JACC's primary purpose is to provide consistent policy oversight and to coordinate the operations of the agencies involved in the juvenile justice system.

Neighborhood Conference Committees

Because of the increase in the number of crimes being committed by juveniles as well as an increase in the level of violence, communities are being called upon to respond to the problem of juvenile crime in a different manner than in the past.

The neighborhood conference committee is a project that brings the juvenile justice system and neighborhood community members together in a joint effort to resolve problems for certain non-violent juvenile offenders. Travis County Juvenile Court focuses the vast majority of its resources on repeat and serious felony offenders. This results in a lack of timely and meaningful sanctions for minor offenders which in turn contributes to the rising number of repeat offenders. Neighborhood Conference Committees are an innovative alternative to the formal juvenile justice system that sends certain children back to their own neighborhoods for resolution of problem behavior.

The Committee process will involve intervention, contract and follow-up. In this process the juvenile and his or her parents meet with a panel of community members to discuss problem behavior and enter into a contract with the juvenile that outlines a plan for the juvenile to improve his/her conduct. The juvenile is then monitored by a committee member for completion of the contract requirements. Depending on compliance, the case can be closed or referred on for formal juvenile court involvement.

Appropriate Corrections Teams (ACT)

Appropriate Corrections Teams are made up of a prosecutor, police officer, juvenile probation officer, and a citizen volunteer who would collaborate and devise a corrections plan for a first-time juvenile offender.

This program is designed to maximize the probability of rehabilitation at the time of the first offense. The goal of the Team would be to make expeditious and comprehensive recommendations for case disposition, including punishment, treatment, or a combination of the two. The concept would seek to make more consistent, appropriate use of the resources available to juveniles and to deter the juvenile from re-entering the system at a later date. This program would seek to involve the community in the process and provide greater emphasis to the rights of victims and public safety. The sharing of this decision-making also brings together divergent philosophies of police officers, juvenile probation officers, prosecutors, and citizens.

Travis County Child Protection Team

Child abuse is a significant social issue facing our community. In 1994, over 1,300 confirmed cases of abuse and neglect were investigated in Travis County.

The system for dealing with child abuse in Travis County consists of a network of government agencies with distinct individual mandates under the law but whose collective goal is the

primary interest in the protection of children. The community and the agencies which deal with child abuse are strongly committed to a collaborative approach to the problem in order to avoid the "revictimization" of children by the system itself and to better meet their respective mandates.

This revictimization occurs when the child victim is forced to tell his or her story over and over again to representatives in each agency involved in child abuse investigations. Such interviews often take place in strange and forbidding environments. Revictimization is further aggravated when the agency representatives do not communicate with one another. The child is often left with the feeling that, since the victimization by the system is worse than that which brought them into the system, they made a mistake in telling about the abuse in the first place; or worse still, the child tells of the abuse only to be returned to an abusive situation.

To improve the system's response to children, the community and the agencies which deal with abused and neglected children established the Child Protection Team in 1991. With the formation of this Team, member agencies and the community made their commitment to collaboration a reality and began to work together on a daily basis. Because of this collaboration, children are now better served by the system that was put in place to protect them. The mission of the Travis County Child Protection Team (CPT) is to more effectively protect the children of this community by consolidating the community, investigative, legal and social services provided by the Travis County District Attorney's Office, Travis County Sheriff's Office, Austin Police Department, their respective Victim Services Divisions, the Travis County Children's Advocacy Center and the Texas Department of Protective and Regulatory Services (Child Protective Services) into one collaborative effort.

All of the above entities work together in the same building with the exception of the Children's Advocacy Center staff who work at the Center itself. All referrals concerning children in Travis County come into this location and are cross-referred among agencies. All interviews of children under twelve years of age are conducted at the Center and all the professionals who are assigned to investigate the case go to the Center and meet prior to and during the interview of the child. Much collaboration also occurs at the CPT site between attorneys, law enforcement officers and caseworkers.

This collaborative working arrangement has proven to be very beneficial to the quality of investigations and has led to better joint decisions with regard to child protection and criminal prosecution. Without a doubt, one of the greatest benefits is the removal of barriers between the entities. After working together for only a short time the walls between the agencies came down and the Child Protection Team actually became one organization, not merely a group of its components; it became a synergistic experience where the whole was greater than the sum of its parts.

Travis County Children's Advocacy Center

The Children's Advocacy Center represents the investment of the community in the future of its children. The mission of the Center is to provide the place where members of the community can show their commitment to our children through community

involvement and participation in the intervention, coordination and delivery of services to children. As a non-profit, facility-based community organization governed by an independent Board of Directors, the Center provides the voice of the community in its efforts to protect children.

The facility serves as a neutral, child-friendly environment for interviewing children about abuse or neglect. Through collaboration with other Child Protection Team members, the Center seeks to prevent the re-victimization of the child by the system by minimizing the trauma surrounding the interview and reducing the number of times a child must be interviewed. Advocacy Center counselors conduct forensic interviews of child victims or witnesses.

The Center also provides counseling and support services, information and referral for services to families, volunteer services, community education and advocacy for children. The Center is currently providing a place where medical exams, treatment and referrals for follow-up care are provided to victims by specialists. Responsibilities also include facilitating joint investigations and interviews among member agencies, coordinating multi-disciplinary case staffings, assisting with multi-disciplinary training, and providing case review, case follow-up and case tracking. The Center also provides a Court School program to assist parents and children who are involved in the court system. The Children's Advocacy Center is a full member of the Child Protection Team and collaborates with other members of the Team as the community representative.

Travis County Child Death Review Team

The Travis County Child Death Review Team is a multi-disciplinary panel of professionals including police officers, prosecutors, social workers, and medical personnel who come together to review all deaths of children under 18 occurring in Travis County. Its purpose is to improve communication among all professionals who may be involved or have an interest in how children are dying in the community in order to improve investigations, child protection and prosecution, and help identify preventable child deaths so that appropriate measures can be taken within the community.

The Travis County Team meets for two hours at the Children's Advocacy Center every other month and reviews deaths that occurred over a specified two month period. The case list for review is mailed out before each review and Team members bring all records they have on that child to the review meeting. Information on the child and family is shared and discussed at the meeting.

The Child Death Review Team addresses public education in the area of preventable child deaths. For example, through our reviews, it was determined that a large number of children in Travis County were dying as a result of automobile accidents where no safety belts were used. This data caused the Team to launch a public campaign to educate parents and caretakers about the importance of the use of safety belts. The Team, in conjunction with the Travis County Children's Advocacy Center, put together a public service announcement to address child fatalities from automobile accidents.

Through the sharing of information and expertise, this Team is uniquely qualified to understand what no single agency or

group working alone can: how and why children are dying in their community.

Expected Results and Performance Measures

The expected result of these myriad efforts is an increase in the level of public safety as a result of the rebuilding of our social capital. Each program component tracks unique measures to monitor performance against its own stated goals and objectives. The most commonly used measure among components is a reduction in the level of recidivism, which is subject to diverse and often conflicting interpretations. The Community Justice Council is working to define more global performance measures that will allow us to judge the balance, comprehensiveness, and efficacy of the community justice model. For example, the involvement of more citizens in matters of local concern increases the connections between people, which raises the public's perception of safety, which in turn makes safer neighborhoods. Comprehensive community justice does not lend itself to traditional measures of "success" as used in the criminal justice arena.

The Community Justice Council is embarking on a unique exercise to devise more effective measures for the community justice continuum as a whole. We hope to develop a road map that allows flexibility in adapting to changing circumstances and environments, assesses the efficacy of programs in terms of the goal of community justice, including an increased feeling of public safety in the community, and provides us with a strategic and reasonable direction as a community for years to come.

Successes and Accomplishments

The result of our efforts is a growing inclusion of community into a collaborative criminal justice process. These efforts have paid off for our community with the following accomplishments:

- From 1993 to 1994, our overall crime rate declined 19% in Austin and Travis County, a more dramatic decline than any other city in Texas or the United States.
- The development of an infrastructure for citizen participation in criminal justice processes, including a training course for lay citizens on criminal justice issues.
- Sponsorship of a series of community forums to hear citizens' concerns about neighborhood crime, which spawned the development and implementation of a neighborhood cleanup program utilizing adult and juvenile probationers in partnership with community groups.
- Development and implementation of a drug diversion court for Travis County, called the SHORT program.
- Development and implementation of a process for more efficient case management of offenders with mental impairments.
- Development and implementation of a request for proposal ("RFP") and a review process for requests submitted by entities for funding of community corrections programs through the local community justice plan.
- Co-sponsorship of a year long television series on the community's response to juvenile crime with the local PBS affiliate, utilizing a deliberative discussion model featuring lay citizens.

- Participation in the Austin/Travis County Community Task Group on Curfew Options, a grass-roots project aimed at developing neighborhood-based prevention and sanctioning options for curfew violators.
- Development of recommendations for improvements in the local juvenile justice system.
- Ongoing development and implementation of correctional systems, law enforcement and judicial components to the city's graffiti abatement program.
- Responding on a continuous basis to local, state and national requests for provision of technical assistance and training on collaborative community organization and mobilization models in community justice.
- Leading the effort to amend legislation mandating the addition of a victims' rights advocate to community justice task forces across the state.
- Attaining designation of Travis County by the State as the site for a community justice pilot program, utilizing our new state jail facility for the cornerstone of the pilot, the Community Justice Center.

In addition, our Community Justice Council serves as a model for other counties in Texas. No other council is as active or inclusive as Travis County. We continually have an average of about 26 community-based groups working on various issues that will ultimately reweave the fabric of our society.

We are pioneering the collaboration between juvenile and adult systems to more effectively deal with rising juvenile crime. Rather than differentiating between the two, we see our juvenile and adult systems as one seamless system responding to the one community problem of crime.

Implementation Issues

The implementation of community justice has presented our Community Justice Council with unique issues. Clearly, resources are an issue with any new initiative, as they are with any traditional response to crime. However, we have sought to leverage the resources of the community through in-kind contributions and volunteer time.

A second issue we have faced has been the buy-in to the process of all key stakeholders. Most are elected officials with their own, but overlapping, constituencies. While all key stakeholders are on board with the process, we continue to seek ways to balance the accountability of elected officials and funding responsibilities among jurisdictions such as the school district, the state, the city, and the county.

Conclusion

We are beginning to see signs of other communities wanting to replicate our Community Justice Council structure. Such replication requires the buy-in of key stakeholders coupled with an investment of resources at the front end. Despite these challenges, we have managed to achieve an initial level of collaboration and cooperation between government, private enterprise, and community primarily within existing resources. The stakes are high in this effort; they amount to the level of domestic tranquility we will pass on to our children. We believe the payoff in the long run will far outweigh any costs up front.

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CC:

REMARKS: ☐ Urgent ☒ For your review ☐ Reply ASAP ☐ Please Comment

Mary, the following pages describe some of the most developed community prosecution efforts established in the US. I am also including a short article that is about to be published in "State Government". Call me if you need any additional information. Helke

Joan. I need
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ASAP. This
to the UK
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FACSIMILE TRANSMITTAL COVER SHEET

United States Department of Justice, Office of the United States Attorney
Judiciary Center Building, 555 Fourth Street, NW, Washington, DC 20001



DATE: 11/20/97

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TO: LEANNE SHIMABUKURO
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FROM: CLIFF KEENAN
305-1373
COMMUNITY PROSECUTION SECTION FOR THE FIFTH DISTRICT

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REMARKS: A NUMBER OF THINGS ATTACHED,

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REMARKS BY UNITED STATES ATTORNEY ERIC H. HOLDER, JR.,
AT THE FORMAL ANNOUNCEMENT OF THE FIFTH DISTRICT
COMMUNITY PROSECUTION PILOT PROGRAM

- June 3, 1996

Over the past two years, we in the United States Attorney's Office have implemented several new programs in our constant effort to combat crime in our city. Though I am pleased with the progress we have made, the truth of the matter is that there still is much to be done. Too frequently in many parts of our city, our citizens are too frightened to walk on the streets of their own neighborhoods, too scared to venture out of their own homes in broad daylight, and too concerned to permit their children to play outdoors after school in their own community. This is no way to live. Our citizens deserve better -- much better.

That is why I am extremely pleased to announce today the formal kick-off of a new project by the United States Attorney's Office and our partners. This initiative is known as the "Fifth District Community Prosecution Pilot Project." This community prosecution effort is a concrete response to the public safety concerns of the citizens of the District of Columbia. Simply stated, with the initiation of this new pilot project, the residents of the Fifth District in our city will now be able to work directly with prosecutors to aggressively respond to the criminal justice problems that afflict their own neighborhoods.

The United States Attorney's Office will no longer be just a big concrete and glass building down on Fourth Street, Northwest, where people only go after they've been victimized. Our

prosecutors will now have names and faces and phone numbers; they will be working RIGHT in the community they serve; and they will be teaming up with citizens to deter crime BEFORE it occurs.

The prosecutors assigned to this new project will now be "proactive." They will engage in community activism. They will identify problems in the community that breed crime, they will bring together the key players who can solve those problems, and they will follow through to make sure that the job is done right and to the satisfaction of the citizens who are affected. We won't be just "prosecutors;" we'll be "problem solvers." This approach to law enforcement has just one simple goal -- to improve the quality of life in our community by making our streets safer.

The prosecutors assigned to this new project want to be the conduits for complaints about conditions in the Fifth District. This is a novel and, to be truthful, also a daunting approach to handling our law enforcement responsibilities. Whereas in the past the venue of our prosecutors used to be just the courthouse, now it will be the entire Fifth District community. Some may question why prosecutors would want to hear complaints about piled up trash, broken windows on abandoned buildings, or public nuisances. The simple answer is: these conditions breed crime. These types of concerns go to the very heart of what this new approach is all about. We want to stop crime BEFORE it occurs, and we're convinced that this is the way to do it.

Our prosecutors will be able to accomplish this goal only through the input and cooperation of the citizens who live here. To help in that regard, the prosecutors will be attending virtually

EVERY community meeting that occurs in the Fifth District. They'll be listening to the comments, complaints, and concerns that citizens have. But just as importantly, the prosecutors will be providing these citizens with information about, and insights into, criminal justice issues that directly affect the community. Similarly, the prosecutors will be out on the streets talking to residents, shopkeepers, and others, making their presence known, explaining what we're up to, and providing names and phone numbers. In sum, our prosecutors will be establishing strong bonds with the community and opening lines of communication so that they can feel the pulse of the neighborhoods they serve.

Another approach we will be taking is to be increasingly aggressive in pursuing an enhanced policy of asset forfeiture. We fully intend to start seizing in the Fifth District all the property that is the product of the ill-gotten gains of criminals, or that is used by these criminals in their criminal enterprises. If people are operating a crack house here, they should be forewarned right here and right now that we intend to seize it. We want to turn crack houses back over to the community so that they can be put to a good use. Similarly, the Young Lawyers Section of the D.C. Bar Association has agreed to institute their own "Operation Crackdown" in the Fifth District. These private attorneys will be soliciting complaints from citizens about specific premises that are nuisance properties, and then will be marching into court to get civil Temporary Restraining Orders that will force the occupants to stop their disruptive activity. In this manner, these civic-minded young lawyers will be of great

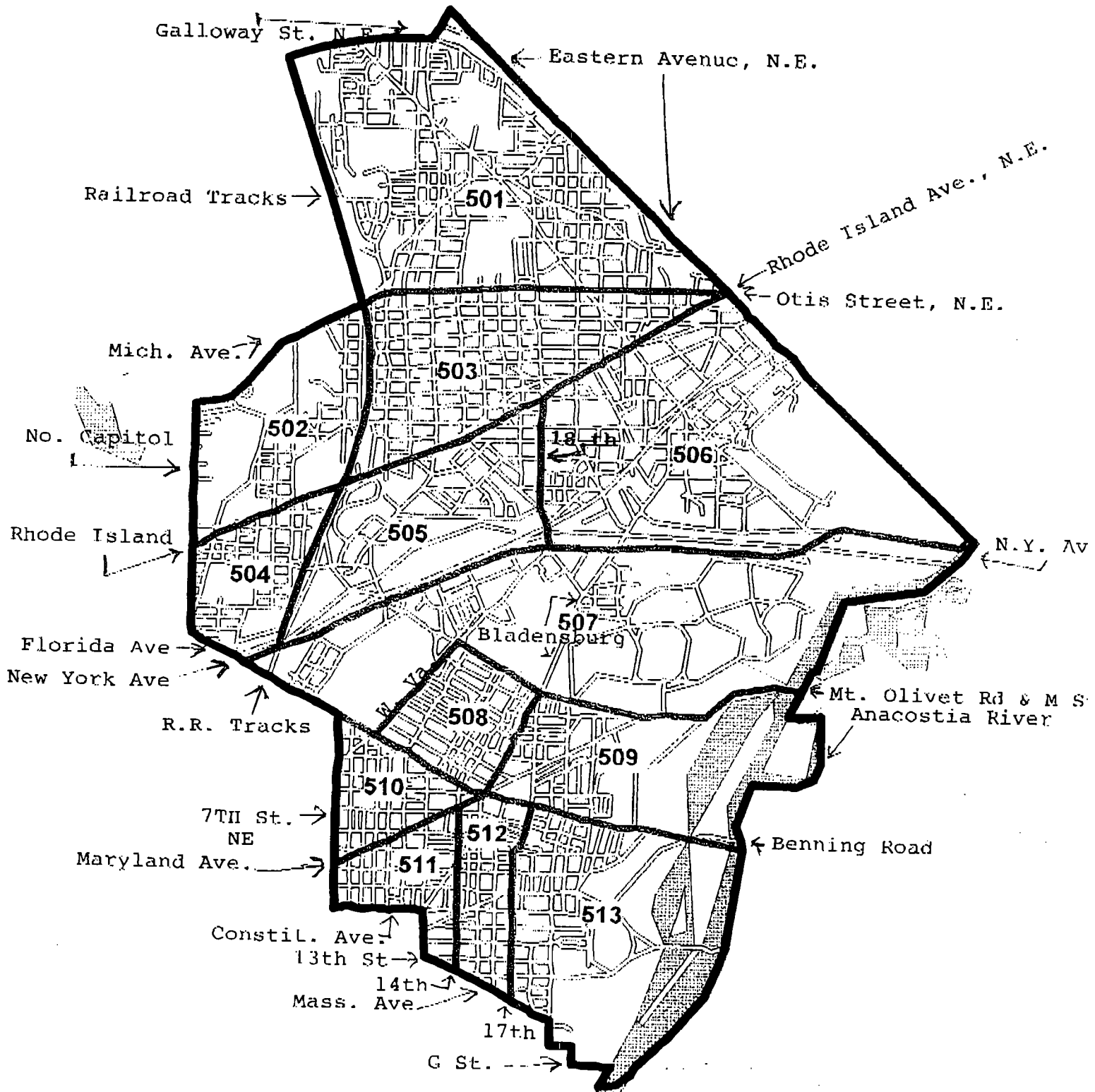
assistance to this community.

As you can see then, we're going to listen to the citizens and be creative in our approach to handling criminal matters. This new approach will be adopted in recognition of the fact that although serious crimes are obviously important, quality of life offenses are equally important, and their elimination can have a great effect in changing the climate of our community for the better.

Starting today, the Fifth District Community Prosecution Section will consist of 19 attorneys and a fair number of support personnel. These 19 prosecutors will be solely responsible for handling criminal cases that arise out of the Fifth District. They will handle no other cases from other parts of the city that could divert their full attention from the needs of the citizens in this particular community. These prosecutors will handle these cases from the moment the cases come in the door until they are completely resolved through plea, trial, or alternate disposition. The prosecutors will get full input from the community as to what the citizens would like to see done in these cases, and will report back to the community and to me on a regular basis about their status.

Two of these 19 community prosecutors will be physically located full-time in a satellite office that, with the cooperation of our MPD partners, we have set up here in the Fifth District Headquarters on the second floor. These two career prosecutors will not actually try cases in court because that would tie them up for lengthy periods of time. Instead, their sole responsibility will be to serve as the direct link between the U.S. Attorney's

Metropolitan Police Department Fifth District Police Service Areas



Printed: June 17, 1997

Mission: The mission of the United States Attorney's Office Community Prosecution Initiative is to increase public safety in the District of Columbia through community-based prosecution in order to reduce crime and improve the quality of life.

Goal 1: To establish a Pilot Project focused on the Metropolitan Police Department's Fifth District.

Objective 1: Development of a geographically organized prosecution unit within the United States Attorney's Office (USAO).

Objective 2: Solicitation of the cooperation and support of law enforcement agencies, the community, city agencies, the courts and other public and private service providers.

Objective 3: Provision of specialized training for USAO personnel, law enforcement agencies and other participating agency personnel.

Goal 2: To improve the quality and outcome of the USAO's prosecutions.

Objective 1: Development of mechanisms to increase intelligence gathering and information sharing.

Objective 2: Innovative use of prosecutorial options to serve the needs of the community.

Objective 3: Increased responsiveness to the needs of victims and witnesses.

Objective 4: Increased coordination of prosecutive efforts throughout the USAO.

Goal 3: To develop effective partnerships with local and federal law enforcement agencies.

Objective 1: Inclusion of law enforcement officials in the planning and implementation process for the Community Prosecution Initiative.

Objective 2: Assignment of USAO personnel, including a senior Assistant United States Attorney, to Metropolitan Police district stations to provide

INITIATIVE**DISTRICT:** District of Columbia**INITIATIVE:** Community Prosecution**PRIORITY:** 1**CONTACT FOR THIS INITIATIVE:**

AUSA Clifford T. Keenan
Chief, Community Prosecution
Section

Phone: 202-305-1373

RESOURCE REQUEST: 95 ATTORNEYS 15 PARALEGAL 20 SUPPORT**RESOURCES CURRENTLY ASSIGNED TO THIS ACTIVITY:**19 ATTORNEYS 3 PARALEGAL 3 SUPPORT**DESCRIPTION OF THIS ACTIVITY:**

For several years, experts in the field of law enforcement have been extolling the benefits of COMMUNITY POLICING in reducing the incidence of crime and improving the quality of life for residents in the affected area. Two core components of COMMUNITY POLICING have been identified: "community partnership" and "problem solving".¹ In fact, the current Administration has advocated more involvement by various agencies of the federal government in working with the community at the local level and has strongly advocated the importance of COMMUNITY POLICING.

This Office is in the unique position of following through on that directive, given its responsibility for handling the prosecution of all criminal offenses occurring in the Nation's Capital, both federal as well as the more traditional local offenses. In an effort to maximize our involvement with the community, the United States Attorney has begun a COMMUNITY PROSECUTION Pilot Project in one of the seven police districts of Washington. The Community Prosecution Section brings together a team of AUSAs who will handle the investigation and prosecution of criminal matters occurring in that district in whichever forum, District Court or the D.C. Superior Court, that is better situated to handle them. In addition, the Team will add to existing and create new partnerships with the community, various law enforcement agencies, and other public and private agencies in an effort to enhance its prosecutive function, increase public safety in the targeted neighborhood, and to improve the overall quality of life for the city's residents and guests.

¹ Monograph: Understanding Community Policing - A Framework For Action. Washington, D.C.; Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. 1994, p.13.

FACTORS WHICH REQUIRE ADDITIONAL RESOURCES:

As has been demonstrated in most of the jurisdictions which have implemented Community Prosecution (CP) initiatives, such an undertaking is very resource intensive. Rather than processing criminal cases in an "assembly-line" fashion, each of the CP cases will be reviewed by a Section member, giving it the attention it appropriately deserves in light of the needs of the community. For instance, a charge of "destruction of property" may not typically be lodged against a first offender involved in an act of graffiti; however, we may very well charge a person who engages in this kind of "tagging" if done in the Pilot Project area in order to send the appropriate message to both the residents and other potential "taggers" that such conduct will not be tolerated.

We also anticipate initiating many new investigations as a result of the increased cooperation between the community and the prosecutors, requiring an infusion of more attorneys and support personnel. In the past, related criminal offenses, such as drug dealing, that came to light during a separate investigation, such as into a homicide, would often be bypassed because of the prosecutor's focus on the homicide itself. As part of the CP Team, however, it is expected that such related offenses will be handled by that very same prosecutor, or another member of the Team, in an effort to ensure that the neighborhood is serviced as well as it can be by this Office.

Besides handling this traditional prosecutive function in a more effective way, members of the Community Prosecution Team will be much more involved in helping the community in solving some of the problems affecting the quality of life in that area. While the USAO is an agency of the federal government and has no control over the various city agencies most responsible for addressing such problems (e.g., Department of Public Works, Department of Consumer and Regulatory Affairs, etc.), we are in the process of establishing close and meaningful relationships with those agencies in an effort to make them more receptive to our requests for assistance.

HOW ADDITIONAL RESOURCES WILL BE UTILIZED:

The Community Prosecution Pilot Project was formed by taking resources, attorneys and support personnel, currently responsible for various components of the workload from throughout the Office and placing them into a single Section with its own Chief and Deputy Chief. However, the size of the Section was constrained due to the need to keep the other sections of the Office adequately staffed; however, the other sections are likewise being adversely impacted because of the loss of actual resources to the CP Section. As noted at the outset, such an initiative is resource intensive.

For purposes of the Pilot Project, two AUSAs were relieved of having to maintain a caseload in order to be designated the actual Community Prosecutors for the Fifth Police District. They will

share responsibility for staffing a USAO office at the police station in order to answer citizen concerns, help process arrests immediately, perform in-service training of the officers, review arrest and search warrant applications, etc. In addition this Prosecutor will be responsible for the initial processing of ALL criminal cases emanating from that District. Similarly, one support person will be working at the district station as well.

Besides these new positions, we will be emphasizing our ability to be more proactive in the FORFEITURE and NUISANCE ABATEMENT areas that are available to law enforcement in dealing with problem premises and the like. The CP Section will utilize, on a part-time basis, one of this Office's Asset Forfeiture AUSAs.

In order to expand this initiative to the entire Washington, D.C., community, the requested resources are imperative. The additional, traditional prosecutive work that will be generated, as well as individual Community Prosecutors for each of the seven police districts, will necessitate both attorney and support staff increases. Likewise, more proactive approaches to asset forfeiture and nuisance abatement litigation will require separate attorney and support staffs as well, if done to its fullest potential.

ANTICIPATED RESULTS OF ADDITIONAL RESOURCES:

If given the opportunity to expand the Community Prosecution Initiative to all of the D.C. police districts, we do believe the results could be overwhelming in terms of improving the quality of life for the community. While not being ultimately responsible for doing all of the particular tasks, such as picking up the trash or removing abandoned autos, the USAO staff involved in Community Prosecution efforts will be able to reach out to the specific agencies or persons who do have that responsibility and, if the effective partnerships have been formed, ensure the right results are achieved regardless of the nature of the problem. Given the unique role that this Office has in the functions of this city and the lives of its residents, that is not an unreasonable burden to assume. However, the importance in staffing such projects well cannot be over-emphasized. Once we have agreed to shoulder such a burden, we must be ready support it in a reasonable and productive manner.

COMMUNITY PROSECUTION SECTION ROSTER

Revised: 11/5/97

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WEINSHEIMER, G. Bradley (P: 206-8333)	9907	5-1413	927	509

ADMINISTRATIVE STAFF (assignments):

		Room	Phone	Int.
JORDAN, Carolyn	Keenan, Johnson, CP AUSA's, Byrnes, Walicki-Chan, Weinsheimer	9442	5-1376	903
SIMMONS, Richard Paralegal	assigned to above & Rindner & Olsen	9438	5-1421	901
HARRISON, Lisa	Carroll, Flynn, Lobdell, Pings, Rindner, Sines	9914	5-1378	905
HOB DY, Diane Paralegal	assigned to above	9638	5-1419	909
DAVIS, Altovise	Heaphy, Herring, O'Connor, Olsen, Pisaturo, Smith	9910	5-1377	904
O'BRIEN, Paul Paralegal	assigned to above	9640	5-1398	920

CRIMINAL HISTORY ANALYSTS

9434 5-1417 908

VICTIM WITNESS ADVOCATE: Kathy Brothers

1811 6-2584

5D STATION NUMBERS

Gena Shuler -- 727-9712
 AUSA Line -- 727-9711
 CP FAX Line -- 727-9713

5D INTAKE OFFICE

Papering -- 616-8174

SALARIES AND EXPENSES, UNITED STATES ATTORNEYS

The conference agreement includes \$1,035,288,000 for the U.S. Attorneys, instead of \$1,035,828,000 as proposed in the House bill and \$1,032,532,000 as proposed in the Senate bill, of which \$62,828,000 is provided from the Violent Crime Reduction Trust Fund (VCRTF) as proposed in the House bill instead of \$46,128,000 as proposed in the Senate bill.

Funding is provided in accordance with the House and Senate reports with the following exceptions for program increases. The amount provided in the conference agreement provides the following program increases: (1) \$3,897,000 for the U.S. Attorneys support of the Southwest Border initiative; (2) \$9,786,000 for increased drug prosecutions, including additional funding to support U.S. Attorney-led drug task force projects and support for High Intensity Drug Trafficking Area task forces; (3) \$2,000,000 to support the continuation and expansion of Violent Crime Task Forces in New Hampshire and South Carolina into demonstration projects focused on specific law enforcement problems such as the impact of spillover violence coming from high crime urban areas into much smaller neighboring jurisdictions or the identification, investigation, and prosecution of violent, repeat offenders operating either alone, as part of a gang, or as part of a drug enterprise; (4) \$6,237,000 for activation of the National Advocacy Center; (5) \$632,000 for child support enforcement; and (6) \$7,785,000 for critical staffing needs for D.C. Superior Court, including \$3,349,000 for support staff and \$4,416,000 for attorney and support staff for increased prosecutions, unsolved homicides, gang prosecutions and Operation Ceasefire. In addition, the conference agreement provides reimbursable funding for the U.S. Attorneys of \$853,000 from Violence Against

Women Act grants for domestic violence prosecutions in the District of Columbia and \$6,596,000 from the Office of Victims of Crime to support 93 additional staff assigned to U.S. Attorneys Offices for victims assistance. In addition, within the amounts provided, the conferees agree that an additional \$100,000 should be used to support the U.S. Attorneys Office in Guam for use in the Commonwealth of the Northern Mariana Islands.

The conferees agree that additional resources are needed to address the high volume of cases in the District of Columbia and have provided 33 attorneys to support this caseload. The conferees are also aware that the U.S. Attorneys Office is proposing to restructure its entire D.C. Superior Court section under a community prosecution model based on a pilot project in the Fifth District. While it is understood that the Fifth District pilot project has shown evidence of some success, the conferees believe that before an entire restructuring is implemented, a full evaluation of this approach, including an analysis of cost effectiveness of this model, should be completed. The conferees understand that the National Institute of Justice is currently documenting strategies that have emerged in the Fifth District pilot project and possible ways to measure the success of this project and is expected to complete this work by May 1998. In addition, the conferees expect an evaluation of the Fifth District pilot project to include an analysis of the "papering" process, which identifies how many arrested suspects were not charged due to: (1) violation of suspects' Constitutional rights; (2) unwillingness of victims to cooperate with law enforcement; (3) recantation by, or challenge of the veracity of, witnesses or victims; (4) lack of probable cause for arrests; (5) subsequent determination that alleged crimes were perpetrated by others or did not occur; (6) lack of evidence; and (7) offenses falling under the jurisdiction of the Office of the Corporation Counsel. For

the remaining cases where papering did not occur, the D.C. U.S. Attorneys Office shall identify the reasons it failed to file charges and outline any steps necessary to correct deficiencies in its handling of the papering process. The conferees also expect the U.S. Attorneys and other Department of Justice components to redirect base resources previously provided for financial institution fraud, in accordance with the notification provided to the Committees on August 1, 1997, to increase its prosecutive and investigative efforts for fraud, white collar crime and defensive civil litigation.

The conference agreement also includes the following provisions: (1) allows \$1,200,000 to remain available until expended for development of an information systems strategy for D.C. Superior Court, as proposed in the House bill; (2) allows \$2,500,000 to remain available until expended for the National Advocacy Center, as proposed in the Senate bill; (3) allows \$2,000,000 for Violent Crime Task Forces to remain available until expended, similar to a proposal in the Senate bill; (4) allows \$6,000,000 to remain available until expended for office moves, as proposed in the House bill; and (5) provides the total number of positions and full-time equivalent employment expected to be supported by the level of resources provided, as proposed in both the House and Senate bills.

UNITED STATES TRUSTEE SYSTEM FUND

The conference agreement provides \$114,248,000 in budget (obligation) authority for the U.S. Trustees, to be entirely funded from offsetting fee collections, instead of \$107,950,000 as proposed in the House bill and \$116,721,000 as proposed in the Senate bill. The amount provided in the conference agreement includes increases for the

operation of the National Advocacy Center shall remain available until expended: *Provided further*, That not to exceed \$2,000,000 shall remain available until expended for the expansion of existing Violent Crime Task Forces in United States Attorneys Offices into demonstration projects, including inter-governmental, inter-local, cooperative, and task-force agreements, however denominated, and contracts with State and local prosecutorial and law enforcement agencies engaged in the investigation and prosecution of violent crimes, including bank robbery and carjacking, and drug trafficking: *Provided further*, That, in addition to reimbursable full-time equivalent workyears available to the Office of the United States Attorneys, not to exceed 8,948 positions and 9,113 full-time equivalent workyears shall be supported from the funds appropriated in this Act for the United States Attorneys.

VIOLENT CRIME REDUCTION PROGRAMS, UNITED STATES
ATTORNEYS

For activities authorized by sections 40114, 130005, 190001(b), 190001(d) and 250005 of the Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103-322), as amended, and section 815 of the Antiterrorism and Effective Death Penalty Act of 1996 (Public Law 104-132), \$62,828,000, to remain available until expended, which shall be derived from the Violent Crime Reduction Trust Fund.



FIFTH DISTRICT COMMUNITY
POLICING AND PROSECUTION
INITIATIVE



Asst. U.S. Atty. Cliff Keenan, Chief
Community Prosecution Section
555 4th Street N.W. Room 9403
Washington, D.C. 20001

DATE: _____

PUBLIC NUISANCE SURVEY FORM

Problem Location: _____

Type of Premises: _____
(home, apt., liquor or other store, lot, etc.)

Name of Occupant: _____

Name of Owner (if not Occupant): _____

Type of Nuisance or Problems at Location:

_____ Drug use	_____ Increased vehicular traffic
_____ Drug sales	_____ Increased pedestrian traffic
_____ Public drinking	_____ Property damage
_____ Fighting/Noise	_____ Lack of utilities
_____ Use of weapons	_____ No running water

Other: _____

Have police been contacted? _____ Most recent contact? _____

Police action: _____

Are other neighbors concerned? _____ Will they cooperate? _____

THIS IS A COMMUNITY POLICING AND PROSECUTION INITIATIVE. COMPLETE THE FOLLOWING ONLY IF YOU WANT, BUT PLEASE DO UNDERSTAND THAT IT IS EASIER TO RESPOND TO REAL COMPLAINANTS RATHER THAN SIMPLE "ANONYMOUS" SOURCES. HOWEVER, ALL OF YOUR RESPONSES WILL REMAIN CONFIDENTIAL UNLESS AND UNTIL WE SPEAK WITH YOU DIRECTLY.

Community Contact/Complainant: _____

Address: _____

Phone: _____

Are you a member of or affiliated with a community group? If so, please state which: _____

If you have any questions or comments, please call one of our Community Prosecutors, AUSA Stephanie Miller or AUSA Denise Abrahams, at the Fifth District, 202-727-9711, or AUSA Keenan, at 202-305-1373. Thanks for your help in answering this survey!!

U.S. Department of Justice
Office of Justice Programs
National Institute of Justice



National Institute of Justice JOURNAL

Communities:
Mobilizing Against Crime
Making Partnerships Work

Communities as Criminal Justice Partners

What Is Community Prosecution?

by Barbara Boland

More than anything else, community prosecution is an organizational response to the grassroots public safety demands of neighborhoods, as expressed in highly concrete terms by the people who live in them. They identify immediate, specific crime problems they want addressed and that the incident-based 911 system is ill suited to handle. The typical problems involve quality-of-life and disorder offenses, although in high-crime areas these issues are overtaken by more serious crime.

The new prosecutorial response, which for the most part is arising outside existing organizational structures, is exemplified in an experiment in the district attorney's office of Multnomah County (Portland), Oregon. The Portland experience illustrates the extent to which community prosecution is a radical departure from conventional notions of dealing with crime. Similar experiments are being conducted in other jurisdictions.¹

Impetus and beginnings

Late in 1990 the district attorney for Multnomah County assigned one of his most experienced senior deputies to work for 1 year on a neighborhood-based prosecution project in Portland's inner-city Lloyd District.



Beautification is one approach to addressing quality-of-life crimes. Community prosecution is an organizational response to such crimes.

Just across the Willamette River from the city's vibrant new downtown, the district in the past decade had undergone sweeping change that transformed the previously declining industrial/residential area into a major commercial district.

During the transformation period, government and civic leaders became concerned that criminal activity in the district could seriously reduce the economic benefits promised by investment. Citizens' perceptions that the district was not as safe as other areas were confirmed by crime data and compounded by gang and drug problems in adjacent neighborhoods.

Call for a neighborhood prosecutor. In keeping with the city's strong civic traditions, Lloyd District business leaders mobilized a response by forming a business association and creating a public safety committee. The committee's broad base of support included the district attorney and representatives from the Portland Police Bureau. After studying the safety issue, the committee drafted an action plan that listed specific strategies and tactics, such as better lighting and coordination of private security. A message that clearly emerged was the need for intensified public law enforcement, with a call for more officers and a more visible police presence. The

Communities as Criminal Justice Partners

committee, however, made an unusual request—for assignment of a special prosecutor to the district.

The committee wanted this prosecutor to address its concern about the lack of consequences in the downtown courts for criminal activity that adversely affected district business. So resolved was the committee that it came up with private money to pay for the prosecutor. This proposal raised the issue of service inequity, but because safety in the Lloyd District was determined to be important to the city's economy, the district attorney approved a 1-year pilot project on condition that public funds would be forthcoming if it succeeded.

The movement spreads. Simultaneous with these developments was a similar movement in the adjacent North and Northeast (North/NE) neighborhoods, which were among the city's most crime plagued and drug infested. Here, the business community was joined by community activists and rank-and-file citizens. The coalition's "rescue plan" called for a vigorous law enforcement response. Although the plan did not include a request for a special prosecutor, a year after the Lloyd District project began, the district attorney dispatched a county-financed neighborhood prosecutor to work with citizens in North/NE.

The idea caught on. The business association serving downtown Portland launched a similar project, funding a pilot Neighborhood District Attorney (NDA). Two more NDAs were sent to other parts of the city and county, and a sixth went to work for the regional transit authority. This brought the district attorney very close to his goal of complete county coverage with public funding.

What citizens really want

When citizens who are concerned about crime state their demand that something be done, they invariably express this demand in traditional law enforcement terms. This was so in Portland, where drafters of the North/NE rescue plan unequivocally stated their wish for more police, even specifying exactly how they wanted the additional resources used. The same was true of the Lloyd District committee, which asked for a more visible police presence. The special prosecutor was to focus on repeat offenders, an approach well within the traditional scope of the prosecutor's role. Initially, the attorney to be assigned envisioned the job in conventional case processing—arrest and conviction—terms.

Grassroots concerns. Conventional notions about crime and prosecution were countered by what was learned

from experience. The Lloyd District special prosecutor quickly saw that people's concerns were more immediate than he had imagined. They wanted something done about prostitution, public drinking, drug use, vandalism, assaults, littering, garbage, and "car prowls" (thefts from cars). None of these problems fits traditional notions of serious crime, and (with the exception of car prowls) none is even included in official police counts of crime.

The situation at Sullivan's Gulch in the Lloyd District illustrates this type of concern. In this natural depression where two railroad lines intersect, transients hop off trains and camp illegally. The number of illegal campers had exploded by the late 1980s, and they regularly ventured into nearby commercial/residential areas to buy liquor, drink, urinate publicly, and fight. The problem was particularly troublesome to the business community because it coincided with the efforts to revitalize the Lloyd District. None of these problems is a serious crime, yet they raised serious concern among citizens.

Disorder, fear, and crime

The concerns about Sullivan's Gulch are a classic example of the association of disorder with crime and fear of crime that was first brought to light more than two

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decades ago in research on foot patrols. Reintroduction of this tactic in a 1970s policing experiment was found to have no measurable impact on crime, yet citizens reported feeling safer. They felt safer because public order increased as the foot patrol officers, along with citizens, established implicit rules of acceptable and unacceptable behavior.²

Shortly after the experiment, the now widely referenced "broken windows" thesis was published. Stated in brief, it holds that "serious crime flourishes in areas where disorderly behavior goes unchecked."³ That disorder escalates into serious crime was confirmed in subsequent studies.⁴ This research validates the concerns of Lloyd District citizens about seemingly minor offenses like the ones in Sullivan's Gulch.

What NDAs do

The approach initially envisioned—a courtroom focus on specific cases and categories of crime—quickly gave way as attorneys assigned to specific neighborhoods saw their jobs would extend beyond prosecution. In fact, the project name was changed from Neighborhood Prosecutor to Neighborhood District Attorney to reflect this realization.

In general, NDAs work with citizens and police to help come up with ways to control the types of street behavior and low-level disorder that

Cleanup at Sullivan's Gulch

Grass now grows on the former site of "cardboard condominiums," the name given to the illegal campsites that once made Sullivan's Gulch in Portland a disorderly and unsightly place. Not only has the problem been solved, but camps as large as the ones here have not reappeared in other areas. Sullivan's Gulch was once a place where unruly behavior threatened to escalate into crime and spill over into commercial and residential areas from this gully where railroad lines meet.

Community prosecution provided the solution. On the basis of citizens' views of the underlying problem of transients' illegal camping, the NDA reasoned that increased police visibility and arrests were not likely to work in the long run. Stepped-up, targeted patrol and crackdowns might work for a time, although most likely the problem would reappear when police moved on to other areas. Nor was permanent commitment of new resources an option, given the competing demands on the police.

The goal became one of clearing up the illegal camping problem. A long-term plan involving an initial police sweep and a city cleanup was adopted. The NDA negotiated a team effort of citizens and police to post signs which read "No Camping" on one side and listed addresses of shelters for the homeless on the reverse. He also enlisted citizens to patrol the gulch at regular intervals and to notify police of the reappearance of any camp sites. Essentially the solution was to persuade campers to disperse. The police began to use this tactic, rather than arrest, and citizens themselves followed suit.

threaten neighborhood safety. An important part of the NDAs' role is to provide answers, feedback, and explanations—especially explanations of legal constraints that prohibit the police from doing what citizens think they ought to do to deal with certain conditions. The NDAs' core activity, however, is devising alternative responses.

Using the law in new ways. The alternatives include using the law in innovative ways (e.g., resorting to civil remedies), reconfiguring resources (e.g., getting people to work together in new ways), and conducting behind-the-scenes negotiations to bring diverse parties to the table.

To do all this, NDAs must wear many hats: facilitator, legal counselor, negotiator, problem solver, and community advocate. What NDAs do *not* do is litigate. The way the problem at Sullivan's Gulch was resolved typifies the approach. (See "Cleanup at Sullivan's Gulch.")

Problem-oriented prosecution. The NDAs' work is like community policing in being problem, rather than incident, oriented. It departs from community policing in addressing problems that tend to be longer term and larger in scope. In a sense, the case file never closes. Once a problem is brought under control, NDAs continue to monitor

Communities as Criminal Justice Partners

Portland's North/NE Neighborhood DA

Covering roughly one-fourth to one-third of Portland's land area, and including about one-third of the city's half-million residents, the North/NE area fell prey to gang and drug problems following the introduction of crack.

The NDA, equipped with a cellular phone and a truck that served as his office, was assigned to North/NE in 1992. By the time he arrived, citizen groups and community police officers were hard at work combating drugs and gangs and dealing with "liveability" issues. His first task was to provide citizens and police with easy access to the district attorney's office.

In North/NE neighborhoods less seriously affected, problems centered on classic disorders, such as public drunkenness, drug use, prostitution, visible trash, abandoned automobiles, and illegal dumping. One of the first successes, in the Kenton neighborhood, came when the NDA helped curb chronic public drunkenness in the business district. Using police-generated data that identified a handful of alcoholics as the source of several hundred calls for service, he simply persuaded local liquor stores not to sell to them.

In higher crime neighborhoods, disorderly behavior became intermixed with drug and gang activity. "Problem properties"—drug and gang houses associated with crack dealing—were the major problem.

Civic activists and police agreed that what the NDA had that they most needed was legal expertise, and he quickly established himself as a resource. Sometimes this meant providing legal advice on proposed strategies before they were launched. Sometimes it meant having a representative of the district attorney's office accompany the police to "knock and talk" sessions. (This tactic involved visiting problem properties to advise drug dealers living there that complaints were being investigated.) Sometimes it meant developing new legal tools, such as the citizen-driven search warrant.

the situation themselves or through a network of citizens and police officers. Part of the job, in other words, is to "stay on it."

An approach, not a "program"

The work of the NDA unit is not guided by clear-cut procedures that apply uniformly to all situations. In

other words, it is not a program. To be effective, the new approach requires a highly flexible organization that allows NDAs to shape responses and strategies to meet the different needs of different neighborhoods. What concerns residents of one neighborhood may be irrelevant to another. Moreover, neighborhood conditions change over time, and street behaviors are dynamic and constantly changing,

making prescribed operations of no value. Organizational capacity to adapt is essential.

The work of the NDA in North/NE is illustrative. He has devised innovative uses of the law to deal with "problem properties" in which gang and drug activity are involved. These include enabling property owners to make it easier for police to arrest trespassers, using civil eviction, and drafting city ordinances to close down nuisance properties. (See "Portland's North/NE Neighborhood DA.")

New tools

Neighborhood DAs could easily occupy themselves full time with ad hoc requests for legal advice, but their most valuable contribution is coming up with new options—new legal tools citizens and police can use when conventional ones fail. This approach typically requires facilitating coordinated action by various agents and drawing on input from citizens and police. Even solutions arrived at by informal negotiations, however, need to be solidly grounded in the law.

The "citizen-driven search warrant" devised by two NDAs to deal with low-level drug dealing in owner-occupied houses in North/NE is one example. Owner occupancy meant that eviction through enforcement of landlord-tenant laws was not possible. In the targeted property, there

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Photos courtesy of the Office of the District Attorney for Multnomah County, Oregon.

Sullivan's Gulch before and after cleanup.

were no code violations, and all taxes had been paid, eliminating these avenues of redress. Moreover, the police had not been able to make an undercover buy.

The solution took the form of a citizen-neighbor informant recruited by a police officer. Using a drug observation log sheet developed by the NDA, the informant observed the house for several weeks and recorded suspicious activity. At the same time the officer conducted random surveillance to verify the accuracy of the observations and obtained corroborative data from police reports.

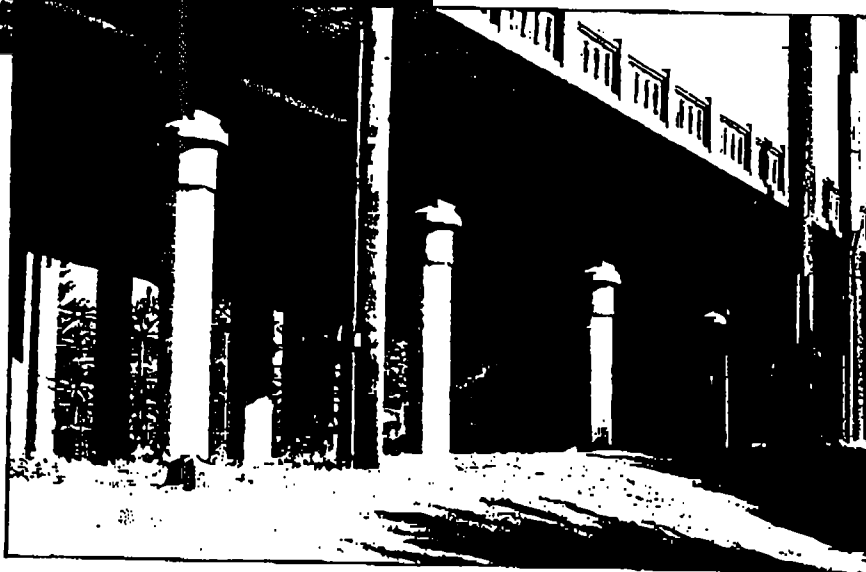
The information was used to obtain a "telephonic search warrant." When the informant telephoned the police officer to report a probable purchase, the officer in turn phoned a judge, who immediately au-

thorized a search of the house. After the search produced 100 retail-size packages of marijuana, the residents were indicted and the case was assigned for prosecution.

Standard operating procedures were developed for citizen-driven search warrants, and the new tool now is used on a regular basis in North/NE and other parts of the city and county.

The emerging organizational response

What the Neighborhood District Attorneys in Portland are doing is first and foremost citizen driven, in both initiation and response. The critical element in providing what citizens need is connecting the legal expertise of the district attorney's office with what goes on in the street. The attorneys who work in the field re-



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peatedly note, "You don't see this downtown." It is when they come to see what the police see and to know what citizens know that their focus broadens from the narrowly defined task of assessing legal culpability in a particular case to the broader question of how to take all the circumstances of a neighborhood problem into account.

NDA's have learned that a singular focus on case-by-case adjudication of guilt is not always sufficient because even if the culprit is removed, the problem persists. In such situations the NDA will capitalize on community initiative, facilitating development of public safety strategies by the police and citizens. And because street behavior is dynamic and difficult to predict, the most successful of these strategies will be multifaceted. They require trying everything within reason, monitoring what happens, dropping what does not work, and adjusting tactics as the situation unfolds. Only

a network—of police, citizens, the local government, and "downtown justice"—can get this job done.

In this new approach to reducing crime, the flexibility needed to get the job done requires a new organizational arrangement. More than anything else, this consists of the direct, two-way communication NDA's have created to link themselves to citizens and police—the people who understand better than anyone the problems they face.

Notes

1. In Portland, community prosecution deals largely with quality-of-life issues and low-level "disorder" crimes, but elsewhere there are similar organizational responses to serious, violent crime. In New York County (Manhattan), the district attorney's office has established community prosecution units for violent crime as well as quality-of-life crime. In Washington, D.C., the

U.S. attorney's office first introduced community prosecution to deal with homicide and now is extending its reach to all types of crime. Suffolk County (Boston) and Marion County (Indianapolis) have adopted neighborhood-centered initiatives to respond to serious crime as well as disorder.

2. Kelling, George, et al., *The Newark Foot Patrol Experiment*, Washington, D.C.: Police Foundation, 1981.

3. Wilson, James Q., and George Kelling, "Broken Windows," *Atlantic Monthly* (March 1982):34.

4. Skogan, Wesley G., *Disorder and Decline: Crime and the Spiral of Decay in American Cities*, New York: The Free Press, 1990.

Barbara Boland, a Visiting Fellow at NIJ, is a consultant in prosecution issues.

How to Win the War Against Crime

By William J. Bratton

Since I became commissioner in 1994, the New York Police Department has been engaged in a full-scale attack on crime. Reported crime continued to decline in the first quarter of 1996 — 33 percent since 1993. Homicides are down 49 percent.

But even before I and several senior staff members resigned, the media and the public had been wondering how long these trends could continue. Their skepticism is understandable, but I believe there is still room for significant reductions. When I became the Transit Police chief in 1990, no one predicted that subway robberies would decline by 76 percent in the next six years, but it happened. The techniques that turned the Transit Police around have been used to re-engineer the N.Y.P.D.

The department's goal for 1996 is to reduce crime by 10 percent. Five steps need to be continued to achieve it.

Empower the precinct commanders. This was probably the most important reform we made. We gave these front-line managers the authority to run their precincts as miniature police departments without a lot of petty interference from headquarters. The best ones rose to this opportunity with enthusiasm and creativity. We should continue to empower them.

Insure accountability. We developed a process called CompStat, to insure that our commanders received strategic guidance. CompStat is a system of accountability that uses computerized crime statistics, electronic pin mapping and intensive strategy sessions, during which the highest ranking managers of the N.Y.P.D. quiz precinct commanders about crime problems. CompStat is essential for further success.

Address quality-of-life offenses. There is no such thing as a minor crime in the sense that lesser offenses create an atmosphere of fear and disorder that sets the stage for major crimes. We have moved against low-level drug dealers, street prostitutes, boom-box cars, squeegee pests and other violators. The department shouldn't slip back into the old view that such offenses are a low priority.

William J. Bratton, New York City's Police Commissioner, will retire on April 15.

Attack crime strategically. The day's department doesn't just try to solve individual crimes. We counter crime patterns and dismantle criminal enterprises. Detectives interrogate everyone arrested — even people arrested for minor crimes — to gather intelligence about other crimes and crime patterns. We focus on the fences who help burglars, the chop shops and exporters who serve auto thieves and the gun dealers who supply drug gangs and armed robbers. We have concentrated on the city's trouble spots, cutting handgun homicides by 40 percent in two years. This tactic takes coordination among patrol officers, detectives and narcotics officers, which was largely

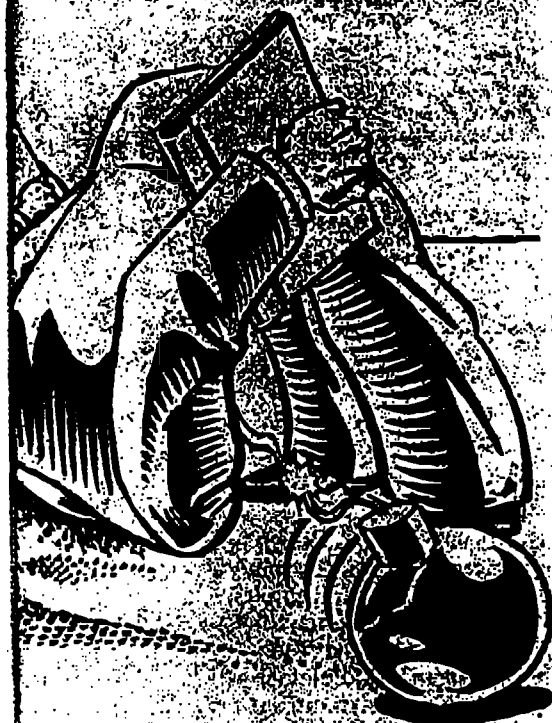
Advice for the new police commissioner.

unheard of in the old days. In the past, many of the department's specialized squads worked 9 to 5, while our competitors, the criminals, worked 24-7 hours a day, seven days a week. No wonder they were winning.

Reward cops. The N.Y.P.D., with 38,000 officers, has had sufficient personnel to attack crime. But officers are increasingly restive about their stagnant wages, reduced overtime, worsening working conditions and declining numbers. These issues must be addressed.

This past week, the department initiated the largest, most comprehensive antidrug initiative ever undertaken by an urban police department. Its goal is to permanently eradicate drug sales in northern Brooklyn, which account for about 20 percent of the city's homicides and shootings. The initiative will help the department achieve its goal of a double-digit decline in crime in 1996.

But the efforts of the police alone are not enough. The continued support of Mayor Rudolph Giuliani, the public and the criminal justice system will be vital. I am confident that the Mayor and his next Police Commissioner, Howard Safir, who has a broad law enforcement background, will build on the successes of the past six years.



On My Mind

A. M. ROSENTHAL

ng the Dictators

cracy has in is that they intend to do les. There's democracies res that the an it.

cracies are lives about in America, two in the ative count, but the can ally oppres- e, dictators the public e, prison or able conso- dissent.

a foreign ad- conquest or aking their ally impor- to build un

Why the West should, but won't.

The truth is hard for the West to accept because it means trouble ahead. Many Western diplomats and leaders have their favorite dictators, left or right, and make rationalizations for them. Conflicts of interests are at work: careers, business and reputations hang on predictions that a given dictator will reform.

The experts cannot seem to grasp that dictatorships reveal themselves not despite their plans for more crimes against international law and human rights, but because of them. Are they fooling themselves or us, or

THE WASHINGTON POST

7/23/96

Jackson Toby

Reducing Crime: New York's Example

New York City's murder and robbery rates dropped dramatically in 1995 compared with 1994, whereas in the District of Columbia the 1995 murder rate decreased only a little, and the robbery rate increased more than 20 percent. Increases and decreases of the rate of violent crime are mainly affected by sociological factors beyond the control of the police, but police policies can make a difference, and New York City seems at long last to have adopted a strategy that all big cities might do well to imitate. A recent murder case in New York demonstrated how that policy works.

When New York City police arrested 22-year-old John Royster on June 12, the day after he bludgeoned to death 65-year-old Evelyn Alvarez, owner of a Manhattan dry cleaning store, the quick solution of the killing seemed a miracle. Royster was not on probation or parole and had no felony record. Although he had severely beaten three other women during the week before the murder, a 32-year-old piano teacher in Central Park on June 4, a 51-year-old woman near a heliport on the upper East Side on June 5, and a 26-year-old employee of a computer company on a footbridge over the Gov. Thomas E. Dewey Thoroughway on June 7, he had not been identified, much less caught in the act. What led the police to him were fingerprints left at the scene of the Alvarez murder, fingerprints on record from his sole arrest three months before when he had been booked and fingerprinted for attempted fare-beating on the subway.

Fare-beating? Arrested and fingerprinted? Yes. As part of their community-policing strategy for controlling violence in the subway system, the NYC Transit Police have for the past six years been cracking down on minor infractions—fare beating, panhandling, graffiti, smoking, boisterous behavior. The transit cops reasoned that trivial offenses lead to violent crime by two mechanisms:

■ Crime feeds on disorder, according to criminologists James Q. Wilson and George Kelling. When subways, schools, or neighborhoods give the impression that anything goes, that nobody cares, this encourages some individuals to believe that they can get away with assault, murder or rape. Consequently, cracking down on trivial offenses discourages far more serious crimes.

■ Contrary to television and movie scripts,

murderers rarely specialize in murder, rapists in rape and burglars in burglary. The chronic offender, being impulsive, commits a sexual attack one day and a burglary the next. When he needs transportation, he steals your car and, as he drives it to his destination, disregards traffic regulations. Consequently, arresting a motorist for a minor traffic violation who cannot produce identification often leads to the solution of an unsolved murder or rape. The Oklahoma City terrorist-bombing might have gone unpunished had the Perry, Okla., police not stopped Timothy McVeigh because he did not have a license plate on his pickup truck.

This connection between minor infractions and criminal violence sounds plausible, but does convincing statistical evidence exist that the transit police strategy actually reduced violence on New York's subways? Yes, in the two years after the policy to control disorderly behavior was adopted, the number of felony crimes committed in the subways declined more than 30 percent.

Furthermore, William J. Bratton, then the transit police chief, reported that one out of every six fare-evaders stopped by the New York Transit Police in 1991 was either carrying a weapon or was wanted for another crime on an outstanding warrant. In short, by paying attention to behavior that most people regard as not worth bothering about, the transit police prevented some violent crimes on the New York subways before they had a chance to happen.

Impressed with this success, Mayor-elect Giuliani appointed Bratton police commissioner, and Bratton applied the same principles that worked in the subways to crime reduc-

tion in New York City as a whole. For example, Bratton used law-enforcement muscle (coordinated with social services) to reduce aggressive panhandling by homeless people on the sidewalks and by squeegee-wielders on the roadway. Result: lower murder and robbery rates in 1995 compared with 1994.

There is a civil-liberties cost to enlarging the police net. Besides catching Royster, the strategy of cracking down on fare-beaters has snared (and embarrassed) passengers in a great hurry to get to appointments and afraid of missing their trains. And although the police have caught major drug traffickers by searching the vehicles of motorists stopped for traffic offenses, this success is balanced by unsuccessful but intrusive vehicle searches of otherwise respectable citizens who made an illegal turn or drove faster than the speed limit.

Understandably, Mayor Giuliani bragged that his strategy of cracking down on minor offenders enabled the police to catch a brutal murderer. He should have added that catching, convicting and incarcerating the John Roysters is not the ultimate goal of the crackdown on minor offenders. Its goal is to send a message to those wavering between the impulse to murder or rob or rape and the fear of arrest that the odds of getting away with violence have worsened. The District can send that message too; the secret is to recognize that trivial crimes are not trivial.

The writer, a professor of Sociology at Rutgers University, was director of the Institute for Criminological Research at Rutgers from 1969 to 1994.



BY JOHN OVERMYER

DISTRICT

WEEKLY

INSIDE
Home

Seeking to Make Them Safer, Prosecutors Hit the Streets in NE

By Bill Miller
Washington Post Staff Writer

A small team of prosecutors is spending as much time in the community as in the courtroom, working with neighborhood residents in Northeast Washington to target car thieves, drug dealers and owners of long-abandoned buildings.

The 19 lawyers are part of a community prosecution effort begun last year in the D.C. police department's 5th District, a pilot program in which the prosecutors deal with everything from serious crime to nuisance complaints. Although no one is calling it a

cure for crime, their work is winning praise from neighborhood leaders.

"I think it has a lot of potential," said Sally Byington, a Capitol Hill resident and community activist. "I hope it gets to continue to be a city model."

Former U.S. attorney Eric H. Holder Jr., who left office six weeks ago to become deputy U.S. attorney general, launched the program amid much fanfare 15 months ago as a way to bring his lawyers closer to the people they represent. It was patterned after similar ventures in Portland, Ore., and other cities.

Holder said he hoped eventually to expand the program into all police districts. Interim

U.S. Attorney Mary Lou Leary has asked Congress to provide \$5.8 million for 39 additional lawyers and 35 support staff to handle community prosecutions citywide.

"Our core mission still is successful prosecution. We haven't lost sight of that," Leary said. "But prosecutors also welcome the opportunity to interact more with the community, to work on the prevention end and be out front."

The 5th District, a bustling area with about 100,000 residents, long has been plagued by homicides, robberies and other crimes. Prosecutors have continued to give priority to those cases. But in the last year, they also

have given more attention to the conditions that make some neighborhoods more vulnerable to crime: abandoned houses, broken street lights, vandalism and loitering. They've worked with neighbors, police and various city agencies.

"Stolen cars, abandoned cars, vacant houses where people are using drugs, trash problems, general criminal complaints. It's a totally different job," said Assistant U.S. Attorney Denise M. Abrahams. "It's been very rewarding. After getting a house boarded up, you have people calling and saying thank you. To them, it's a major, major improvement in their quality of life."

Abrahams works out of a satellite office at the 5th District station, in the 1800 block of Bladenburg Road NE, as does Assistant U.S. Attorney Stephanie G. Miller. Like Abrahams, Miller has found the new duties a challenge.

She has devoted much of her time to tracking the owners of neglected properties, trying to get grass cut on abandoned lots and developing leads on less-than-sensational crimes, such as the siphoning of diesel fuel from delivery trucks.

The other prosecutors on the team work

See POLICE, Page 3, Col. 1

Prosecutors Praised for Joining Police on the Beat in Northeast

POLICE, From Page 1

out of the main U.S. attorney's office but spend much of their time on the streets with police officers and residents. Their supervisors, Clifford T. Keenan and Brenda Johnson, encourage them to attend community meetings, meet merchants and mingle as much as possible.

Most of the prosecutors in the U.S. attorney's office follow a more traditional approach, drawing cases from across the city. They have specialties, handling cases such as homicides, robberies, sex offenses, domestic assaults and misdemeanors. In the 5th District, prosecutors are given a specific neighborhood and nearly every kind of case that

originates there, ranging from drug-related killings to car thefts.

The initiative is an offshoot of community policing, a law enforcement philosophy that calls upon officers to help improve everyday conditions.

Police Chief Larry D. Souleby recently reorganized his department to put more officers on the streets with their own narrowly defined geographic areas, known as patrol service areas. In the 5th District, the prosecutors not only work with the same residents daily but now they also work with the same officers. They have helped train the police in ways to make cases stronger, and the police in turn have helped show the prosecutors where the trouble spots are.

Assistant U.S. Attorney Timothy J. Heaphy, who covers Lincoln Park and nearby neighborhoods, said he has been more effective questioning suspects and building

"It's a major, major improvement."

—Denise M. Abrahams,
assistant U.S. attorney

cases because he now knows the key players in the drug and car theft trade. "I never realized before when I would get a file dropped on my desk in a drug case how that

person fit into the whole fabric," Heaphy said.

Police Capt. Ross E. Swope said he had doubts about the prosecutors' resolve when Holder announced the program last year. "I've dealt with bureaucracies my whole career," he said. "It starts out with a bang, and then, three weeks later, 'Where's the meat?' But this continued to evolve."

Swope said his officers used to encounter resistance from the U.S. attorney's office when arresting people for lesser crimes. Now, he said, prosecutors appreciate the need to deal with social and physical disorder. "It's a completely different culture with the community prosecutors," he said.

Dennis J. Hartzell said prosecutors helped

get three houses on his street—the unit block of Rhode Island Avenue NE—boarded up after repeated complaints about drug dealing and other activities. He said he was stunned by the quick response from Assistant U.S. Attorney Mark J. Carroll and others.

"We'd all gotten in the mentality of not expecting anybody to be accountable," said Hartzell, a leader of the Bloomingdale Civic Association. "He [Carroll] is accountable. He called back, and he came here on his own time and gave out business cards. He closed down some drug markets."

"It was the only thing that ever got done about all the awful stuff in my neighborhood."



U.S. Department of Justice
United States Attorney

District of Columbia

Judiciary Center
555 Fourth St. N.W.
Washington, D. C. 20001

SEP 2 1997

The Honorable Harold Rogers
Chairman
Subcommittee on the Departments of
Commerce, Justice and State, the
Judiciary and Related Agencies
Committee on Appropriations
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

As you know, the Department of Justice's FY98¹ budget submission includes a proposal to increase the number of attorney and support staff positions in the United States Attorney's Office for the District of Columbia devoted to the office's Community Prosecution effort. Although this is a tiny portion of the Department's overall budget, it is crucial to the success of this office's crime fighting efforts here in the nation's capital. The recent passage of the D.C. Revitalization law has only heightened the office's need for these additional resources.

The Community Prosecution Section is a pilot project of the United States Attorney's Office for the District of Columbia (USAO) that began in June 1996. The Section is made up of a team of 19 Assistant United States Attorneys who share responsibility for the prosecution of most of the serious crimes committed within one of the seven police districts of the Metropolitan Police Department -- the Fifth District. Unlike other sections of the office that specialize in a certain type of crime or category of offense (such as the Misdemeanor Trial, General Felony, Homicide or Narcotics Sections), the Community Prosecution Section is organized geographically, and has assigned its attorneys to specific neighborhoods. Each attorney handles a range of cases arising in his or her neighborhood, from drug investigations to robberies and burglaries to murder. The same prosecutor handles these cases from arrest through final disposition. Two of the nineteen Assistants in the Section have been designated Community Prosecutors. Having been relieved of active trial caseloads, they staff a satellite USAO office located at the Fifth District Police Station. They also screen the Fifth District arrests and serve as community

2

liaisons, attending community meetings and acting as a clearinghouse for citizen complaints.

As you move to conference with the House on the Justice Department's budget, I wanted to draw your attention to the many successes of our Community Prosecution project and to highlight just how positively the project has been viewed by both community residents and law enforcement professionals.

At a June 19, 1997, Public Roundtable held by the District of Columbia City Council on the restructuring plans of the Metropolitan Police Department (MPD), representatives of several churches and community groups spoke out strongly in support of this office's Community Prosecution pilot project in the Fifth Police District. The project was described as a "great asset to [the] community," and community activists expressed concern that if police district boundaries were redrawn as proposed by MPD, their neighborhoods would no longer fall within the boundaries served by the project. One speaker noted that since the involvement of the U.S. Attorney's Office began last year, "we have seen crack houses closed and boarded, rat infested trash finally cleaned up and drug dealers taken off the street," and cried, "[w]e want the continued service and support of the U.S. Attorney's Office even if we become part of 3D." (I have enclosed copies of the comments of those community supporters who provided written testimony at the City Council hearing.)

I have also enclosed several articles that have appeared in local publications, as well as letters received by this office, that testify to the positive impact the Community Prosecution project is having on crime and the community.

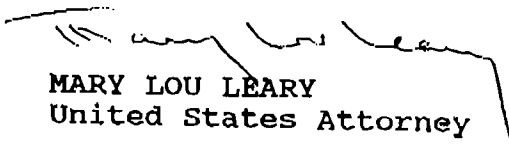
Finally, I want to call your attention to two enclosed articles written by Captain Ross Swope, of the Metropolitan Police Department's Fifth District. The first article, published in the magazine, "The Police Chief," describes MPD's community-oriented policing efforts in the Fifth District. Many of the efforts detailed in the article were initiated by members of the United States Attorney's Office. The second, about to be published in the United States Attorneys Bulletin, details the approach taken by the community prosecutors, the response of the community's residents, and the positive impact the prosecutors' presence has had on improving the quality of police work. Captain Swope, who reflects the view of the cop on the beat and has observed how the MPD's Fifth District functioned both before and after the initiation of this office's Community Prosecution project, declares the project a "success" that has "worked." As Captain Swope suggests, our experiment with Community Prosecution in the Fifth District has enabled us to work hand in hand with the local police, and to support MPD's nascent efforts to implement a community-oriented policing approach to law enforcement.

3

Recently, under the leadership of Chief Larry Soulsby, working closely with advisors from Booz-Allen & Hamilton, Inc., and members of the District of Columbia Financial Responsibility and Management Assistance Authority, the entire Metropolitan Police Department has been completely reorganized around the concept of neighborhood policing. If additional resources enable our office also to reorganize along the same lines, we are confident that an improved and coordinated crime-fighting effort will result. Without the additional resources requested in our FY98 budget proposal, however, we will not be able to extend this extremely effective problem-solving approach to fighting and prosecuting crime to any other sectors of the city.

I am enormously proud of the results we have already achieved in our Community Prosecution project, and am eager to apply what we have learned in the Fifth District to the rest of the city. When you learn about our success with the community prosecution approach, I am sure you, too, will want to see it continue. I do not need to tell you we have a serious crime problem in the District of Columbia. When we find something that works -- like the community prosecution approach -- we should use it. As you confer with the House on the Justice Department's FY98 budget, I urge you to ensure that sufficient resources are included in the appropriation for the United States Attorney for the District of Columbia to continue and expand our Community Prosecution project.

Sincerely,


MARY LOU LEARY
United States Attorney

Enclosures

cc: Therese McCauliff


Thanks so much for your assistance and support on this initiative. We appreciate the significant amount of time and effort you put into understanding this issue.



2 November 1996

NOV - 4 1996

United States Attorney's Office
for the District of Columbia

641 Pickford Place, NE
Washington, DC 20002

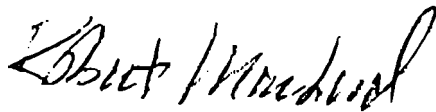
U.S. Attorney's Office
Judiciary Center Building
555 Fourth Street, NW
Washington, DC 20001

Dear Mr. Holder:

Please note my appreciation for the work of your office in helping to improve the quality of life for residents of the District of Columbia. Over the summer my street was victimized by a series of robberies, including my own home, and through the efforts of Kevin Byrnes and concerned neighbors there is now a heightened sense that our street and the larger community are safer. This approach to crime that involves partnerships among the metropolitan police, your office and the city's residents appears to be paying off.

I simply wish to commend you and your dedicated staff, particularly Mr. Byrnes, for helping to make a difference.

Yours truly,

A handwritten signature in cursive script, appearing to read "Robert MacLeod".

Robert MacLeod

640 Pickford Pl., NE
Washington, D.C. 20002
November 4, 1996

Honorable Eric H. Holder, Jr.
U.S. Attorney for District of Columbia
555 4th St. NW
Washington, DC 20001

RECEIVED

NOV - 7 1996

United States Attorney's Office
for the District of Columbia

Dear Mr. Holder:

We wish to thank you for your program in getting prosecutors involved with the community. We live on Capitol Hill NE, east of Union Station. We are exceedingly fortunate that Mr. Kevin Byrnes has been assigned by you to our community, because he really cares and is very committed to helping those of us who live here. We don't know how he can work all day and then spend his evenings and weekends meeting with groups like ours and taking the time to see that things get done to better the community.

We hope this program will continue, as it has already led to creating improvements in the quality of life, such as impounding stolen vehicles, the surveillance of certain houses, the possible discovery of stolen goods, and hopefully more street lights that Mr. Byrnes is now looking into. We have lived in this location for the past 20 years and it is wonderful to finally have someone in the government that really seems to care about improving the community.

Sincerely,

Harold Hirsch
Lana Hirsch

Harold and Lana Hirsch

RECEIVED

JAN 17 1997

United States Attorney's Office
for the District of Columbia

January 15, 1997

Mr. Eric H. Holder Jr.
U.S. Attorney
555 4th St., N.W.
Washington, D.C. 20001

Dear Mr. Holder:

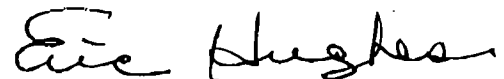
I am a property owner in the 1200 block of 18th Place, N.E. attempting to provide decent and affordable housing for the citizens of the District of Columbia.

I would like to commend the efforts of the task force that has been assigned to improve the living conditions in the 1200 block of 18th Place. They have and continue to do a tremendous job with making the street a safe and clean place for families to live and raise children.

Less than five months ago, 18th Place was rampant with open air drug sales, abandoned and stripped vehicles, a crack house, open vacant apartments, and serious dumping problems. Additionally, and the street was not on a regular schedule for cleaning. The success of the task force demonstrates how cooperative governmental efforts can be a force in improving neighborhood conditions.

I would like to give special thanks to Ms. Stephanie Miller, Ms. Gena Shuler, Mr. Jim Delgado, and Officer Jim Gillikin. During the past nine (9) months, I have either worked with and/or talked to these people on numerous occasions asking for their assistance. They have come through.

Sincerely,



Eric Hughes
(202) 582-1913

*Stephanie thanks again
for the time and effort
you put in cleaning up
the house at 5020 12th
St. N.E. This letter was
sent to Mr. Holder -
I thank again
Had Bless
Mrs Matthews*

February 15, 1997

Eric Holder
United States Attorney
444 4th Street, N.W.
Washington, D.C. 20001

Dear Mr. Holder:

This letter is to express sincere appreciation from me and my fellow neighbors of the 5000 block of 12th and 11th Street, Northeast, for the effective work of the joint venture Community Partnership Task Force. The managers of the respective task force components, Stephanie Miller, United States Attorneys Office; Jim Delgado, D.C. Department of Housing; Officer Cillicine, MPD and the supporting cast of work release prisoners from the D. C. Department of Corrections and the D.C. National Guard all conducted themselves with precision and professionalism when they converged on my neighbors house and removed two large truck loads of unsanitary human waste and debris then closed the house to further habitation.

For the past 10 years our neighborhood in general and my house in particular has been forced to endure the gross filth and bacterium which emanated from the property located at 5020 12th Street, N.E. Collectively, we have placed over 75 phone calls to various D.C. Government agencies and officials in an attempt to correct this situation. The Community Partnership Task Force was the only program to respond affirmatively to our problem.

The Community Partnership Task Force is truly an effective weapon to combat many of the troubling problems faced by citizens in the District of Columbia. Once again, I applaud all the participants involved in this operation and I hope for the continued success of the program.

Sincerely,

Mrs. Estherine Matthews
Mrs. Estherine Matthews

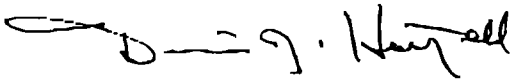
cc: AUSA Stephanie Miller
Jim Delgado
Ofc. Cillicine

Mr. Mark J. Carroll
Assistant US Attorney, DC
Judiciary Center
555 4th Street, NW
Washington, DC 20001

Dear Mr. Carroll:

June 23, 1997

Just a brief note to sincerely express my appreciation to you, your office, Mr. Delgado and others who were finally able to clear up the mess next door to me at 42 Rhode Island Avenue, NW and to finally get that house boarded up. My life in this neighborhood is immeasurably better now. I am able to sleep well at night, have my windows open, and do not live in fear of the threats from the human trash which had been squatting in that house. I work very hard to maintain my home and am active in our community association in Bloomingdale - I have made a serious commitment to this neighborhood, and your work to make it better for us is greatly appreciated. Thanks again, and all best wishes for your continued work - I know you have our best interests at heart and understand why these quality of life issues are so important to us on the neighborhood level!



Dennis J. Hartzell
44 Rhode Island Avenue, NW
Washington, DC 20001
Home: 202-234-7147
Work: 202-483-3341

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ORDER

a cooperative effort by the police and a housing inspector

By Captain Ross E. Swope,
Metropolitan Police Department, Washington, D.C.

Citizens' fear of neighborhood crime is closely tied to the feeling of being surrounded by urban decay; abandoned structures and garbage-piled lots offer criminals a wide array of places from which to conduct illegal activities. Many law-abiding city-dwellers see urban ruin and police ineffectiveness in addressing them as the sources of their victimization, frustration and unnecessary suffering. In the District of Columbia, their cries for help led the police department to consider a more innovative approach.

Enlisting the aid of a number of government agencies, the Fifth District of the Washington, D.C., Metropolitan Police Department began a problem-oriented policing effort that brought almost immediate visible changes: greater community satisfaction with the police, less fear and a significant disruption of criminal activity. This initiative—which included the U.S. attorney's office, the Department of Public Works and the Department of Consumer and Regulatory Affairs—has helped roll back urban blight and eliminated many hiding places for criminal activity.

In his book *Disorder and Decline*, Wesley C. Skogan notes that "all disorders leave visible marks on the community—marks that stigmatize it in the eyes of residents and outsiders alike." He adds that physical disorder—including abandoned buildings, unkempt vacant lots and refuse-strewn public spaces—causes fear in the community, withdrawal, flight of residents and decay. Disorder invites criminal behavior and undercuts residential satisfaction.

In the absence of intervention, say James Q. Wilson and George L. Kelling in

their article "Broken Windows," citizen fear may spark disinvestment in neighborhoods, leading to more decay, more crime and more fear. Yet it takes relatively little to turn the tide. Trojanowicz and Bucqueroux, in their book *Community Policing*, find that police response to minor calls significantly increases citizen satisfaction and confidence in the police.

It is not just police academics who have come to appreciate the importance of addressing physical disorder—and the rewards that await those who do. Many practitioners have initiated efforts to resolve this issue.

The Fifth Police District, located in the northeast section of the city, has a population of approximately 80,000 that is predominantly of lower socio-economic status. Historically, this area has experienced high levels of violent crime and illicit drug activity. The 325 police officers assigned to the Fifth District answer over 100,000 calls for service a year.

The level of physical disorder in the Fifth District was no secret. Many abandoned buildings were used 24 hours a day as shooting galleries and crack houses. Some alleys were blocked by trash, and private lots were piled high with litter and junk.

The vacant buildings used for drug activity were hit periodically, and the occupants either arrested or sent on their way. Although some attempts were made to identify the owners in order to secure the problem property, and the assistance of other government agencies was solicited periodically, residents continued to complain during community meetings, and calls to the station reported concerns

about problem locations. Repeat calls for service were frequent, and city council members began to urge increased police response.

Of course, there were successes from time to time—when an officer or other official was able to dedicate enough time and energy to the investigation to both identify and obtain help from other government agencies and work with them personally. But a concerted, coordinated effort was absent.

The most common problem was identifying appropriate resources. When the agency and individual responsible for enforcing regulations to control the problem at hand were identified, referral results were often less than satisfactory. Part of the reason was that certain problem properties required attention from several agencies and their administrative divisions. For example, addressing a vacant, debris-strewn property with past tenants still inside required contacting Housing Inspection to handle the tenants and the conditions under which they lived, the building inspector to resolve what appeared to be illegal taps into utilities, the Department of Public Works to remove trash on public space and the Commission on Public Health for such problems as accumulated human waste dumped inside and outside the building.

If the response from other government agencies—particularly the Department of Consumer and Regulatory Affairs, which is responsible for abandoned property—was so unsuccessful, what could the police do? In discussions with building and housing code enforcement officers, a clearer picture began to emerge: Despite documented assaults on city inspectors (some involving firearms), they were expected to venture out without communication to home offices or police. They were not issued bullet-resistant vests for use in gun-ridden areas. Their cars were vandalized when they entered certain neighborhoods. The reality of the situation was that the inspectors resisted responding to complaints in high-crime areas out of fear. Thus, neighborhoods experiencing the most severe physical disorder received the least attention.

The evolution of a new approach began when Fifth District officers came into contact with an extremely cooperative regulatory enforcement officer during an attempt to abate a nuisance property. In the resolution of that particular complaint, the inspector and a police officer went to the problem property together to conduct the inspection. Action was swift and effective.

As additional complaints came in, this inspector was called upon again and again to work with the officers. Unfortunately, however, his regular workload did

not permit him to work with the police as much as was needed to address the large volume of complaints the police were receiving. A meeting held in early 1996 resulted in a formal request to the director of the Department of Consumer and Regulatory Affairs that the inspector be detailed to the Fifth District to work full-time with the police. The request was approved, ending the longstanding frustration of trying to locate the proper agency and/or enlist the assistance of that agency in resolving complaints.

The inspector—who not only knew

government operations and was well versed in building and land use regulatory codes, but also had a law enforcement background, as well—was teamed with a police officer whose full-time job was to work with him. A marked car was assigned to them, and a police radio and body armor made available to the inspector. The team received its assignments daily through a variety of sources, including complaints received by phone, at community meetings, from police officers and officials and from the U.S. Attorney's Community Prosecution Project.

May 13, 1997

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To whom it may concern,

I am writing this letter to inform you of a recent experience I had regarding one of your products, namely the "Sure Fire 6P" flashlight.

I am a patrol deputy for the Columbia County Sheriff's Office in Dayton, Washington. On May 5, 1997 at approximately 4:30 in the afternoon I was dispatched to an area that had flooded earlier this year. The complaint was that some young kids were dumping the left over sand bags out and generally making a mess.

When I arrived the kids were gone. I drove through the alley adjacent to the area looking for any sign of the kids or damage they may have incurred. As I was checking the area I saw what appeared to be the butt end of a popper spray holder wedged in between some sand bags. I stopped my patrol vehicle and pulled out the item in question. A quick examination revealed that it was a small leather flashlight holder with a small flashlight still inside. The holder had some special variety of blue mold growing on it as well as being smelly, wet and dirty. The flashlight, apparently not wanting to be out of fashion, had taken up a similar little button on the end-it worked! I took it apart to see if there was any moisture in the battery compartment. It was burnt dry and I was impressed! The last flood was in February and the evidence suggests the light has been there since then, enduring freezing temperatures, snow, and rain.

I took the little light into the office and left a big message on the board in case the rightful owner was a fellow deputy. So far the light has gone unclaimed.

This little light is not mine, I don't know who it belongs to. I thought maybe your company might be interested in the light for advertising purposes. I'd be interested in my own "Sure Fire" flashlight after what I've seen. This is a very impressive little flashlight.

Feel free to call or write to me about this light. I'd be more than happy to send it to you if you so desire.

Sincerely,

[Signature]
Douglas W. Hultbert, Deputy
Columbia County Sheriff's Office

"...the light has been
there since then,
enduring freezing
temperatures,
snow and rain."

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Circle no. 43 on Reader Response Card

This project, undertaken in the Fifth District in June 1996, has assisted the team by providing guidance on how to proceed in certain cases, and has even sent a prosecutor to accompany team members in the inspection of some sites. It has also provided assistance with intake procedures and coordination.

The team's success has been overwhelming, not only with abandoned properties, but with other issues, as well. The inspector's contacts, experience and knowledge were invaluable in solving other physical disorder issues. His contacts within the Department of Public Works led to the clearing of refuse from alleys and vacant properties. His contacts with utility companies helped end the illegal diversion of these services that contributed to the illegal use of the property. His contacts with the fire department brought in fire inspectors to address issues that were beyond the authority of either the police or the Department of Consumer and Regulatory Affairs.

It was discovered that a number of small variety stores located in the drug-ravaged neighborhoods carried items specifically aimed at the drug trade. Crack pipes and rolling papers were offered for sale, along with a variety of legal items never seen in other areas, such as small

plastic "zipper" bags, sold by the hundreds, for use in packaging drugs for sale, and single coarse copper scrubbing pads, pieces of which are used to stuff crack pipes to keep users from inhaling the rock. Following inspection by the team, illegal items were seized, code violations were cited and the proprietor was persuaded to discontinue the sale of items specifically used in the drug trade. Stores that failed to come into compliance were targeted for the most vigorous code enforcement and fines permissible under the law.

Operations

Complaint intake. A complaint intake form was developed to ensure that as much information as possible would be received from the complainant. Obtainable by the public, the form could also be filled out by officers or other police employees in response to correspondence, telephone calls, firsthand observations or information supplied by residents. The complaint was logged in a record book and given to the team for action.

Pre-inspection investigation. Prior to an inspection, the team might contact the complainant for more information, as well as the public utility companies. It might also review ownership records or

contact other government agencies directly or indirectly concerned with the location in question. For example, the federal office of the Department of Housing and Urban Development, the local housing authority or the public housing authority might have information on a location or might be interested in the outcome of an inspection of a property. The investigation's outcome might have some bearing on whether another office should take formal action against a tenant for violating one or more regulations. Other government agencies cannot render assistance if they are unaware of the problem.

Field Inspection

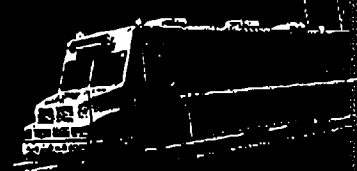
Vacant structures. In inspecting a vacant building, particular attention is paid to the floor area, examining it for signs of the presence of a dog. It is not uncommon to encounter a dog tied inside a site guarding some form of contraband. Caution is warranted even if no barking is heard; it is not unheard of to find a dog with its vocal cords cut to permit a stealthy attack. If any signs of an animal's presence are observed, loud noises are made at the entrance to flush the dog out.

Prior to the inspection, the site is also swept for people inside. It was found that



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abandoned buildings are a favorite place for criminals to hide. Wanted felons, as well as drug distributors and users, have been encountered inside.

In conducting its inspections, the team looks for signs of human "nesting areas." These areas can be squatters' sleeping places or sites of criminal activity like prostitution and drug use.

The utility supply is checked; if gas, electric or water are on, the appropriate company is notified to disconnect service or remove the metering device to prevent continuous illegal use.

If evidence of drugs is present, the information is passed on to the narcotics unit, along with information on the location used for entry.

Occupied structures. In occupied premises, the occupant is informed that the inspection is of a regulatory nature and is not a police action. Team members identify themselves, state the nature of the complaint and seek permission to continue. The team establishes from the outset that it does not have absolute right of entry absent a court-issued administrative search warrant.

Naturally, the scope of the investigation is limited by the nature of the complaint. However, if the team is given permission to enter the premises and

contraband is in plain view, the officer will take appropriate action. If other violations surface during the inspection, the inspector is permitted to act on them.

Code enforcement. When code violations are noted, the owner is located and his options identified: he may come into compliance voluntarily or be subjected to fines, civil action or criminal proceedings. Enforcement action is usually held in abeyance pending complaint resolution. Fines are written and issued to the owner. If the violation is satisfied, the fines are administratively dismissed. If the building tenant is the responsible party, action is taken in a like manner. Whether the violator is the owner or a tenant, he is usually persuaded that it is in his best interests to resolve the problem rather than risk enforcement action.

Other Assistance

First-time buyers of owner-occupied single-family homes are eligible to participate in the city's Homestead Exemption Program, which taxes the property at a significantly reduced rate. When the team encounters a house that is being used as something other than a owner-occupied single-family home, the Division of Finance and Revenue is contacted to deter-

mine if the house is participating in the program and enjoying the reduced tax. If the owner is in the program but is no longer eligible, a tax assessment is made. This can result in fines for tax evasion, and the new tax rate is set at a higher level.

The Trinidad Initiative

While the team usually spends its days addressing complaints from various sources, it was also used successfully as part of a comprehensive and coordinated law enforcement action to change neighborhoods.

In the spring of 1996, the Trinidad neighborhood in the Fifth District—well defined and composed of predominantly single-family homes—was experiencing a high level of violent crime, drug activity, and social and physical disorder. Members of the community met with police in an attempt to resolve some of these problems. The resulting effort involved a number of units of the Fifth District. The vice and gun recovery units conducted undercover operations prior to the kick-off and obtained a number of search warrants. While the search warrants were executed, aggressive, high-visibility saturation patrol was employed. The law enforcement effort produced significant results, includ-

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Selected Cases

✓ While surveying vacant properties at night, the team monitored a call alerting patrol units of an attempted rape, and broadcasting a description of the assailant. It was nearly 4 a.m. when the team, in plain clothes, spotted the suspect fitting the description. They approached the suspect and asked if he knew the time. As the suspect checked his watch, the officer was able to get close enough to make the arrest. The suspect was identified by the victim as the man who had attempted to rape her.

✓ During the investigation of a complaint of squatters inside an apartment building, the team discovered possible illegal use of electricity. The power company confirmed the illegal use and removed the meter. The team confronted the occupant, determined that he had indeed entered the

apartment illegally and placed him under arrest. When an inspection of the apartment yielded a Tech .9mm and a semiautomatic pistol, the suspect was also charged with weapons violations.

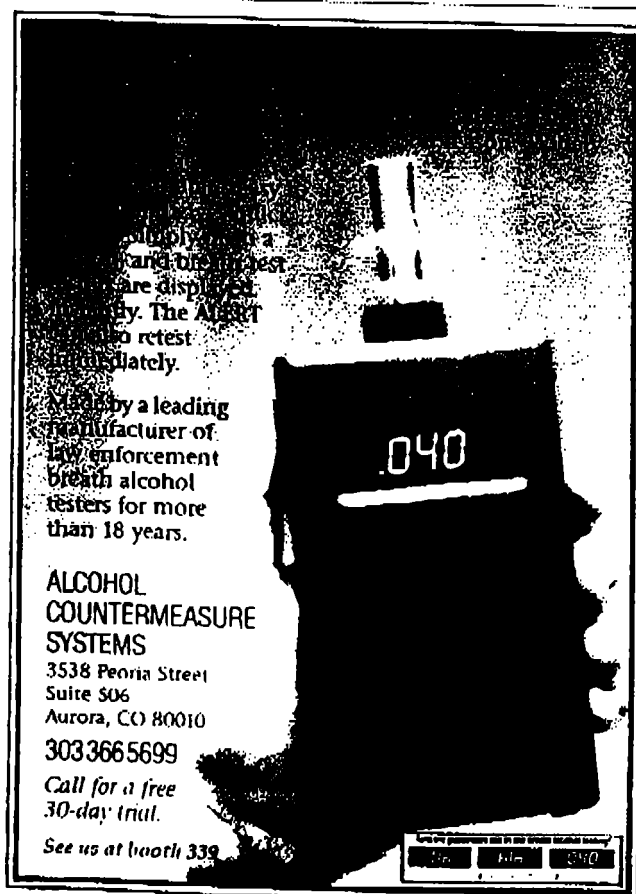
✓ During the investigation of an illegal rooming house, the team entered an apartment and discovered a sawed-off shotgun. Investigation into the ownership of the gun resulted in the arrest of one of the occupants.

✓ Inspecting a vacant building, the team found and questioned several individuals, checking their names and social security numbers. One of the individuals did not cooperate and feigned illness, claiming to be unable to walk and barely able to talk. During the inquiry, this individual made a sudden recovery and fled the scene. He was apprehended after a lengthy foot chase.

Back-up officers arrived on the scene and recognized him as being wanted on three warrants—one of them for assault on a police officer.

✓ During a routine patrol of vacant properties, the team observed a glow coming from the upstairs portion of a building. A floor-to-floor search located an arsonist at work. The suspect was arrested, and it was found that he had had a prior arrest for arson.

✓ A pit bull was seen near a vacant property with no owner nearby. Knowing that attack dogs are positioned to protect contraband, the team investigated. After securing the animal, they searched the vacant, trash-strewn lot and uncovered nearly a pound of marijuana pre-packaged for street sales.



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ing the recovery of guns and drugs, and the break-up of some of the street dealers' operations.

As successful as the law enforcement effort was, however, it was the integration of the team into the operation that really furthered the overall goal of changing the neighborhood.

Prior to the operation's kick-off, the team canvassed the neighborhood in a grid search fashion, visually inspecting each building to see if it was vacant or being used for possible illegal activities. Buildings in significant disrepair (slum condition) were also noted. Entry was made into both vacant and occupied dwellings, and conditions were noted, including the illegal use of utilities. Residents were contacted in an effort to acquire information on the problem buildings and possible illegal activities. Businesses in the neighborhood that were reported to be conducting illegal activities were targeted for inspection. Government records were examined for proper licenses and certificate of occupancy permits.

Locations needing attention were brought to the notice of the units conducting criminal investigations to prevent the compromise of their efforts. The D.C. Department of Public Works was contacted for its help in removing the trash and

refuse that blocked many alleys—often in an effort to prevent police passage.

On the day of the kick-off, additional police officers were assigned to the team, permitting many of the problem dwellings to be struck simultaneously. A number of firearms were recovered by the team. Property owners were notified that they faced fines and civil action if they did not bring their properties into compliance. Many owners moved immediately to address the problem(s); others provided a wealth of information that led to arrests at a later date. Approximately 125 meters were pulled by the utility companies' meter-tampering units, saving the companies thousands of dollars. During the three months of intensive enforcement, 27 out of 30 vacant structures were made secure. The Department of Public Works cleaned virtually every alley, clearing them for passage and collecting 14 tons of trash and refuse. One notorious vacant building used by drug dealers was leveled to the ground by the owner with the government's help.

Following this concerted operation, the neighborhood was turned back over to the community, whose residents have come together to keep their streets clear and habitable, thus paving the way for a better quality of life.

Conclusion

When selecting members for such a team, as with any high-performance unit, care must be taken to select only those who are knowledgeable, committed, dedicated and able to work with little supervision. In this case, the same inspector has been with the team since its inception. The officer who was first assigned to work with the inspector has been promoted to sergeant, and a new officer has been assigned. The success of this operation can be attributed directly to the hard work and dedication of these individuals.

Initially intended to reduce citizens' fear by resolving complaints about nuisance properties, the Fifth District's efforts have played an important role in directly attacking criminal behavior. Since the Department of Consumer and Regulatory Affairs inspector was teamed with a police officer, over 250 community complaint cases have been investigated; nearly 100 vacant structures have been secured; many arrests have been made, weapons recovered and drugs seized. Perhaps most importantly, some children and elderly persons found living in deplorable housing conditions were relocated to safer homes. Clearly, the team has become a significant part of the district's overall strategy to resolve community problems. ♦

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St. Martin's Church

1908 North Capitol Street

Washington, D.C. 20002

(202) 232-1144

June 19, 1997

TESTIMONY OF REV. MICHAEL J. KELLEY, PASTOR, ST. MARTIN'S CHURCH RE-DISTRICTING OF POLICE BOUNDARIES

COUNCIL'S COMMITTEE ON THE JUDICIARY
JACK EVANS, CHAIR

I am Rev. Michael J. Kelley, Pastor of St. Martin's Catholic Church located at North Capitol and T Street, N. W. in Ward 5. I represent over 1,500 members of St. Martin's Catholic Church. St. Martin's has stood on the corner of North Capitol and T as a beacon of hope to the community since 1901.

During the last year the immediate neighborhood around St. Martin's Church has had 6 murders (one murder 6 weeks ago, next to the church courtyard wall). St. Martin's Church was the victim of 9 break-ins (twice I was in the rectory when they broke in). Open air drug sales occur day and night along North Capitol, Seaton, S and T Streets. People are afraid to walk to the corner store or let their children play outside. Folks feel like hostages in their own homes.

The following are my concerns about the re-drawing of the police districts:

- 1) The proposed new boundary line between 5 D and 3 D will be North Capitol Street. The "drug boys" will work whatever side of the street that is less patrolled. How will the North Capitol crime corridor be policed as a distinct geographic area? At the Community Meeting held at St. Martin's June 18, 1997 Councilmember Harry Thomas stated that the North Capitol corridor was the worst in ward 5. When the 3 D/ 5 D boundary was in the middle of Howard University - a special task force was set up to deal with area. Will the same be done for North Capitol Street?
- 2) The U.S. Attorneys Office under the 5 D Community Prosecution Project is a great asset to our community. Since their involvement began last year, we have seen crack houses closed and boarded; rat infested trash finally cleaned up and drug dealers taken off the street. We want the continued service and support of the U.S. Attorneys Office even if we become part of 3 D.
- 3) We have had an excellent relationship with the Metropolitan Police Department for many years. We know the names of the sector and beat personnel. We want that connection to continue. This summer, at the request of the Fifth District, we are sponsoring a summer program for the youth as an alternative to hanging out in the street. The Fifth district promised to staff the evening "Safe Kids Summer Program" with an officer. We still want an officer present for this special community summer program. Community policing is our goal.

4) Accountability is very important. How will we be kept informed about the "new" police changes and procedures in our community?

Thank you for the opportunity to share the concerns of St. Martin's Catholic Church.

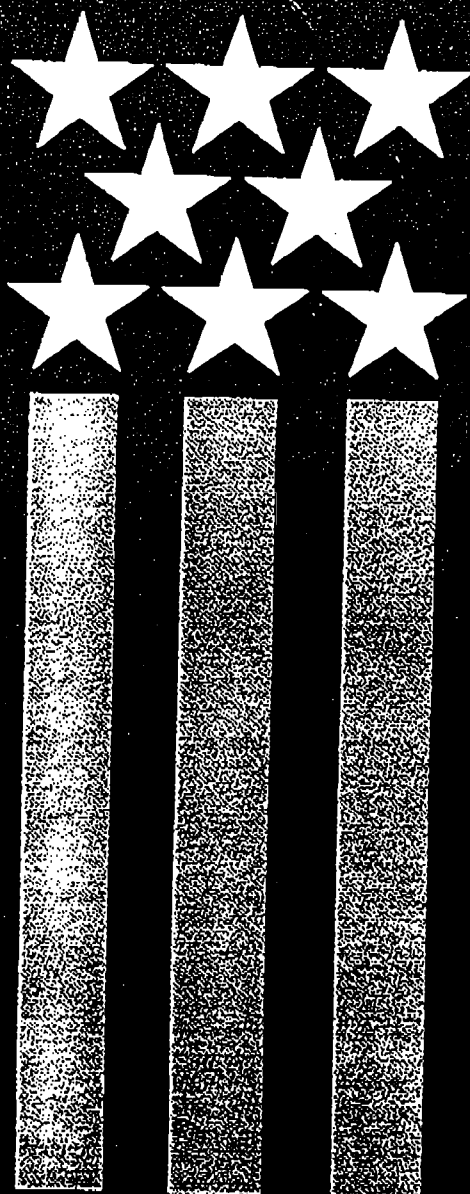


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USA Bulletin

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VOL. 45, No. 6



ELECTRONIC INVESTIGATIVE TECHNIQUES II

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Community Prosecution in Washington, D.C.

*Captain Ross E. Swope**

Introduction

On June 3, 1996, then United States Attorney for the District of Columbia, Eric H. Holder, Jr., publicly announced the kick off of the Fifth District Community Prosecution Pilot Program. I heard the speeches, saw the gathering of executives from many Government agencies, and even participated in the hand shaking. Being a 24-year line cop in D.C., I had experienced similar events in the past, only to see them die on the vine or to find them of no substance later. In short, I had my doubts about the utility of this initiative. More than a year has passed since this initiative began and, I say without reservation, it has worked.

Background

The Fifth Police District, located in northeast Washington, D.C., serves approximately 100,000 residents, and the nearly 400 officers answer over 125,000 calls a year for service. The area experiences a high level of violence and drug trafficking. The officers have made over 4,000 arrests since June 1996, and virtually all of them are processed through the Community Prosecution Section.

The Plan

The Fifth District Community Prosecution Section consists of 19 Assistant United States Attorneys (AUSAs) and accompanying support personnel. The AUSAs handle the majority of the serious criminal cases generated in the Fifth District, from robberies and homicides to drug cases and other Federal matters. They follow cases from papering to final disposition, and handle no cases from other

police districts. Two of the community prosecutors are located within the station. They are not assigned cases but interact daily with the community, the police officers, and other Government agencies.

The People

One of the primary factors in the success of this program was the selection of the personnel for the prosecution team. Former United States Attorney Holder reached out to former Metropolitan Police Officer, AUSA Clifford Keenan, to head the project. He brought considerable credibility to the project from a law enforcement standpoint since, at one time, he was "one of us," and had a direct working knowledge of the community. AUSA Keenan's background and experience served as the catalyst that brought the police, the community, and the other prosecutors together. AUSA Brenda Johnson, an experienced assistant, was selected as the deputy chief of the project, and the two high energy, dedicated, and committed prosecutors assigned to the police station were AUSAs Stephanie Miller and Denise Abrahams. The other assistants prosecuting our cases proved to be exceptional individuals. Former United States Attorney Holder made his selections carefully.

The Story

As captain at the Fifth District, I had considerable interest in what the prosecutors and the officers under my command were going to do for the community, and in seeing if what Former United States Attorney Holder said would take place, did. When the AUSAs moved into an

*Captain Ross E. Swope is a Patrol Sector Commander in the Fifth Police District, Metropolitan Police Department, where he has served in field assignments for 24 years.

office next to mine, I could see what was going on. Shortly after the AUSAs were on site, I stopped by their office and invited AUSA Stephanie Miller to go on patrol with me. I intentionally took her to the worst locations in the District. At one point, I stopped at an open air drug market and left the car to have a talk with the crowd. I was shocked when AUSA Miller followed me to the crowd. Later that same day I found the dirtiest, filthiest, foulest smelling shooting gallery (house where heroin addicts inject their drugs). We walked in and found several addicts scrambling to clean up. Good first impressions. My experience with AUSA Denise Abrahams was much the same. Early on, we popped into an old garage to find 20 heroin addicts, one with a spike (needle) in his neck and another with one sticking in his arm. It was only the two of us but she was right there with me and took it all in stride, as if she had seen it countless times. The AUSA's active interest in the problems the police and the community face daily was impressive. Their response to these deplorable conditions was, "What can we do to help?"

When I attended community meetings, I was joined by AUSAs Miller, Abrahams, Keenan, and Johnson, or other members of the program team. They were hearing first-hand, and perhaps for the first time, the residents' real concerns. While crime is a concern to everyone, residents often brought up the physical and social disorder problems that caused fear and adversely affected the quality of life in their neighborhoods. During the meetings, residents were given the community prosecutors' office telephone number and invited to call the office concerning their problems. It wasn't long before the telephone started ringing, and residents began conveying their concerns about the drug dealing and problem properties in their neighborhoods. AUSAs Miller and Abrahams, with the help of their administrative assistant, Gena Shuler, set up a system to track the complaints. They worked with the Fifth District patrol officers, vice investigators, and a D.C. Housing Inspector to resolve community complaints. This was not a paper shuffling exercise, the AUSAs rode with police officers to these locations for personal inspections. Literally hundreds of complaints have come in and been resolved in the past year. I can say with confidence that these efforts have improved conditions in many Washington, D.C., neighborhoods. AUSAs Miller and Abrahams were not the only two on the streets with the officers; AUSA Johnson was there during the service of many drug search warrants.

I remember seeing AUSAs Keenan and Johnson at the station at all hours of the day and night. Early in the project, AUSA Keenan asked me what the AUSAs could do. I recommended that the community prosecutors provide in-service training on search and seizure issues, traffic stops, and probable cause, and AUSAs Keenan and Johnson began the training. Not only did AUSA Keenan cover issues I raised but he took them a step further. From the prosecutorial standpoint, he proposed ways that the officers could make stronger cases and discussed additional information on the paperwork that would enhance the case. His experience and the feedback from other community prosecutors provided the line officers with insight and an opportunity to improve their performance. These AUSAs didn't just provide training during hours that were convenient to them—the 2:00 p.m. roll call—but they were at the 6:00 a.m. and 11:00 p.m. roll calls as well. This was not what I expected.

They attended community meetings at night, where they also provided training and responded to complaints. They published a list of their pager numbers for the police officers. There were several occasions that I had to contact AUSA Keenan after midnight or at 6:00 a.m. concerning problems that couldn't wait. He always ended the conversation with "Call me any time; it's not a problem." Others were also paged at strange hours and on weekends.

Arrest warrants that usually require a trip downtown for approval are now reviewed at the station. The police officers and AUSAs at the station interact daily, discussing investigations and problems in the community, and brainstorming possible interventions. As the weeks passed, the community prosecutors became an integral part of the Fifth District's operations. The officers place trust and confidence in the prosecutors, and seek their advice and counsel daily.

One point of considerable friction between the United States Attorney's office and the police prior to this program was the standard procedure of papering an Assault On a Police Officer case as Simple Assault if the injury to the officer was considered "minor." Line officers took exception to this rule because they couldn't understand why, when they were punched in the mouth while on duty in uniform (which is a felony in the D.C. Code), the case was automatically a misdemeanor at papering. The officers felt that the AUSAs did not understand the work and, therefore, did not support them. Because of the community prosecu-

tion program, this issue has been resolved. The prosecutors now understand how this change affected the officers, and they agree that these assaults should not be taken lightly. Cases that, in the past, would have been papered as minor offenses are now vigorously prosecuted as felonies.

It is not just the mutual understanding between the police and the AUSAs that improved. Communications and understanding between the community and the AUSAs were created, where, prior to this program, they were virtually absent. Because of the program, the prosecutors hear firsthand how seemingly minor crimes or problems have a significant impact on the level of fear and quality of life in the community. Crimes and problems that would have been ignored in the past now receive considerable attention. AUSAs handling the Fifth District's cases in court saw many of the same individuals pass through, knew the areas where the crimes occurred, and personally knew many of the residents in the area. I believe this has brought a feeling of attachment to the area and, certainly, a higher level of understanding. Traditionally, AUSAs receive cases from all over the city, with little opportunity to develop ties and knowledge.

The efforts of this program involve a wide variety of activities that, traditionally, are not part of the United States Attorney's office. For example, in a Problem Oriented Policing project involving a drug infested area of the Fifth District, the community prosecutors obtained grant funds to purchase t-shirts for the children in the neighborhood and to produce warning signs directed at drug addicts. In this particular project, AUSA Kathleen O'Connor took the lead in directing the investigation to destroy the gang that controlled the drug trafficking.

Closing

Perhaps the most important accomplishment of this program is the level of understanding about the world of a prosecutor, a Fifth District officer, and a Fifth District resident. Each team member was able to see the other in their own environment. In doing so, bonds were built, trust developed, and empathy created. There is a level of commitment and cooperation that was never there in the past.

Instead of the three participants—the community, the police, and the prosecutors—working more or less independently on the same or similar problems, they have come together to operate as an effective, powerful team. Without the community prosecutors program, these relationships rarely develop.

Because all of the names of the AUSAs assigned to this program are not mentioned in this article, the team of AUSAs appears below. All of the AUSAs assigned to the program were critical to its success; without their dedication, the program would have been a failure.

I have seen many programs and projects from outside the Metropolitan Police Department come and go. This effort has produced substantive results and is a great success. ❖

AUSAs in D.C.

Clifford T. Keenan
Brenda Johnson
Denise M. Abrahams
Jennifer Anderson
Kevin Byrnes
Mark Carroll
M. Evan Corcoran
Halsey Frank
Timothy Heaphy
Albert Herring
Kenneth Kohl
Stephanie Miller
Kathleen O'Connor
John Pierce
Catherine Pisaturo
Deborah Sines
DeMaurice Smith
Robert Spelke
Peter White

TESTIMONY OF SALLY BYINGTON
PUBLIC ROUNDTABLE
METROPOLITAN POLICE DEPARTMENT
DISTRICT AND BEAT BOUNDARY RESTRUCTURING
COUNCIL OF THE DISTRICT OF COLUMBIA
1350 PENNSYLVANIA AVENUE, N.W
JUNE 19, 1997

My name is Sally Byington. I reside at 1231 Maryland Avenue, N.E., Washington, D.C. My residence is in the 6th Ward, now under the able, diligent leadership of our new Council member, Sharon Ambrose. My neighborhood is presently in the 5th Police District, Scout Car Beat 153, under the talented, proactive leadership of Sergeant Diane Groomes.

Over the past six plus years I have been extensively involved in public safety issues as an advocate for reform of the criminal justice system. During these trying years I have been blessed with not only working relationships but also friendships with many like-minded citizen activists and law enforcement officers and officials.

We have battled for community policing, community empowerment policing, community-oriented problem solving policing for many years through participating in the Citizens Advisory Councils (the 5ths, 1sts, and Chiefs); establishing and maintaining scout car beat organizations; organizing and walking in orange hat patrols; writing and distributing newsletters; working with ANCs, Capitol Hill Restoration Society, neighborhood and community groups and the like; raising monies for our groups as well as local MPD needs; studying and evaluating research and related issues; attending meetings, banquets, workshops, and hearings; testifying before panels, Councils, and Congress; proposing models; assisting in legislation (including federal laws which were never enforced re police monies to be rolled over); plus logging innumerable miles on our cars, bicycles, and feet and calls on our telephones - and more recently computers.

And for what? To be heard by you, to have our testimonies - filled with ideas and proposals - collected and filed away, mostly never read again, occasionally quoted or plagiarized by "experts".

Too many of this audience here today have come to a point where they feel that their Safety Chief could also have a cover story as was recently in the *Washington Times* about the Metro system: a cover-up culture (June 6, 1997, C4). The outrage could have been avoided by sensitive and appropriate community outreach, especially since "By January

1997, the mapping for community beats was complete" (Chief Soulsby's council overview of June, 1997).

Yes, I know that the beats have been disproportionately staffed. Why should the 5D Trinidad section, where my good friend, Doris Long, has battled officialdom with facts and eloquence about her abundant, violent neighborhood criminals, have had only 4 officers? Will more (to the maximum 19 and expansion by two blocks) necessarily be better without complete reform of the criminal justice system, enforcement of existing city laws, and massive community intervention in homes, schools, parks, and businesses?

What is the criminal justice system going to do with the recidivists and career criminals, many who are identifiable as SHOs in their grade schools and have extensive records before they ever spend any time in prison? Will D.C. establish a juvenile justice system and institute vertical prosecution based on national models that work? Will the MOU partners, given the blame, and hopefully down the road, the credit for this reorganization and restructuring, proceed with the necessary reforms of all enforcement agencies, with appropriate sanctions for any crime in every neighborhood no matter how old or young or what color you are, as well as sanctions for MOU partners who do not comply?

Will the 5D Community Prosecution Model, under the dedicated leadership of Assistant US Attorney Cliff Keenan, be maintained, expanded to include all federal enforcement officials, evaluated, and replicated - if found worthy? Will his team be assigned to PSAs as partners in problem solving?

And, what about the new PSAs that cut across neighborhood lines, devour old beats, break long working relationships? Changes now in response to grease on those squeaky wheels will only lead to more upheaval and unrest and confusion. If the new boundaries are based on fairness and workload balance, then so be it. Leave them alone.

Will each team leader have access to an accessible, private, equipped work station in his or her PSA, a place to meet the community to talk about the problems, or will only the more up scale PSAs be able to find and finance such locations?

Will grass roots community persons - in spite of their politics - be acknowledged for their contributions, treated with respect, and desired to be members of a community problem solving team - rather than *trainees* of grant recipients and service providers? Or, will they be usurped by the new kids on the block who are more fancy or connected who want to solve *their* problems?

And, from this day forward, will the community be involved in the process, the establishment of this structure, so that it can become more than a structure? Will the Council value our input and expertise as they set priorities and budgets?

With us, PSAs and MPD can work because as I have said before on other occasions, we are the soul, the life givers, of this work. Without community, it is only a structure, doomed from inception to failure. The choice is not simply in the stars but in our collective wills, empowered by the Father, Our Lord, and His Spirit who desire to make us one.

The Buzz

North
Lincoln Park's
Neighborhood Newsletter

Feb. 2, 1997

Volume 6

Number 2

Slain Kids Memorialized

Children of the Miner Elementary School neighborhood were joined by parents and community residents on January 20th for the unveiling of a granite memorial remembering their friends who had died from gun violence in the past few years.

The dedication of the memorial at the traffic triangle at 15th and F streets NE in front of Miner School was a project supported by the Parent and Community Action Association.

Neighbors Larry Gray, Suzanne Wells and Diana Winthrop met with some three dozen area youths on the night of the first to design the memorial.

In recent years, graffiti with the names of the three youths repeatedly appeared on local sidewalks and buildings, despite efforts by the city to remove it.

Wells and Gray encouraged the kids to find another way to mourn the loss of their friends. The monument is dedicated to LeRon Perkins, 14, murdered on his way to a local carry-out for his grandmother, Steve Miller, 15, gunned down walking from his aunt's house to his grandmothers and Jerome Chip Belle, 16, murdered while on his way home.

Police have not arrested anyone in connection with the murders. The Reverend Lorenzo Ford of Freindship Baptist Church officiated at the candle light memorial service Jan. 20.

Friends and family of the dead youths spoke. Friends unveiled the marker which is inscribed with the names of the youths along with their dates of birth and death.

Also inscribed are the tributes: "Save the Children, Stop the Violence" and "We Love, We Care, We Remember Them All."

The memorial triangle in front of Miner will be completed this spring with the planting of flowers when the memorial is finally set into the ground. If you wish to volunteer to help with the gardening, please call Suzanne Wells at 398-6305 or Larry Gray at 399-6541.

Busts Put Dent In Const. Ave. Drug Market

A grand jury last week indicted two Constitution Avenue men on charges of possession of crack cocaine with intent to distribute as a result of an arrest Jan. 14 in which police seized 17 rocks of crack and a van owned by one of the men.

It is the third drug arrest since neighbors this fall began working with police to eradicate what has become a daily open-air drug market in the area surrounding Trants Liquor, 1333 Constitution Avenue.

Terry Card, 30, and Thomas

Kennedy, 66, were seated in the van at 4:10 p.m. when police approached after spotting Card smoking a marijuana cigarette, according to Tim Heaphy, assistant U.S. Attorney for the north Lincoln Park neighborhood.

After patting both men down, police discovered the rocks of cocaine in a film canister between the front seats of the van, Heaphy said.

The green van, owned by Kennedy, was confiscated as

evidence and the two men were taken to the Fifth Police District for booking. Card was also charged with possession of marijuana. Kennedy lives at 1209 Constitution. Card gave his address as 1345 Constitution.

Arresting officers were Steve Manley and Larry Hale.

In a separate case, the D.C. Parole Board has issued a warrant for another man who man who was carrying a quantity of heroine when police arrested him Sept. 13 behind

NLPNA Election

Elections for NLPNA leadership posts will be held Tuesday, Feb. 4, with nominations open until the election is held.

The meeting begins at 7:30 p.m. at Lane Memorial Church, 14th and C streets NE.

Running for another term are chair Gilda Sherrod Ali, of Warren Street and Treasurer Ruth Oyen of Tennessee Avenue.

No one has announced intentions to run for the secretary's position being vacated after one short year by Richard Sundberg of Duncan Place.

And, Susan Oursler has announced her intention to run for chair the Finance Committee.

All terms last for one year. The chair is in charge of mediating monthly meetings of the NLPNA. Secretaries keep notes at the meetings and the treasurer reports on account activity.

The Finance Committee Chair is to hold quarterly meetings and make financial recommendations to the NLPNA membership.

The Buzz

North Lincoln Park's Neighborhood Newsletter

June 1, 1997

Volume 6

Number 6

Community Calendar

• **June 3** -- North Lincoln Park Neighborhood Assoc. meets 7:30 p.m., Tues., Lane Church at 14th and C streets. Annual yard sale to be discussed.

• **June 7** -- Retirement dinner for Dep. Police Chief Claude Beheler, former 5th District commander, Sat. 6 p.m., Sat., Hyatt Regency. For tickets call 544-8472.

• **June 7-8** -- Unifest '97 celebration, Sat. and Sun., Good Hope Road and Martin Luther King Blvd. Parade begins Sat. at 32nd and Alabama Ave., ending at festival location.

• **June 14** -- Summertime And Reading Together road race to be held on Pennsylvania Ave. Proceeds go to the Lincoln Park Book Club for children. Info on the race and the Book Club available at (301) 460-8166.

Man shot in leg

Police are investigating the shooting of a 29-year-old local man Wednesday evening at the corner of 13th and E streets northeast.

Details were hard to come by at press time, but police said the man was shot in the leg at about 5:30 p.m. and taken to D.C. General Hospital.

There have been no arrests, police said. Yellow crime scene tape blocked off portions of the area as neighbors arrived home from work. One neighbor said he heard a single gunshot.

The area around 13th and E streets has been plagued by public drinking, muggings and drug sales. A group of youths who like to think they have the corner "staked out" have been under surveillance by police, according to neighbors familiar with problems in the area.

HAPPY CAMPERS -- After a day-full of activities -- and more campfire food than you can shake a walking stick at -- 125 campers slept well in a dozen tents pitched at Kingsman Park for the first annual Urban Campout sponsored by the NLPNA, Cub Scouts and neighbors of Kingsman School. Story, more pictures, pages 2 & 3.

Neighbor brings car thief to justice

Used to be, authorities almost never prosecuted car thieves. But that is changing as community prosecutor Tim Heaphy recently won a case against an auto thief who faces sentencing June 4.

"It's another example of how this community prosecution concept works," Heaphy told *The Buzz*. "It's an example of how we are trying to be responsive to your needs in the community and hopefully the prosecution does have somewhat of a deterrent effect and let's people know we are serious about these kinds of cases."

Community prosecution is a pilot project begun by U.S. Attorney Eric Holder, who assigned Heaphy to work cases in the Lincoln and Stanton park neighborhoods.

Heaphy frequently comes to meetings of the North Lincoln Park Neighborhood Association to describe the community prosecution concept.

It was two long-time members of the NLPNA who urged Heaphy to prosecute the theft of their Honda station

wagon after the U.S. attorney's office initially declined the case.

Anthony Nixon, 24, who told prosecutors he lives at Maryland and 19th Street, was convicted of unauthorized use of a motor vehicle.

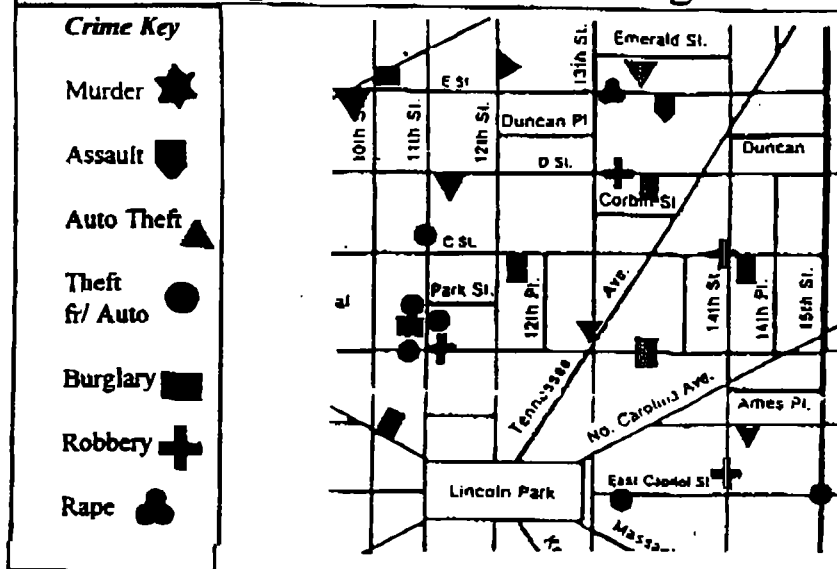
One of the owners of the car testified at the trial. "It was really her persistence that allowed us -- forced us -- to go forward" with the case, Heaphy said.

Sentencing will be June 4, 2 p.m. before Judge Arthur Burgess at D.C. Superior Court.

The NLPNA Tuesday night is expected to consider a motion to write a letter to Judge Burgess asking that he to throw the book at Mr. Nixon.

Don't miss this Tuesday's meeting of the North Lincoln Park Neighborhood Society, an organization of your neighbors working to foster a sense of community, fight crime and improve everyone's quality of life. Tues., 7:30 p.m. Lane Church at 14th and C streets.

Crime Map for 11-29-96 Through 12-30-96



Hospital Has Plan for Kingsman

The city has rejected a neighborhood proposal to develop the field behind Kingsman Elementary School into a multi-use sports/recreational park, instead giving tentative approval to a proposal from the Hospital for Sick Children to operate a school and residence for disabled children.

But neighbors who call themselves Friends of Kingsman Park remain upbeat and they pledge to work with the hospital.

Both groups hope that both uses of the site can be accomplished, according to Suzanne Wells of Friends of Kingsman Park.

The following statement was prepared by Vernell DeWitty, Director of Program and Business Development at the Hospital for Sick Children. Vernell can be reached at (202) 635-6179, if you have questions about the hospital's plans.

"The Hospital for Sick Children (HSC), located at 1731 Bunker Hill Road N.E., has provided health care services to the children of the District of Columbia for more than 113 years. As a leader in pediatric and adolescent rehabilitation, we are currently looking at new ways to expand our mission and to meet the growing needs of the community.

"Recently, the Hospital submitted a proposal to the government of the District of

Columbia to redevelop the Kingsman School site. If accepted, the current Kingsman school would become a center for educational services for children with special needs.

"HSC has always been dedicated to being an outstanding member of the community. During past renovations to our existing site we were sensitive to local neighbors and completed projects with as minimal disruption as possible. Our Bunker Hill Road facility is always open as a place for community groups to hold meetings as well as exercise classes.

"As we continue our commitment to serve children with special needs, the Hospital for Sick Children looks forward to working together with the community surrounding the Kingsman school."

He Asked For It... He Got It

A police woman shot a would-be burglar the morning of January 7 after the burglar apparently went for her gun in the 900 block of Massachusetts Avenue.

Details were not available at press time, but police sources say the man was chased into an alley where he struggled with the officer who was responding to a report of a burglary in progress on the 800 block of Constitution Avenue. The suspect allegedly reached for the officer's gun saying she did not have the courage to shoot him.

The officer opened fire, hitting the man in the leg. Backup units arrived and transported the man to D.C. General. He was charged with attempted burglary and assault on a police officer, according to police.

Scout News

Cub Scout Pack 332 held an Awards Ceremony Jan 18 in honor of Dr. Martin Luther King Jr.'s birthday.

Carrington Dixon received the Bobcat award. Antoine Stewart was awarded the Wolf badge.

Leonard Ballard and Joseph Jones received the Bear badge.

The Engineer and/or Scientist Webelow Activity barges were awarded to Aaron Byrd, Antoine Stewart, Andrew Jones, Carrington Dixon, Joseph Jones, Jovan Hall, Leonard Ballard, Harold Fuell, Maxfield Peay, Ryan Bradshaw, Ryan Henry, Rashaun Gee and Rodney Massey.

Den Leader Robert Gilliam read one of Dr. King's speeches. The boys performed a mind-reading magic act and then whacked open a pinata they made themselves.

The scouts will be selling popcorn items ranging from \$10 to \$15 at the next NLPNA meeting. This is their primary fundraiser.

The Buzz Needs You

Isn't this a good time to write a check out to the North Lincoln Park Neighborhood Association so The BUZZ won't ever stop for lack of funds?

It costs between \$75 and \$200 to produce 1700 copies of The BUZZ, depending on its size.

Make out a check to the North Lincoln Park Neighborhood Association and send it to: THE BUZZ, PO Box 306, 611 Pennsylvania Ave. SE, Washington DC, 20003.

Candidate Quits Race

A local ANC Commissioner is the first candidate to withdraw from a crowded field vying for the Ward 6 City Council seat vacated by Harold Brazil.

Albrette "Gigi" Ransome, who represents the neighborhood east of 14th and south of C streets, told The BUZZ her heart was not fully in the race.

Instead, Ransome, said she is throwing her support to Sharon Ambrose, the former legislative director for Councilmember John Ray.

About 50 supporters attended Ambrose's recent kickoff on a freezing Saturday morning in Lincoln Park.

The first candidates forum is planned for Feb. 19 7-9 p.m. at Hine Junior High, 7th and Pennsylvania SE. The forum is sponsored by the Ward 6 Democrats, CHAMPS and several other organization.

The City Paper reports that candidate Rob Robinson has recruited Georgetown businessman Paul Cohen and Democratic Party heavy Marie Eva Candon to raise \$100,000 for his council bid. (Candon is a familiar figure in north Lincoln Park; she chaired the ABC Board which declined to revoke the license at Trants Liquor.) Robinson is former executive assistant to Brazil.

Meanwhile, candidates Rev. Augustus Stallings Jr., Bernard Gray, John Capozzi, Howard Croft and Tom Hamilton have been joined by inner hill community activist Henry "Sandy" McCall and ANC 6A Commissioner Ernest Postel Sr.

Hill residents Yehanna JMM Malone and Steve Michael are also in the race. Across the Anacostia River, nomination petitions have been taken out by Chidiadi W. Akoma, Charles W. Day, Anthony Graham Sr. and Charles N. Lipscomb.

Work it ... Kids Classifieds

Antwain Baum offers his services as an all-purpose handyman available for hire at reasonable rates. Antwain, 16, specializes in car washes, gardening and hair cuts. A resident of Ames Place for four years, he can be reached at 543-5132. Rates vary according to the work.

James Johnson, 14, formerly of 14th Street NE, will perform yard work, car washes, minor house repairs, lawn care, window cleaning and snow shoveling. Rates vary according to the work. Abbie Terrones and Stew Harris have worked with James. Call James at 584-5066

Timothy King, 14, a ninth grader at Eliot, specializes in car washes, bike repairs, general yard cleaning and snow shoveling. A resident of 15th Street for five years, he can be reached at

399-8084. Car washes are \$5 and other rates vary according to the work. Suzanne Wells has been very impressed with Timothy's work.

Cornelius "Babs" Thompson, 13, has performed gardening and handyman chores, including tree planting, for various residents of the North Lincoln Park Neighborhood. He offers his services at rates which vary according to the work. References include Carl Mazza and Stew Harris. He can be reached at 546-9346.

If you are under the age of 18 and wish to offer your services through The Buzz Kids Classifieds, drop a line to PO Box 306, 611 Pennsylvania Ave. S.E., Washington D.C., 20003. Be sure to include your phone number, age, references and rate of pay.

NLPNA Jan. Meeting

The NLPNA monthly meeting was held at the invitation of Rev. Henry Y. White at the offices of Brown Memorial Church when it appeared that the usual meeting space at Lane Memorial Church would not be unlocked.

Minutes of the January meeting and the Treasurer's reports were read and approved.

Police reported that crime overall was down except for thefts of property.

Police announced that 10 tickets for a Capitols hockey game had been donated to neighborhood youths.

A lengthy discussion followed about Brown Memorial's plans for the four vacant, dilapidated building on Constitution Avenue. Rev. White asked the NLPNA for a letter of support for its plans to redevelop the buildings. But neighbors decided they would first like to see Brown's written proposal for the properties.

On different matters, Rev. White said he would speak to members of Brown Memorial about writing a letter in opposition to the Trants liquor license.

White also said he and members of his congregation would walk the area with the orange hats citizen patrol.

It was announced that nominations for officers of the

NLPNA would be taken at February's meeting.

An update on plans for Kingsman School revealed that the city has rejected the neighborhood's plans for a multi-use park and is looking favorably on a plan submitted by the Hospital for Children with Disabilities.

Busts...from p.1

Trants Liquor.

Although the U.S. Attorney's office declined to prosecute the case, Maurice Jamison was on parole at the time of his arrest, Heaphy said.

"This is a good example of this kind of project," said Heaphy, who was assigned under a pilot project to prosecute cases in the neighborhoods around north Lincoln Park and Stanton Park.

"I notified the parole board and they issued a parole warrant ... The Parole Board would not have even known about the arrest" because it was no picked up for prosecution, Heaphy said.

Heaphy, in turn, has notified officers about the warrant on Jamison.

Heaphy has offered to attend the March meeting of the NLPNA to further discuss the community prosecution program being tested in the Fifth Police District.

On the Corridor

U.S. Attorney Targets H Street for Community Prosecution

H Street merchants and interested citizens recently met with DeMaurice F. Smith, assistant U.S. attorney for the District of Columbia, to discuss the new community prosecution program — a grassroots approach to law enforcement — being implemented by the U.S. Attorney's Office. Community prosecution focuses on targeted areas and involves a long-term, proactive partnership among the prosecutor's office, law enforcement, the community and public and private organizations. Community prosecution involves the following components:

- A proactive approach
- A clearly defined target area
- Problem solving, public safety and quality of life issues
- Direct interaction between the prosecutor and the community and the incorporation of the community's input into the courtroom
- Partnerships among the prosecutor, law enforcement, public and private agencies and the community
- Long-term strategies
- Commitment of policymakers
- Varied enforcement methods
- Continuous evaluation

In Washington, the D.C. Police Department's 5th District was selected as an area to begin implementing this program.



DeMaurice Smith takes questions from H Street Merchants and citizens regarding the community prosecution program.

"By assigning a group of prosecutors, we hope to form a partnership with people in the neighborhood of the 5th District, particularly the H Street corridor," said Smith, who is assigned to the H Street, Brookland and Langston areas. "We hope to be more proactive and more aggressive in solving the crime problems in this area."

Smith said that the only way to make a dent in the rate of robberies, murders and narcotics is to respond to the quality of life issues such as loitering, lighting problems, homelessness, and drug abuse.

Smith said that merchants will see him on the corridor frequently, that he will be visiting every merchant on the corridor, and that he expects to hear from merchants about problems on the corridor. He said that the two full-time prosecutors assigned to the 5th

district are Stephanie Miller and Denise Abrahams, who will be the point persons to respond to the needs of H Street merchants and residents.

New Tree Boxes In 1400 Block

John and Katherine Ford, owners of J & K Upholstery, have begun a campaign to beautify the H Street corridor by building and installing tree boxes filled with plants and flowers on both sides of the entire 1400 block. Ford says she has gotten a lot of positive response from merchants and citizens.

Ford's business and her efforts to beautify the corridor were recently featured in an article in *Roll Call*.

THE BUZZ

North Lincoln Park's Neighborhood Newsletter

AUGUST 6, 1996

VOLUME 5

NUMBER 8

Next NLPNA Meeting: Tuesday August 6, at 7:00pm, National Night Out, 13th & E streets NE

Dope Dealers to Get Shock Tuesday, Neighbors Hitting the Street

North Lincoln Park neighbors participating in the annual National Night Out this Tuesday plan to focus their attention on the crime-plagued stretch of 13th Street between D and E streets northeast.

While some neighbors will be playing ball and grilling burgers on the renovated ballfield behind Kingsman Elementary School, others will station themselves nearby at 13th and E streets where a netlesome band of juvenile dope dealers have set up shop.

Police from the Fifth District and Assistant U.S. Attorney Tim Heaphy will be on hand for the duration of the event from 7 p.m. until 9:30 p.m. All neighbors are urged to join the demonstration against crime which is held annually in August instead of the monthly meeting of the North Lincoln Park Neighborhood Association.

Police last year declared the area an "open air drug market" and recently focused attention on a group of youths who refer to themselves as the "In-A-Minit Crew," named after the 13th Street convenience store.

The group has scattered graffiti throughout North Lincoln Park and police say they are suspected in several crimes. A sawed-off pump shotgun loaded with several shells was recently found by authorities in the alley where some youths are believed to stash their drugs.

Neighbors who participate in the "National Night Out" are encouraged to bring a side dish or dessert to the ball field behind Kingsman Elementary School. Dope dealers and other criminals are encouraged to get a life.

Long-time Maury Principal Reassigned

LeGrande Baldwin, principal at Maury Elementary School, has been reassigned to a junior high school even though he would prefer to remain at Maury. Normally, the move would be considered a promotion.

Neighbors are conducting a letter-writing campaign in an effort to reverse the reassignment of Baldwin to Miller Junior High School.

"Mr. Baldwin has invested many years and countless hours in developing a unique relationship with the school, the student body and the community," says a press release from neighbors opposed to the transfer. "If Mr. Baldwin is reassigned to another school, he will have to start over and his investment will be wasted. The loss to Maury

will not be offset by any gain at Miller Junior High."

The letter-writing campaign is being directed at school officials Franklin Smith, Kenneth Milner and members of the Board of Education. Copies of a letter and petition are available from Elizabeth Nelson, 543-3512, PTSA President Mildred Burch, 547-1962 and Leslie at 543-3861. Or, residents can register their opinions by calling Smith at 724-4222, Milner at 724-4225 and Ward 6 School Board Member Bernard Gray at 724-5449.

The press release noted that the new principal at Maury "will certainly give us her best effort. But she will not be able to re-create in short time what it has taken Mr. Baldwin years to accomplish."

Be a Hero: Give to THE BUZZ

Neighbors in the last two months have contributed \$530 toward the publication of THE BUZZ, the newsletter that reports more neighborhood news than any other publication.

The newsletter costs between \$75 and \$220 to print each month, depending on the number and sizes of the pages. Grant money from Advisory Neighborhood Commissions, previously used to publish THE BUZZ, is no longer available because of the city's financial crisis.

If you want to make a tax deductible contribution, make a check out to the North Lincoln Park Neighborhood Association and send it to THE BUZZ, PO Box 306, 611 Pennsylvania Ave. SE, Washington DC, 20003.

Softball a Big Hit

Eight teams with a total of 145 kids participated in the sixth season of the Capitol Hill Softball league which for the first time included games and teams in North Lincoln Park.

The season ended on Saturday, July 27 with an awards ceremony at which all children received an award from Ward Six Council Member

Harold Brazil. This season for the first time saw games played on a field north of D Street behind Kingsman Elementary School which was cleaned up by neighbors of the abandoned school and members of the North Lincoln Park neighborhood

Association under the direction of Environment Committee Chair Brett Summers.

Players ages four through six play T-ball while kids up to the age of 10 play regular softball, according to Commissioner John Parker, who thanked all coaches and volunteers for their efforts this summer.

Dope Dealer Pleads Guilty to Making Threats

A local man convicted of dealing drugs pleaded guilty last month to making felony threats against a Constitution Avenue woman who helped police put him behind bars.

Gregory Simmons could face four to 12 years in jail for making threats to kill neighbor Tanjen Norman over an eight to nine month period last year, said Assistant U.S. Attorney Tim Heaphy. Sentencing is scheduled for August 30 at 2 p.m. in courtroom 219 at the DC Superior Court.

During the July hearing, Ms. Norman told the judge that Simmons and his threats were the main reason she packed up and moved out of the District of Columbia earlier this year. Norman had traveled from her new home in Texas to testify against Simmons.

Heaphy credited Norman's presence at the hearing for Simmons' surprise guilty plea. He noted that attempts at intimidation were "one reason our neighborhoods are hemorrhaging ... She (Ms. Norman) is

a perfect example of the kind of person who we want to live here."

Norman repeatedly phoned police and focused attention of the North Lincoln Park Neighborhood Association upon dope dealing on her street and other problems, including squatters who illegally occupied an abandoned house across the street from her home.

Heaphy encouraged neighbors to attend the Aug. 30 hearing at which Simmons will be sentenced.

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CRIME MAP KEY

Murder *

Assault ▲

Auto Theft ●

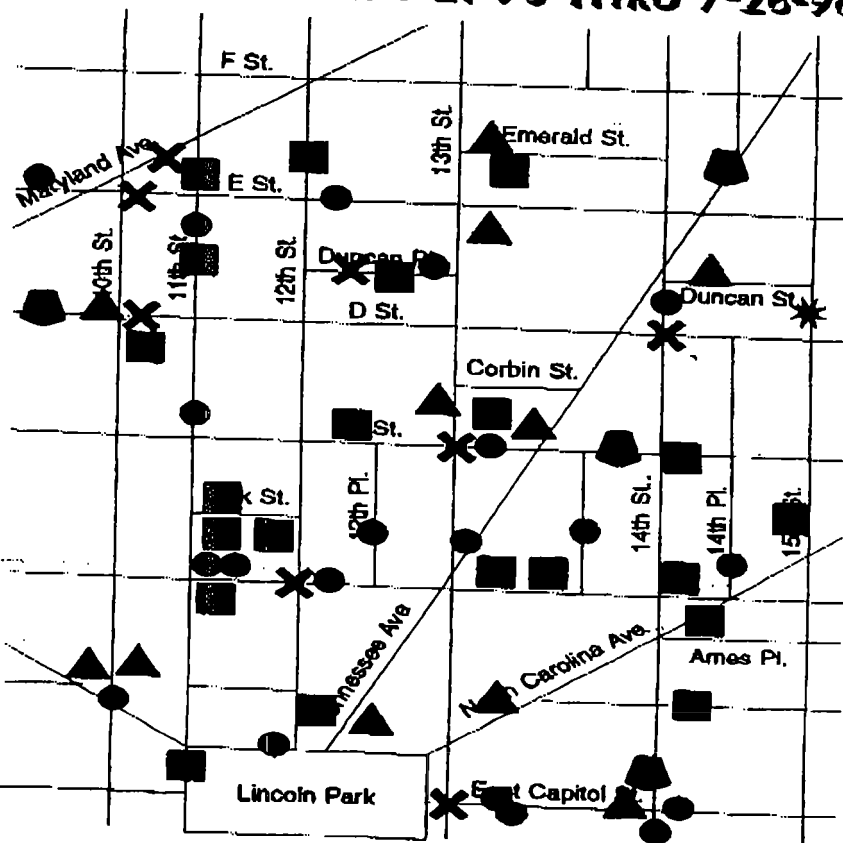
Theft from Auto ■

Burglary ×

Robbery *

Stats by Sgt.
Joe Snell
5th District

CRIME MAP FOR 6-21-96 THRU 7-28-96



Fifth District Newsletter

Community / Youth Services Unit

Volume 1, Issue 2

February 1997

The Fifth District Power Shift Unit Performs at a High Level

By: Sgt Jeffrey Hoop



The Fifth District Power Shift Unit was created in March of 1996, this unit is comprised of twelve officers, they are; Master Patrol Officer Fred Rosario, and Officers Donald Craig, Raymond Stargell, Lavelle Kinney, Kyle Scully, Charles Fultz, Felicia Gardner, Leon Branham, Duane Fowler, Gregory Evely, Cynthia Lovely and Officer Ozetta Posey.

Since the establishment of this Power Shift Unit they have made a total of 1,103 arrests for the year of 1996, of the total number of arrest, 439 were Felony, 540 were Misdemeanor, and 124 Traffic arrest. The total number of arrest for Narcotic violations was 321.

For the calendar year of 1996, the Fifth District Power Shift Unit seized the following;

2,003 zip lock bags of Crack Cocaine, with an estimated value of \$20,030.00, plus 83.7 Grams of Crack Cocaine with an approximate value of \$4,185.00, 863 zip lock bags of Cannabis, with an approximate value of \$2,480, and 16 zip locks of PCP with an approximate value of \$160.00 The members of the Power Unit have also seized \$22,426 in U.S. Currency and 66 Firearms.

The Power Shift Unit was designed as a support unit to concentrate on patrolling high crime areas within the Fifth District.



Inspector Reginald L. Smith
727-4503

Allstate Forms Partnership in the Woodridge Community

By: Mrs. Cynthia Abbott

The Allstate Insurance Company developed a committed partnership with the Woodridge Civic Association in January, 1996. This partnership has allowed Allstate to assist in addressing the neighborhood's major crime, safety, housing and educational concerns. Via a survey that was presented to the Civic Association in June of 1996, the below listed concerns were revealed as the major concerns of residents;

1. Auto Theft.
2. Vacant houses that became crack houses.
3. Graffiti and cleanliness of the streets.
4. Improved educational programs.

To assist in addressing these major concerns, Allstate partnered with the Fifth District Metropolitan Police Department. First, Allstate provided the Fifth District with the annual membership dues for the National Insurance Crime Bureau Computer Connection. As a result of this connection, 5D can now

(Continued on page 3)

Community Prosecution Team

“The Nuisance Abatement Team goes to work in the Community”



By: AUSA Stephanie Miller

As many of you know, the Community Prosecution Section of the United States Attorney's Office has a satellite office located at the Fifth District Police Station. Here, members of the United States Attorneys Office, the Fifth Police District, and a building inspector from the D.C. Department of Consumer & Regulatory Affairs have forged a partnership to work with citizens and civic associations in addressing and resolving a wide variety of issues and which necessarily affect crime and feelings of safety and security. We have received hundreds of calls from you covering many topics. A significant number of your complaints relate to nuisance properties which pose not only significant health and safety hazards, but as you know, also serve as hotbeds for crime, including stash houses for drugs and gathering places for drug users who leave behind drug paraphernalia and piles of trash.

What follows is a brief example of the work performed by members of this "joint initiative" and results produced regarding nuisance properties. First, we have contacted and met with both D.C. resident and non-resident owners, advising and instructing them to bring their properties into compliance with D.C. Housing and Building regulations. This effort has resulted in cleaning-up or boarding-up of a number of properties. A few such properties are located in the following areas:

- 2200 Blk of 1st Street, N.W.
- 900 Blk of 9th Street, N.E.
- 1000 6th Street, N.E.
- 1800 North Capitol Street, N.W.
- 1400 Blk of Montello Ave. N.E.
- 100 Blk of Randolph Place, N.E.
- 400 Blk of M Street, N.E.
- 1300 Blk of Constitution, Ave. N.E.
- 1200 Blk of 18th Place, N.E.
- 600 Blk of 14th street, N.E.

In some cases where a nuisance property has plagued a neighborhood for years and where no relief has been forthcoming, we videotaped the condition of the property to bring pressure to bare on those whose responsibility it was to take action. These properties included, among

others, two properties on Kearney Street, a building on 4th Street, N.E. commonly referred to as the "Heroin Hotel" and a row house located in the 800 block of 7th Street, N.E. Some of you may have seen a portion of this videotape which was aired by WJLA Channel 7 News. Most recently, we generated a list which detailed the condition of thirty-six nuisance properties located throughout the Fifth District and provided it to the District of Columbia. We compiled this list from telephone calls from Fifth District Residents, meeting with Fifth District Citizens and by simply getting out in the community and seeing where problems exist, armed with this information the District of Columbia, together with the National Guard, began boarding and cleaning these additional Fifth District properties in January 1997.

Your input and active participation makes a difference. If you see persons entering recently boarded houses or destroying the boards, please contact MPD. Please feel free to contact our office at 727-9712.

Allstate Forms Partnership in the Woodridge Community

(continued from page 1)

locate the owner and the insurance company of recovered stolen cars. This prevents addition damage to the stolen/recovered vehicle and allows the Fifth District to get the car back to the owner faster. During August 1996, Allstate presented two Auto Theft Seminars during the Ward 5 Festival Day. Allstate and the Fifth District Community Services Unit fingerprinted & photographed approximately 250 children during this Festival.

Allstate has also provided funds from our Foundation to help the 5D Community Service Unit purchase the McGruff Dog outfit. The 5D Community Services Unit will use the McGruff Outfit at various crime prevention seminars and programs for kids. Allstate is also reviewing measures that will assist the Fifth District in Graffiti Removal and with vacant houses that may become Crack Houses. In October 1996, Allstate presented Fire Prevention & Safety Seminars for 2,035 children in 5 elementary schools (Woodridge, Langdon, Burroughs, Slowe and Thurgood Elementary School). We also had representatives from Allstate attend the Crime Initiative Briefing on December 16, 1996 at Bethesda Baptist Church to help with various crime issues. In December 1996, Allstate united with members of the MPD Traffic Division and Mothers Against Drunk Driving to present the dangers of Drinking and Driving Seminar to 450 students at Eastern High School. In March 1997, Allstate will present a Crime Prevention seminar at 4 Elementary Schools and Taft Junior High School.

BEAT LEADER Voice Mail Numbers Sectors 1 & 2

To activate the Voice Mail Dial 727-4932, then the Sergeants Box Number:

SECTOR 1

A Section (Midnight)

Sgt. Bailey (138,139,144)	25113
Sgt. Davis (140,141,145)	22582
Sgt. Chairs (142,143,146)	26143

B Section

Sgt. A. Cesaro (138)	21175
Sgt. G. Baxter (139)	27224
Sgt. G. Dixon (144)	26166
Sgt. L. Washington (145)	25003
Sgt. T. Sweeney (146)	25477

C Section

Sgt. J. Rowlands (140)	22490
Sgt. K. Hoffman (141)	20454
Sgt. V. Crawford (142)	25173
Sgt. R. Netter (143)	24415

*The
Fifth District
Citizen's Advisory Council
invites the
Community
to the monthly
CAC Meeting
held at the
Fifth District
on the
4th Thursday of each month
at 7:30 P.M.
in the
Community Room*

Do you know which scout car beat you reside in?

SECTOR 2

A Section (Midnight)

Sgt. Crane (149,152,154,157)	25272
Sgt. McGunigal (153,155,156)	26308
Sgt. Brown (147,148,150,151)	21150

B Section

Sgt. S. Bennett (147)	*****
Sgt. C. Williams (149,152)	25221
Sgt. K. Cusick (151)	22217
Sgt. K. Blakely (154)	21134
Sgt. R. Parrucci (157)	25412

C Section

Sgt. J. Avery (148)	25111
Sgt. R. Whitt (150)	22551
Sgt. A. Cousins (153)	26153
Sgt. D. Groomes (155)	22296
Sgt. J. Lee (156)	25303

Fifth District News

- Officers T. Anderson & McKenzie took kids from the WEED & SEED Community (Langston/Carver) to the Georgetown vs Pittsburgh Basketball Game, 01-25-97.
- The Fifth District Awards Banquet is scheduled for Friday, April 4th at the Holiday Inn on Capitol Hill, 415 New Jersey Avenue, N.W. (7PM to 9:30 PM) with dancing until 12 midnight.
- New Orange Hat Groups at Rhema Christian Life Center and Beat 153 Orange Hats.

METROPOLITAN POLICE DEPARTMENT

Fifth District
Community Services Unit
1805 Bladensburg Road, N.E.
Washington, D.C. 20002

The
Mailing
Address
Goes
Here

**USING
STREET
SMARTS****TIPS FOR DRIVERS**

- Always lock your car and take the keys, even if you'll only be gone a short time.
- When you drive, be on the lookout for any problems that affect the neighborhoods well-being such as abandoned cars, missing signs, malfunctioning traffic lights, reckless drivers, or poor street lighting. Follow up and get in touch with the appropriate authorities.
- Keep your car in good running condition to avoid

breakdowns.

- If your car does breakdown, raise the hood or tie a white cloth to the street side door handle. Stay in the locked car. When someone stops to help, ask him or her to phone for assistance. Park in a well-lighted area that will be well-lighted when you return.
- Be particularly alert when using enclosed parking garages. Leave only your ignition key with a lot attendant, if you must leave a key.
- Keep your house keys and your car keys on separate key chains/rings.
- Never leave your vehicle registration in the glove box.

"Carjacking" Prevention

- Keep the doors and windows closed and locked.
- Leave a car length between you and the car in front of you at the traffic light.
- If you feel threatened, sound the horn, flash the lights and pull away from the area.
- Do Not Resist an Armed Suspect.
- Give the car up and call the police.

Comments to the Editor

Lt. Anthony Potear
Community/Youth Services

Voice Mail
727-4932 Box # 25426

Community Prosecutors

Idea: Instead of locating prosecutors in a centralized, downtown office, station prosecutors within neighborhoods to work with residents to target minor nuisances that disrupt the community. The idea draws on the law enforcement community's focus on the "broken windows" phenomenon: Just as unrepaired broken windows on a building tend to draw further acts of vandalism, undeterred acts of petty crime create a disorderly atmosphere that fosters more dangerous criminal acts.

Notes:

1. Freshman Democrat, Rod Blagojevich, has introduced H.R. 863, "The Community Prosecutor Act of 1997." The bill creates a \$10 million national pilot program to fund "community prosecutors" who would be based in neighborhoods and devote themselves to prosecution of "quality of life" crimes, such as graffiti, minor theft and prostitution. [Chicago Tribune, 2/9/97 & H.R. 863]
2. Many observers have partly attributed Boston's low crime rates with its innovative community prosecution initiative. [Boston Herald, 2/23/97 and ABC World News Tonight, 5/8/97]

ABC NEWS

SHOW: WORLD NEWS TONIGHT WITH PETER JENNINGS (6:30 pm ET)

MAY 8, 1997

Transcript # 97050807-j04

TYPE: PACKAGE

SECTION: NEWS

LENGTH: 688 words

HEADLINE: SOLUTIONS

BYLINE: JAMES WALKER, PETER JENNINGS

HIGHLIGHT:
NEIGHBORHOOD PROSECUTOR TACKLES CITIZENS COMPLAINTS

BODY:

ANNOUNCER: World News Tonight with Peter Jennings continues. Now, "Solutions."

PETER JENNINGS: Our focus tonight is on crime. The big story lately has been that the crime rate in many cities has been going down. Some of the credit goes to a change in the way police are operating, going back to the way police used to do their jobs -- walking a beat, spending real time in neighborhoods, becoming a part of it in essence.

Tonight, ABC's James Walker reports on a community which has taken that personal approach one step further.

JAMES WALKER, ABC News: (voice-over) East Boston has a very unusual tool for fighting crime -- its own neighborhood prosecutor, John Pappas (ph).

JOHN PAPPAS, Prosecutor: He's being held on \$20,000 cash bail.

JAMES WALKER: (voice-over) He meets regularly with citizen's groups to hear their concerns, not so much about major crimes but what affects them every day, like graffiti, loitering or underage drinking.

EAST BOSTON CITIZEN: I know that he is past. You could stand right out in the square here and just watch him walk by carrying the cases of liquor.

JAMES WALKER: (voice-over) Pappas takes the citizens complaints to a special task force of local judges and police who develop an immediate strategy to solve their concerns.

POLICE DETECTIVE: There he goes.

JAMES WALKER: (voice-over) And detectives follow up with a sting operation, sending a 20-year-old police cadet into East Boston's liquor stores.

POLICE DETECTIVE: It's a score. He's underage. You failed to check his identification to see the correct age.

JAMES WALKER: (voice-over) In addition to issuing the usual summons, police will also file a criminal complaint, and the prosecutor will give it extra attention. In court, prosecutor Pappas consistently reflects the community's priorities. For example, a small marijuana case -- too small to keep the defendant in jail until he's tried. But Pappas gets him out of the community immediately.

JOHN PAPPAS: I wanted to ask that he stay away from that area for the pendency of this case, Your Honor.

JUDGE: A condition of your release, sir, you will remain away from that particular area where you were arrested.

CATHERINE COLES, Harvard University: You can see immediate problems being solved. You know, a single, troublesome individual gotten off the street, out of the neighborhood due to the combined efforts of prosecutors and citizens and police all working together.

JAMES WALKER: (on camera) The idea of vigorously prosecuting so-called quality of life crimes such as public intoxication or loitering is just starting to be adopted by prosecutors across the country. What they are realizing is that by addressing residents complaints, they not only build a partnership with communities, they also stop small crimes before they turn into more serious offenses.

(voice-over) Since this partnership began in East Boston three years ago, the overall crime rate has dropped 25 percent. Car thefts are down 52 percent; drugs, 56 percent; and prostitution, a stunning 80 percent.

FRAN RILEY, East Boston Resident: You can walk our streets now. It's safe. I can out with my granddaughter now, you know, walk around, whereas a couple of years back, it was getting kind of nasty.

MARTIN COUGHLIN, East Boston Resident: You don't see a drug dealer around.

You can look around. There s nobody here.

JAMES WALKER: (voice-over) Neighbors point with pride to East Boston s central square. A few years ago, it was a haven for drunks and drug dealers. Now, it again belongs to the people. James Walker, ABC News, East Boston, Massachusetts.

PETER JENNINGS: This concept is still pretty new. But several other cities are trying it, including Kansas City, Indianapolis, Portland, Oregon, and Austin, Texas.

The Boston Herald

February 23, 1997 Sunday FIRST EDITION

SECTION: EDITORIAL; Pg. 023

LENGTH: 1099 words

HEADLINE: Prosecutors play hardball - With citizens, police and courts working together, crime drops dramatically

BYLINE: By Catherine Coles and George L. Kelling

BODY:

Crime levels are dropping in Boston at a remarkable rate. The reductions in violent juvenile crime since 1990 (juvenile homicides down 80 percent) and during 1996 (no firearm murders of juveniles) are stunning achievements. The Police Department is deservedly receiving praise for its creative efforts, all the more noteworthy when only four years ago the St. Clair Commission excoriated the department for its inability to plan and implement community policing.

Yet more is happening in Boston than dramatic changes in policing: A parallel, if unrecognized, revolution is taking place in prosecution.

On a May 1995 weekend, when police undertook the first so-called zero tolerance sweep against prostitution, public drinking, disorderly conduct and quality of life crimes in East Boston's Safe Neighborhood Initiative, Assistant District Attorney David Coffey was there. Coffey had worked with citizens and police for months to plan the initiative - with the district court presiding judge to handle anticipated arrests - and was committed to prosecuting the resulting cases.

About 50 arrests were made. By Sunday, police were picking up word on the streets - offenders knew something was happening and were lying low. And the police were amazed that Coffey had worked alongside them on Friday and Saturday nights, not just in the courtroom but on the streets and in the station.

Coffey is not alone. Other prosecutors are moving out of their offices and courtrooms, into the streets of Dorchester, Roxbury and Chelsea, to collaborate with citizens, to address local priorities and problems. Adopting a problem-solving orientation - rather than concentrating solely on processing cases involving crimes already committed - represents a return to an earlier historical era for American prosecution.

Historian Allen Steinberg provides rich accounts of 19th-century century private prosecution in which poor and working-class citizens turned to prosecution to settle disputes, maintain order and protect themselves, bringing to the criminal courts their disputes over everything large and small - noisy nuisance charges between tenants, disorderly conduct, the dissolution of business contracts, larceny, and assault and battery.

During the second half of the 19th century, with the creation of professional police forces and their broad powers of arrest, state prosecutors assumed increasing responsibility for dealing with the cases brought to them by the police. Citizens began to lose direct access to criminal justice processes - a trend that grew stronger during the 20th century, with greater professionalization in the roles of police and prosecutors.

Today the watchword is "community prosecution." Taking its cue from citizens themselves, and from community policing, community prosecution emphasizes crime prevention as well as enforcement, and quality of life issues in addition to violent crime. Community prosecutors lead in building coalitions with police, other criminal justice agencies, elected officials, community organizations, local businesses, schools, churches and residents - and then work as part of a team to develop strategies, identify and obtain resources, and assume joint responsibility for improving public safety.

Most use problem solving to aggressively prosecute habitual and violent offenders, while forming community-based partnerships to develop diversion, treatment, mediation, and community service or restitution options in which both offenders and the community are better served by rehabilitation or swift punishment than they are by incarceration.

In Boston, Suffolk County District Attorney Ralph Martin and Massachusetts Attorney General Scott Harshbarger have created several Safe Neighborhood Initiatives, placing prosecutors such as David Coffey in target neighborhoods where they get to know residents and crime problems. They meet with crime watch groups, neighborhood associations and citizen advisory councils. They prosecute cases from the area and, along with citizens, police, corrections and probation officials, plan law enforcement and other efforts to prevent or reduce crime - from sting operations to mediation, elderly safety education, youth activities, alcohol abuse programs and a host of others.

The results are convincing: Residents and merchants see an improved quality of life on streets they feel are safer, and crime has decreased significantly (down 18 percent in East Boston in 1996). Prosecution rates are up - close to 90 percent of offenders arrested through East Boston SNI activities in 1996 were prosecuted.

Through the Community Based Juvenile Justice Program, other prosecutors lead discussions with middle and high school officials to identify and assist youth at risk to themselves; in the courtroom they prosecute more resistant juvenile offenders to protect other students and the community. Upcoming plans call for placing assistant district attorneys directly in neighborhood police stations around the city to coordinate their activities closely with police.

Community prosecution is producing important outcomes nationwide. In Austin, Texas; Kansas City, Mo.; Indianapolis, Ind.; and Portland, Ore., it is helping to reverse the alienation of citizens from criminal justice processes, rebuilding a sense of responsibility and involvement for maintaining safety in their own neighborhoods - a change that in the long run is likely to do more for our cities than any actions by police or prosecutors.

Prosecutors are affecting crime rates and the quality of life in their communities. They possess legal knowledge required by police and citizens. They have access to judges and courts, and carry the ball beyond the arrest stage, prosecuting low-level offenses and violent crimes. Because they are elected, prosecutors are the only criminal justice officials directly accountable to the public. Without prosecutors on board, reductions in crime around the country cannot be sustained; with their leadership, we may not yet have seen the full extent of what can be achieved to restore order and reduce crime in our neighborhoods.

Catherine Coles and George Kelling, co-authors of "Fixing Broken Windows," are completing a National Institute of Justice study of community-based prosecution and policing in Boston, Austin, Kansas City and Indianapolis. Coles is an urban anthropologist, lawyer and research associate at the Kennedy School of Government, Harvard University. Kelling is professor of criminal justice at Rutgers University and a research fellow at the Kennedy School.

LOAD-DATE: February 26, 1997

The Washington Post

May 04, 1997, Sunday, Final Edition

SECTION: METRO; Pg. B01

LENGTH: 1059 words

HEADLINE: Howard County Seeks to Erase Graffiti, Other Quality-of-Life Crimes

BYLINE: Fern Shen, Washington Post Staff Writer

BODY:

Someone had spray-painted the letters "SPC" all over a convenience store in the suburban Howard County community of Columbia. Big deal. It's the kind of obnoxious-but-low-level crime that is usually handled in District Court, along with minor traffic infractions.

But the alleged graffiti writer was linked to other graffiti -- on a high school scoreboard, highway overpasses, an 18-wheeler. His home was searched. Evidence was seized. SPC was said to stand for "Satan's Perfect Child." Christopher Falk, 23, of Columbia, was arrested and charged with 16 counts of malicious destruction. This month, he faces a jury trial in Circuit Court. Why the tough treatment?

Because the crime is precisely the kind of quality-of-life diminisher targeted by the "community justice" program, established last year by the state's attorney's office in Howard County and by an increasing number of prosecutors nationwide.

Those prosecutors focus on crimes that "really stick in people's craws," said Sang W. Oh, a prosecutor in the Howard County state's attorney's office.

Such programs have been criticized by defense attorneys as overkill, showy public relations gestures that divert resources from serious crimes.

"Why don't they concentrate on rapes and murders?" said Falk's attorney, William Hale, of Silver Spring. "They acted like the Gestapo; they treated him like a war criminal. It's ridiculous."

But petty crimes are not so easily dismissed by the people victimized by them, said Oh, one of two assistant state's attorneys assigned to the new Howard County program.

"I don't know any one of my neighbors who have been raped or murdered, but I know plenty whose mailboxes got run over, who had sleds stolen from the back yard or whose cars got hit by kids who were drinking," Oh said.

Modeled after the community policing concept and often referred to as "community prosecution," the programs place prosecutors in neighborhoods to listen to residents' complaints about vandalism, threatening behavior, small-time drug trafficking, petty theft and similar crimes.

"This is how prosecutors will work with communities in the future," said State's Attorney Marna McLendon (R), who initiated the program on a pilot basis in two Columbia villages, Harper's Choice and Wilde Lake.

Prosecutors have been logging long hours at neighborhood meetings and in the schools, because juveniles are involved in many of the crimes they confront.

Similar programs have been established in the District; Chicago; New York; Kansas City, Mo.; Cambridge, Mass., and many other cities, where residents and law enforcement officials have struggled to find a more effective way to combat "nuisance crimes."

"What you're seeing is the prosecutors redefining their roles a little bit, so that they're not just responsible for responding to crimes, for processing cases, but more for preventing crime," said Heike Gramcow, director of management and program development for the American Prosecutors' Research Institute, the research arm of the National District Attorneys Association.

The prosecutors who run a six-year-old program in Portland, Ore., say the community has seen results as they closed crack houses and helped neighborhoods get the speed bumps they wanted.

In Northeast Washington, where U.S. Attorney Eric H. Holder Jr. set up a community prosecution pilot program last year, cases have run the gamut from serious crimes, such as murders in particular neighborhoods, to nuisances, such as abandoned automobiles and rat infestation.

"We're trying to be there for people, but also to give people a sense [of], 'This is your neighborhood; you've got to tell us what's going on,' " said Brenda Johnson, deputy chief of the District's community prosecution section.

In a neighborhood plagued by youths shooting at each other, prosecutors cracked down, partly by charging some of the youths but also by bringing in their mothers for a stern lecture, Johnson said. In another instance, Johnson recalled, she helped an elderly woman complaining about a trashed-filled lot by calling up the property owner and lambasting her for her negligence.

"We do a lot of that -- shaming people into doing right," Johnson said.

In the same way, Oh, in Howard County, is looking for a low-key but more effective way to deal with a knife-carrying homeless man who has been intimidating shoppers at one of the village centers.

"My first move will be to try and get the liquor store there to stop selling him liquor. If he doesn't stop, I could get the other merchants there to lean on him," Oh said. Prosecutors also might also seek addiction services for the man or get his family involved, Oh said.

Columbia residents came up with a solution themselves in the case of a vacant lot where people were gathering to drink and deal drugs: They circulated a petition to have the lot legally designated as "open space," meaning it had to close at 10 p.m. Oh researched the procedure in the law books and pushed their proposal through all the necessary agencies. Now police can force people off the lot after hours and ticket violators.

"Being in the position I was," Oh said, "I could grease the skids."

Oh's efforts in the graffiti case, however, seem overly harsh to Christopher Falk's relatives, who say the county is making him "a scapegoat."

"They decided to add all the graffiti in Columbia to his case," said Falk's mother, Geraldine Falk, whose son lives with her. "I don't even know if he did it or not. But do they really have to go to such an extent for something so minor? I think they just don't have enough to do."

Oh, however, said his efforts are meant to send "a strong message of deterrence."

"We want it understood this [graffiti] will not be tolerated," he said. "That's a sentiment that I got loud and clear from the community."

Ordinarily, such a case would have remained in District Court, Oh said, where an offender probably would receive a suspended sentence or probation before judgment, meaning the person would not have a criminal record.

Oh, however, plans to seek sizable restitution and some "more appropriate punishment."

"The things I'm hearing people talk about are old-fashioned punishments, like making the person go out and repaint where they'd painted," Oh said. "I like the sound of that."

LANGUAGE: ENGLISH

LOAD-DATE: May 04, 1997

Chicago Tribune

February 9, 1997 Sunday, CHICAGOLAND FINAL EDITION

SECTION: METRO CHICAGO; Pg. 3; ZONE: C; D.C. Journal.

LENGTH: 811 words

HEADLINE: BLAGOJEVICH TAGS 'COMMUNITY PROSECUTING' AS ANTI-CRIME WEAPON

BYLINE: By Mike Dorning and Mary Jacoby, Washington Bureau.

DATELINE: WASHINGTON

BODY:

Chicago's Rod Blagojevich may be building a political career on spray paint.

The Chicago Democrat is beginning his freshman congressional term by returning to the same issue he says occasioned his first meeting with Ald. Dick Mell (33rd), his future father-in-law and political sponsor.

That's graffiti.

Turns out that when Blagojevich was a young prosecutor in the Cook County state's attorney's office, Mell came to that office to make sure Blagojevich and the other prosecutors took seriously graffiti-painting incidents in the 33rd Ward.

Blagojevich says he did. And, apparently, he still does.

The congressman is now working on legislation for a \$10 million national pilot program to fund "community prosecutors" who would be based in neighborhoods and devote themselves to prosecution of "quality of life" crimes (graffiti, for example).

Blagojevich calls it "the prosecution equivalent of community policing."

The idea is for prosecutors stationed within neighborhoods to work with residents to target minor nuisances that disrupt the community.

It draws on the recent fashion in the law enforcement community to focus on the "broken windows" phenomenon: Just as unrepaired broken windows on a building tend to draw further acts of vandalism, undeterred acts of petty crime create a

disorderly atmosphere that fosters more dangerous criminal acts.

Two Harvard University academics wrote an influential article pointing this out during the early 1980s--just about the same time Ald. Mell, sans Ph.D., was lecturing the young prosecutors.

Bill Tracking Report

105th Congress
1st Session

U. S. House of Representatives

HR 863

1997 Bill Tracking H.R. 863; 105 Bill Tracking H.R. 863

COMMUNITY PROSECUTOR ACT OF 1997

<=1> Retrieve full text version

DATE-INTRO: February 27, 1997

LAST-ACTION-DATE: April 29, 1997

STATUS: Referred to committee

SPONSOR: Representative Rod Blagojevich D-IL

TOTAL-COSPONSORS: 7 Cosponsors: 7 Democrats / 0 Republicans

SYNOPSIS: A bill to establish or expand existing community prosecution program.

ACTIONS: Committee Referrals:
02/27/97 House Judiciary Committee

Legislative Chronology:

1st Session Activity:

02/27/97 143 Cong Rec H 699 Referred to the House Judiciary Committee
04/29/97 143 Cong Rec H 1988 Cosponsor(s) added

BILL-DIGEST: (from the CONGRESSIONAL RESEARCH SERVICE)

Short title as introduced :

Community Prosecutor Act of 1997

CRS Index Terms:

Criminal justice
Budgets
Citizen participation in crime prevention
Community organization
Crime prevention
Evaluation research (Social action programs)
Federal aid to law enforcement agencies
Government information
Government paperwork
Prosecution
Social services

CO-SPONSORS:

Added 04/29/97:

Delahunt D-MA	Kind D-WI	Lipinski D-IL
McGovern D-MA	Underwood D-GU	Weygand D-RI
Yates D-IL		

FULL TEXT OF BILLS

105TH CONGRESS; 1ST SESSION
IN THE HOUSE OF REPRESENTATIVES
AS INTRODUCED IN THE HOUSE

H. R. 863

1997 H.R. 863; 105 H.R. 863

<=1> Retrieve Bill Tracking Report

SYNOPSIS:

A BILL To establish or expand existing community prosecution programs.

DATE OF INTRODUCTION: FEBRUARY 27, 1997

DATE OF VERSION: MARCH 3, 1997 -- VERSION: 1

SPONSOR(S):

Mr. BLAGOJEVICH introduced the following bill; which was referred to the
Committee on the Judiciary

TEXT:

* Be it enacted by the Senate and House of Representatives of the United*

States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Community Prosecutor Act of 1997".

SEC. 2. GRANT AUTHORIZATION.

(a) IN GENERAL.-THE ATTORNEY GENERAL MAY MAKE GRANTS TO STATE ATTORNEYS GENERAL, PROSECUTORS, UNITS OF LOCAL GOVERNMENT, AND INDIAN TRIBAL

PROSECUTORS TO ESTABLISH OR EXPAND EXISTING COMMUNITY PROSECUTION PROGRAMS, INCLUDING HIRING AND TRAINING PROSECUTORS FOR SUCH PROGRAMS.

(B) EQUITABLE DISTRIBUTION.-THE ATTORNEY GENERAL SHOULD ENSURE, TO THE EXTENT POSSIBLE, THAT GRANTS AWARDED UNDER THIS ACT ARE DISTRIBUTED EQUITABLY BETWEEN URBAN AND RURAL COMMUNITIES.

SEC. 3. ELIGIBILITY.

(a) IN GENERAL.-TO BE ELIGIBLE TO RECEIVE A GRANT UNDER THIS ACT, STATE ATTORNEYS GENERAL, PROSECUTORS, UNITS OF LOCAL GOVERNMENT AND INDIAN TRIBAL PROSECUTORS MAY APPLY FOR AN AWARD TO ESTABLISH OR CONTINUE

EXISTING COMMUNITY-ORIENTED PROSECUTION PROGRAMS.

(B) APPLICATION.-TO APPLY FOR A GRANT, AN INTERESTED ELIGIBLE ENTITY SHALL SUBMIT AN APPLICATION TO THE ATTORNEY GENERAL IN SUCH FORM AS THE ATTORNEY GENERAL SHALL PRESCRIBE BY REGULATIONS OR GUIDELINES.

(C) CONTENTS.-EACH APPLICATION SHALL INCLUDE THE FOLLOWING:

(1) THE OBJECTIVES, AND NEED, INCLUDING PUBLIC SAFETY, FOR A GRANT AWARD.

(2) A LONG-TERM STRATEGY AND DETAILED IMPLEMENTATION PLAN.

(3) CERTIFICATION OF COORDINATION AND SPECIFIC COMMITMENTS BY THE COMMUNITY TO BE SERVED BY THE GRANT TO PARTICIPATE IN A PROGRAM DESCRIBED UNDER PARAGRAPH (2).

(4) A DESCRIPTION OF THE GEOGRAPHICAL AREA TO BE SERVED.

(5) IDENTIFICATION OF RELATED INITIATIVES WHICH WILL COMPLEMENT OR BE COORDINATED WITH A PROGRAM FUNDED UNDER THIS ACT.

(6) AN ASSURANCE THAT FUNDS RECEIVED UNDER THIS ACT WILL BE USED TO SUPPLEMENT NOT SUPPLANT OTHER FEDERAL FUNDS.

SEC. 4. USES OF FUNDS.

(a) IN GENERAL.-FUNDS PROVIDED UNDER THIS ACT MAY BE USED TO HIRE STAFF, PROCURE EQUIPMENT, TECHNOLOGY, AND SUPPORT SYSTEMS OR PAY OVERTIME IN THE ESTABLISHMENT OF COMMUNITY-ORIENTED PROSECUTION PROGRAMS IF THE ELIGIBLE ENTITY CAN DEMONSTRATE TO THE SATISFACTION OF THE ATTORNEY GENERAL THAT THE EXPENDITURES WOULD RESULT IN A SUCCESSFUL REDUCTION IN CRIME.

(B) LOCAL MATCH.-THE FEDERAL SHARE OF A GRANT MADE UNDER THIS ACT MAY NOT EXCEED 75 PERCENT OF THE TOTAL COSTS OF THE PROGRAM DESCRIBED IN THE APPLICATION SUBMITTED PURSUANT TO SECTION 3(B). THE ATTORNEY GENERAL MAY WAIVE, IN WHOLE OR IN PART, THE REQUIREMENT OF A MATCHING CONTRIBUTION AND MAY CONSIDER IN-KIND CONTRIBUTIONS, FAIRLY VALUED, IN LIEU OF THE LOCAL MATCHING REQUIREMENT.

(a) IN GENERAL.-EACH PROGRAM OR PROJECT FUNDED UNDER THIS ACT SHALL CONTAIN A MONITORING COMPONENT DEVELOPED PURSUANT TO GUIDELINES ESTABLISHED BY THE ATTORNEY GENERAL, INCLUDING THE IDENTIFICATION AND COLLECTION OF DATA REGARDING THE ACTIVITIES AND ACCOMPLISHMENTS OF THE PROGRAM OVER THE LIFE OF THE GRANT AWARD. THE ATTORNEY GENERAL MAY REQUIRE GRANT RECIPIENTS TO SUBMIT WRITTEN REPORTS WHICH DESCRIBE THE MONITORING PROCESS AND EVALUATION RESULTS.

(B) INFORMATION ACCESS.-THE ATTORNEY GENERAL SHALL HAVE ACCESS TO ANY PERTINENT DOCUMENTS OR RECORDS RELATING TO THE PROGRAM FOR THE PURPOSES OF EVALUATION AND AUDIT.

(C) REVOCATION OR SUSPENSION.-IF THE ATTORNEY GENERAL DETERMINES, AS A RESULT OF THE REVIEWS DESCRIBED IN THIS SECTION, THAT A GRANT RECIPIENT IS NOT IN SUBSTANTIAL COMPLIANCE WITH THE TERMS AND REQUIREMENTS DESCRIBED IN THIS ACT, OR WITH THE REGULATIONS ISSUED BY THE ATTORNEY GENERAL, THE ATTORNEY GENERAL MAY REVOKE OR SUSPEND GRANT FUNDING, IN WHOLE OR IN PART AFTER OPPORTUNITY FOR A HEARING.

SEC. 6. STUDY.

Not more than one percent of the funds appropriated to carry out this Act shall be directed to the Attorney General to finance a study evaluating grants made under this Act. At a minimum, this study shall include the following:

- (1) The number of grant awards made and the amount of each grant.
- (2) The recipients of grants, including the communities in which they are based.
- (3) The purposes for which the grants were awarded and used.
- (4) An evaluation of the achievement of each recipient's stated goals and objectives.
- (5) An assessment of the effect the program had in encouraging and supporting coordinated community action against crime.
- (6) Specific recommendations for further funding for each grant recipient.
- (7) Specific recommendations for future operations of the grant program and its guidelines.

SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this Act \$10,000,000 for fiscal year 1998 and such sums as may be necessary for each of fiscal years 1999 through 2002.



Office of the Deputy Attorney General
United States Department of Justice

950 Pennsylvania Ave. NW
Washington, D. C. 20530

TO: *Lianne Shimabukuro*
White House, DPC

FAX: *456-7028*

FROM: *Monty Wilkinson*

VOICE: *514-1725*
FAX :

Total Pages (excluding this cover): 12

Additional Message:

*As requested. Also Cliff Keenan's telephone number
is 305-1373 - not 514*

REMARKS BY UNITED STATES ATTORNEY ERIC H. HOLDER, JR.,
AT THE FORMAL ANNOUNCEMENT OF THE FIFTH DISTRICT
COMMUNITY PROSECUTION PILOT PROGRAM

June 3, 1996

Over the past two years, we in the United States Attorney's Office have implemented several new programs in our constant effort to combat crime in our city. Though I am pleased with the progress we have made, the truth of the matter is that there still is much to be done. Too frequently in many parts of our city, our citizens are too frightened to walk on the streets of their own neighborhoods, too scared to venture out of their own homes in broad daylight, and too concerned to permit their children to play outdoors after school in their own community. This is no way to live. Our citizens deserve better -- much better.

That is why I am extremely pleased to announce today the formal kick-off of a new project by the United States Attorney's Office and our partners. This initiative is known as the "Fifth District Community Prosecution Pilot Project." This community prosecution effort is a concrete response to the public safety concerns of the citizens of the District of Columbia. Simply stated, with the initiation of this new pilot project, the residents of the Fifth District in our city will now be able to work directly with prosecutors to aggressively respond to the criminal justice problems that afflict their own neighborhoods.

The United States Attorney's Office will no longer be just a big concrete and glass building down on Fourth Street, Northwest, where people only go after they've been victimized. Our

prosecutors will now have names and faces and phone numbers; they will be working RIGHT in the community they serve; and they will be teaming up with citizens to deter crime BEFORE it occurs.

The prosecutors assigned to this new project will now be "proactive." They will engage in community activism. They will identify problems in the community that breed crime, they will bring together the key players who can solve those problems, and they will follow through to make sure that the job is done right and to the satisfaction of the citizens who are affected. We won't be just "prosecutors;" we'll be "problem solvers." This approach to law enforcement has just one simple goal -- to improve the quality of life in our community by making our streets safer.

The prosecutors assigned to this new project want to be the conduits for complaints about conditions in the Fifth District. This is a novel and, to be truthful, also a daunting approach to handling our law enforcement responsibilities. Whereas in the past the venue of our prosecutors used to be just the courthouse, now it will be the entire Fifth District community. Some may question why prosecutors would want to hear complaints about piled up trash, broken windows on abandoned buildings, or public nuisances. The simple answer is: these conditions breed crime. These types of concerns go to the very heart of what this new approach is all about. We want to stop crime BEFORE it occurs, and we're convinced that this is the way to do it.

Our prosecutors will be able to accomplish this goal only through the input and cooperation of the citizens who live here. To help in that regard, the prosecutors will be attending virtually

EVERY community meeting that occurs in the Fifth District. They'll be listening to the comments, complaints, and concerns that citizens have. But just as importantly, the prosecutors will be providing these citizens with information about, and insights into, criminal justice issues that directly affect the community. Similarly, the prosecutors will be out on the streets talking to residents, shopkeepers, and others, making their presence known, explaining what we're up to, and providing names and phone numbers. In sum, our prosecutors will be establishing strong bonds with the community and opening lines of communication so that they can feel the pulse of the neighborhoods they serve.

Another approach we will be taking is to be increasingly aggressive in pursuing an enhanced policy of asset forfeiture. We fully intend to start seizing in the Fifth District all the property that is the product of the ill-gotten gains of criminals, or that is used by these criminals in their criminal enterprises. If people are operating a crack house here, they should be forewarned right here and right now that we intend to seize it. We want to turn crack houses back over to the community so that they can be put to a good use. Similarly, the Young Lawyers Section of the D.C. Bar Association has agreed to institute their own "Operation Crackdown" in the Fifth District. These private attorneys will be soliciting complaints from citizens about specific premises that are nuisance properties, and then will be marching into court to get civil Temporary Restraining Orders that will force the occupants to stop their disruptive activity. In this manner, these civic-minded young lawyers will be of great

assistance to this community.

As you can see then, we're going to listen to the citizens and be creative in our approach to handling criminal matters. This new approach will be adopted in recognition of the fact that although serious crimes are obviously important, quality of life offenses are equally important, and their elimination can have a great effect in changing the climate of our community for the better.

Starting today, the Fifth District Community Prosecution Section will consist of 19 attorneys and a fair number of support personnel. These 19 prosecutors will be solely responsible for handling criminal cases that arise out of the Fifth District. They will handle no other cases from other parts of the city that could divert their full attention from the needs of the citizens in this particular community. These prosecutors will handle these cases from the moment the cases come in the door until they are completely resolved through plea, trial, or alternate disposition. The prosecutors will get full input from the community as to what the citizens would like to see done in these cases, and will report back to the community and to me on a regular basis about their status.

Two of these 19 community prosecutors will be physically located full-time in a satellite office that, with the cooperation of our MPD partners, we have set up here in the Fifth District Headquarters on the second floor. These two career prosecutors will not actually try cases in court because that would tie them up for lengthy periods of time. Instead, their sole responsibility will be to serve as the direct link between the U.S. Attorney's

Office and the community in 5D. Their door will always be open throughout the day to take citizen complaints, investigate allegations, designate resources to solve problems, and ensure the flow of information between and among all interested parties. The names of these prosecutors are Stephanie Miller and Denise Abrahams, and their phone number here at the Fifth District Police Headquarters is 727-9711.

The new community prosecution section will be working under the outstanding leadership of two supervisors who are standing here to my right: Cliff Keenan and Brenda Johnson. Both of them have a wealth of experience in our Office and have the full respect and commitment of the line Assistants who will be working under them. I personally chose Cliff and Brenda because they are hard-charging yet thoughtful prosecutors who know how to get the job done right.

Under Cliff and Brenda's leadership, the Community Prosecution Section will be constantly reaching out to our counterparts in the local and federal government agencies. They have already conducted several highly successful meetings with such agencies as the Department of Public Works, the Department of Consumer and Regulatory Affairs, the U.S. Department of Housing and Urban Development, the Fire Marshall, the Department of Finance and Revenue, the Office of the Corporation Counsel, and of course, the Metropolitan Police Department. I am gratified by these government agencies' enthusiastic support of this new initiative and I am grateful to them for their willingness to join us as part of one big team. We will not be able to succeed in achieving our vital goal of making the citizens of the Fifth District safer and making

the quality of their lives better without the full cooperation of everyone involved. In this time of severe budget shortages, we must maximize the effectiveness of the limited resources we have available through extensive coordination and consultation.

Despite this welcome commitment on the part of these various government agencies, perhaps the MOST important requirement for this pilot project to succeed is to gain the full support and assistance of the citizens who live in the Fifth District. We need a commitment from the residents here to do things differently. We are here today not to reclaim their community FOR them; we are here today to reclaim their community WITH them. We need them to tell us where the problems lie, we need them to suggest solutions, and we need them to cooperate with us in our ongoing battle to hold criminals accountable for their conduct. We need private citizens, community groups, neighborhood associations, and businesses to join with us to present a united front as we work to eliminate the criminal element in this community that spreads hardship, pain, and fear. If we are united we will surely succeed.

In large measure, the reason why we chose the Fifth District to launch this pilot project was because we are convinced that the citizens of 5D will rise to the challenge. It has a tremendous number of individuals who deeply care about their community and who belong to organized groups dedicated to making their neighborhoods safer. In addition, we chose the Fifth District because it is a diverse area that represents a good cross-section of the community. Furthermore, however, it is a troubled District that has more than its share of crime, which is a prime reason why Chief Larry Soulsby

recommended it to us. And because Reggie Smith is in command in this District, we know that we're going to get great, professional help from the police department. It should also be noted that the Fifth District is the site of the ongoing Weed and Seed effort where residents have cultivated their skills as leaders in the community with the generous assistance of grants from the Department of Justice Bureau of Justice Assistance.

In closing, I want to underscore the fact that this is a pilot project. In one year's time we will conduct an impartial review of the success of this program, and then we will make some important decisions about our future actions. Success will be measured not by whether crime goes up or down in the Fifth District- because we are hopeful that citizens will begin to step forward more often and report crimes that in the past they simply would have ignored or would have been frightened to tell the police about. Instead, success will be measured by whether a year from now the average person on the street in the Fifth District feels that law enforcement is more responsive to their needs and concerns and is on the right track in combatting crime in their neighborhood. If the 5D pilot project is a success, then we will reconfigure the U.S. Attorney's Office and implement community prosecution city-wide.

Instituting this new community prosecution project has been an enormous task. The challenge that will arise from it in the coming years undoubtedly will be daunting ones. And unlike other more modest undertakings, there is no certainty that it will succeed. But I feel confident in launching this bold initiative because of

the simple fact that I am convinced that the citizens of the District of Columbia are ready and determined to take control of their neighborhoods, and to aggressively address the crime problem that is so seriously undermining the quality of our lives. The United States Attorney's Office is not bringing a lot of cash to this effort. What we ARE bringing are new ideas, a new attitude, and greater flexibility. By working together, the Fifth District Community Prosecution Pilot Project can make this a better and safer community. To the citizens of the Fifth District I say today, "From this day forward, the U.S. Attorney's Office is here- in your community- to serve you."

LEVEL 1 - 2 OF 3 STORIES

Copyright 1996 News World Communications, Inc.
The Washington Times

June 4, 1996, Tuesday, Final Edition

SECTION: Part C; METROPOLITAN TIMES; DISTRICT NEWS; Pg. C6

LENGTH: 468 words

HEADLINE: Holder touts community program

BYLINE: Gretchen Lacharite; THE WASHINGTON TIMES

BODY:

Citizens in a corner of the District will begin to feel the law is on their side if a new program that moves prosecutors from downtown offices to crime-plagued neighborhoods succeeds.

Hoping to curtail "nuisance" crimes - from drinking in public to trespassing - and closing down derelict properties used as havens for drugs and prostitution, U.S. Attorney Eric H. Holder Jr. announced yesterday that his agency has begun the Community Prosecution Pilot Program.

"Simply stated, with the initiation of this new pilot project, the residents of the 5th District in our city will now be able to work directly with prosecutors to aggressively respond to the criminal justice problems that afflict their own neighborhoods," Mr. Holder said.

The 5th District is primarily made up of Northeast Washington.

Ignoring the nuisance crimes leads to deteriorating communities and ultimately creates a breeding ground for violent crimes, officials said.

While the Police Department concentrates on violent crime, many of the less-serious offenses, including loitering, drinking in public or trespassing have been ignored. When police went through the trouble to make arrests for minor crimes, the prosecutor's office would often drop the charges.

Officials hope the new program will bring prosecutors closer to residents and police, making them better able to judge the importance of the more minor cases.

Prosecutors and support staff will be assigned to Northeast neighborhoods and work to find problems and ways to fix them, whether it means closing an abandoned building used as a crackhouse or clamping down on illegal trash dumping.

The program's office, located on the second floor of the 5th District police station at 1805 Bladensburg Road NE, will be staffed weekdays to field questions.

The Washington Times, June 4, 1996

Fifteen prosecutors will work on building court cases from arrests in the 5th District, while two prosecutors will staff the office and review cases as they make their way into the court system. Two senior prosecutors will oversee the pilot program. Existing U.S. attorney staff and resources will be reallocated to make the program work without any new money.

Some community members, who have seen officials touting new programs in their neighborhoods before with little result, were skeptical.

"We support what they're trying to do," said George A. Boyd, an advisory neighborhood commissioner in Ward 5. "They just don't produce."

Mr. Holder said the program will work only if residents take advantage of it.

"We need them to tell us where the problems lie, we need them to suggest solutions, and we need them to cooperate with us in our ongoing battle to hold criminals accountable for their conduct."

GRAPHIC: Photo, Holder

LANGUAGE: ENGLISH

LOAD-DATE: June 4, 1996

LEVEL 1 - 8 OF 21 STORIES

Copyright 1996 The Washington Post
The Washington Post

June 06, 1996, Thursday, Final Edition

SECTION: WEEKLY - DISTRICT; Pg. J01

LENGTH: 748 words

HEADLINE: Prosecutors To Act as Community Advocates; U.S. Attorney Begins
Experimental Program

BYLINE: Bill Miller, Washington Post Staff Writer

BODY:

Got a problem with trash pickup in Northeast? Has a street light on the block been out for months? Tired of that abandoned car at the curb? Now there's a new place to turn with complaints: the U.S. attorney's office.

U.S. Attorney Eric H. Holder Jr. is sending 19 prosecutors into the community in the 5th Police District and telling them to do more than handle crimes. He wants them to do something about neighborhood nuisances, too.

Besides seeing results in court, Holder wants to see them on the streets.

"We won't be just prosecutors. We'll be problem-solvers," he said.

Holder began the experimental one-year program this week in 5D, a bustling section of Northeast with 92,000 residents and more than its share of murders, robberies and car thefts.

Two prosecutors have set up shop in the district's police headquarters, 1805 Bladensburg Rd. NE. Others are to report to the community daily, acting as trouble-shooters.

The idea is an offshoot of community policing, a law enforcement philosophy that views police officers as partners with residents in improving everyday conditions. Rather than responding only in times of crisis, the police are supposed to take steps to improve the overall quality of neighborhood life.

Now Holder is adding prosecutors to this mix. He said only a few other cities have tried it -- Seattle; Portland, Ore.; and Indianapolis. If the program works in 5D, Holder said, it eventually will go citywide.

"Some may question why prosecutors would want to hear complaints about piled up trash, broken windows on abandoned buildings or public nuisances," Holder said. "The simple answer is this: These conditions breed crime."

The prosecutors will attend community meetings, visit businesses and residents, and handle criminal cases from arrests through dispositions. The thinking is that they will do a better job representing the community in court if they know the turf. In addition, they will forward neighborhood complaints to

The Washington Post, June 06, 1996

the fire marshal, corporation counsel's office, Department of Public Works, Department of Consumer and Regulatory Affairs and other relevant agencies.

Holder said that the initiative is not a cure-all and that prosecutors cannot guarantee a response from city agencies given the current financial squeeze. Others in his office said that might prove the program's undoing. Despite good intentions, the program could fail miserably if prosecutors prove no more adept at resolving long-standing urban problems than other residents.

For now, Holder is projecting nothing but confidence.

"We are hopeful that citizens will begin to step forward more often and report crimes that in the past they simply would have ignored or would have been frightened to tell the police about," Holder said. "Success will be measured by whether a year from now, the average person on the street in the 5th District feels that law enforcement is more responsive to their needs."

The move was the latest in a series of efforts by Holder to give his lawyers specialties tailored to community needs. He has bolstered a special unit that handles sex crimes and created a new one for domestic violence cases. He also assigned prosecutors who handle murder cases to work geographic areas.

The community-based office will be staffed by Assistant U.S. Attorneys Stephanie Miller and Denise Abrahams. The overall team will be supervised by two other veteran prosecutors, Clifford T. Keenan and Brenda J. Johnson.

The initiative was welcomed by D.C. Police Chief Larry D. Soulsby, Corporation Counsel Charles F.C. Ruff and others in the Barry administration. Soulsby said his officers will cooperate fully, and Ruff said his lawyers will respond vigorously to complaints about juvenile offenders and nuisance problems.

Holder said the program will not affect the way his office handles cases in the rest of the city. Prosecutors usually get cases citywide.

Some residents hailed the new approach, but others expressed reservations.

"We feel extremely encouraged," said Doris Long, a community activist in Trinidad. "We don't expect them to do it all. We're going to do our part."

Doris Johnson, an Advisory Neighborhood Commission member who lives in Trinidad, said: "If it's followed through, it will be the best thing to happen so far. So often we start these things and they never materialize, or they materialize and die off after one or two weeks. Ask me again about it at this time next year."

LANGUAGE: ENGLISH

LOAD-DATE: June 06, 1996June 06, 1996

- ① This problem-solving approach can be accurate w/ violent offenders - call offenses + civil reform
② Court remedies to deal w/ gangs - civil injunctions in Los Angeles. (Comm. int. - executive lawyers)

December 4, 1997

DRAFT

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED

SUBJECT: New Community Prosecutors Initiative

Over the past month, we have spoken with the National Institute of Justice (NIJ), the National District Attorneys Association (NDAA), and the American Prosecutors Research Institute (APRI) about a new initiative to promote community prosecution as a local crime-fighting strategy. For several years these organizations have been working with the handful of "pioneers" in this area, and they are eager to work with the Administration to launch a new initiative to promote community prosecution throughout the country. This memorandum outlines such an initiative and proposes that you include it as part of the FY 1999 Budget and State of the Union.

Background on Community Prosecution

Community prosecution is the natural next step to community policing. Over the past few years, as thousands of police departments have made the transition from reactive policing to working proactively with community residents, new demands have been placed on local prosecutors -- as well as on the criminal justice system in general. Local police and community residents have called on prosecutors to take their concerns into account in deciding what kinds of offenders to prosecute. Even more, increasingly they have asked prosecuting offices to dedicate attorneys to work in the neighborhoods, to play a role in solving local crime problems, and to reorient their emphasis from simply processing cases to taking on quality of life issues and preventing crimes from happening in the first place.

Perhaps the best example of the evolution of community prosecution can be found in Multnomah County (Portland), Oregon. As part of an overall strategy to revitalize the Lloyd District of Portland, local business leaders called for a number of private and public actions, including improved lighting, better and more coordinated private security, more police officers and -- surprisingly -- a special prosecutor assigned to the Lloyd District. When government funding could not be obtained for a dedicated prosecutor, the local business community raised the money to pay for a prosecutor themselves. Although this course of action raised legitimate ethical issues and concerned some in the community, District Attorney Michael Schrunk decided that establishing a one-year, neighborhood-based pilot prosecution project was in the public interest; he accepted the funds on the condition that if the project proved successful, the County would provide funding to extend it. Today, Portland has 7 Neighborhood District Attorneys (NDAs), with all attorneys' salaries paid for out of public funds.

The community's original request for a dedicated prosecutor was fueled by the desire to punish more severely recidivist offenders, and the NDA initially saw his role as making judges aware,

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during trial and sentencing, of the impact recidivists had on the community. Within a few months, however, the community also asked the prosecutor to do something about prostitution, public drinking, drug use vandalism, street fights, and car thefts. The NDA focused his attention on these issues, many of which were related to an illegal campsite in the area. He implemented a long-term plan, including police sweeps and community action, to address the problem. As a result, the incidence of these crimes in the area has decreased dramatically.

Others prosecuting officers that have embraced community prosecution in some form include: Boston, MA; Chicago, IL; Denver, CO; Indianapolis, IN; Kansas City, MO; ~~New York City and NYC.~~ ~~Brooklyn~~, NY; Milwaukee, WI; Austin, TX; and Washington, DC (initiated this past year by former U.S. Attorney Eric Holder). A new federal grant program will enable the Administration to help prosecutors' offices join with their police departments in making use of community-based crime strategies. This investment in community prosecutors also will help build support among police and prosecutors for future initiatives to promote community-based approaches in the courts and corrections system.

Outline of Proposed Initiative

Similar to the COPS program, this proposal calls for \$100 million for FY 1999 (and \$500 million for the next 5 years) for the Attorney General to make direct grants, on a competitive basis, to state and local prosecutors for the following purposes:

- (1) Community Engagement. To increase substantially the number of local prosecutors interacting directly with members of the community ("community prosecutors" or "neighborhood DAs"); and
- (2) Problem Solving. To encourage local prosecutors to reorient their emphasis from the "assembly line" processing of cases to solving specific crime and disorder (quality of life) problems in their communities.

A minimum of 80% of the grant funds (\$80 million) would be used to pay for the salaries and training costs associated with hiring or reassigning prosecutors to work directly with police and community residents. Grants would last for 3 years and pay for a maximum of 75% of the costs -- with the federal share declining over the life of the grant. A maximum of 20% of the grants (\$20 million) could be used for other non-salary costs, such as:

- developing and implementing innovative programs that permit members of the community to assist prosecutors in crime control and prevention;
- increasing prosecutors involvement in community activities that are focused on crime control and prevention;
- developing and establishing new administrative and management systems to facilitate the adoption of community-oriented prosecution; and

② - civil remedies - hire lawyers that do civil work to work w/community, police, etc.
Etaini - community resources

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- developing and implementing innovative, community-based programs that include the courts and corrections systems.

(+ supervision agencies) Eric supports

This initiative proposes allocating half of the grant funds (\$50 million) to prosecutors' offices serving populations of 500,000 or more persons and the remaining half (\$50 million) to smaller jurisdictions. This distribution means that sizable grants of \$1 million or more could be made to a majority of the 130 jurisdictions serving the largest metropolitan areas, and that smaller grants (about \$50,000 to \$75,000) could be made to nearly half the remaining, full-time prosecutors' offices (of which there are about 1,600 total).

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"(G) Programs which show the greatest potential of being continued with non-Federal funds or which can serve as models for other communities."

SEC. 31504. PARK AND RECREATION ACTION RECOVERY PROGRAMS.

Section 1007(b) of the Urban Park and Recreation Recovery Act of 1978 is amended by adding the following at the end: "In order to be eligible to receive 'at-risk youth recreation grants' a local government shall amend its 5-year action program to incorporate the goal of reducing crime and juvenile delinquency and to provide a description of the implementation strategies to achieve this goal. The plan shall also address how the local government is coordinating its recreation programs with crime prevention efforts of law enforcement, juvenile corrections, and youth social service agencies."

SEC. 31505. MISCELLANEOUS AND TECHNICAL AMENDMENTS.

(a) **PROGRAM SUPPORT.**—Section 1013 of the Urban Park and Recreation Recovery Act of 1978 is amended by inserting "(a) IN GENERAL.—" after "1013" and by adding the following new subsection at the end:

"(b) **PROGRAM SUPPORT.**—Not more than 25 percent of the amounts made available under this title to any local government may be used for program support."

(b) **EXTENSION.**—Section 1003 of the Urban Park and Recreation Recovery Act of 1978 is amended by striking "for a period of five years" and by striking "short-term".

(c) **AUTHORIZATION OF APPROPRIATIONS.**—There are authorized to be appropriated to carry out this subtitle—

- (1) \$2,700,000 for fiscal year 1996;
- (2) \$450,000 for fiscal year 1997;
- (3) \$450,000 for fiscal year 1998;
- (4) \$450,000 for fiscal year 1999; and
- (5) \$450,000 for fiscal year 2000.

Subtitle Q—Community-Based Justice Grants for Prosecutors

SEC. 31701. GRANT AUTHORIZATION.

(a) **IN GENERAL.**—The Attorney General may make grants to State, Indian tribal, or local prosecutors for the purpose of supporting the creation or expansion of community-based justice programs.

(b) **CONSULTATION.**—The Attorney General may consult with the Ounce of Prevention Council in making grants under subsection (a).

SEC. 31702. USE OF FUNDS.

Grants made by the Attorney General under this section shall be used—

(1) to fund programs that require the cooperation and coordination of prosecutors, school officials, police, probation officers, youth and social service professionals, and community members in the effort to reduce the incidence of, and increase the successful identification and speed of prosecution of, young violent offenders;

(2) to fund programs in which prosecutors focus on the offender, not simply the specific offense, and impose individual-

ized sanctions, designed to deter that offender from further antisocial conduct, and impose increasingly serious sanctions on a young offender who continues to commit offenses;

(3) to fund programs that coordinate criminal justice resources with educational, social service, and community resources to develop and deliver violence prevention programs, including mediation and other conflict resolution methods, treatment, counselling, educational, and recreational programs that create alternatives to criminal activity; and

(4) in rural States (as defined in section 1501(b) of title I of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3796bb(B))), to fund cooperative efforts between State and local prosecutors, victim advocacy and assistance groups, social and community service providers, and law enforcement agencies to investigate and prosecute child abuse cases, treat youthful victims of child abuse, and work in cooperation with the community to develop education and prevention strategies directed toward the issues with which such entities are concerned.

SEC. 31703. APPLICATIONS.

(a) **ELIGIBILITY.**—In order to be eligible to receive a grant under this part for any fiscal year, a State, Indian tribal, or local prosecutor, in conjunction with the chief executive officer of the jurisdiction in which the program will be placed, shall submit an application to the Attorney General in such form and containing such information as the Attorney General may reasonably require.

(b) **REQUIREMENTS.**—Each applicant shall include—

(1) a request for funds for the purposes described in section 31702;

(2) a description of the communities to be served by the grant, including the nature of the youth crime, youth violence, and child abuse problems within such communities;

(3) assurances that Federal funds received under this part shall be used to supplement, not supplant, non-Federal funds that would otherwise be available for activities funded under this section; and

(4) statistical information in such form and containing such information that the Attorney General may require.

(c) **COMPREHENSIVE PLAN.**—Each applicant shall include a comprehensive plan that shall contain—

(1) a description of the youth violence or child abuse crime problem;

(2) an action plan outlining how the applicant will achieve the purposes as described in section 31702;

(3) a description of the resources available in the community to implement the plan together with a description of the gaps in the plan that cannot be filled with existing resources; and

(4) a description of how the requested grant will be used to fill gaps.

SEC. 31704. ALLOCATION OF FUNDS; LIMITATIONS ON GRANTS.

(a) **ADMINISTRATIVE COST LIMITATION.**—The Attorney General shall use not more than 5 percent of the funds available under this

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FUNDS; LIMITATIONS ON GRANTS.

FUND LIMITATION.—The Attorney General
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program for the purposes of administration and technical assist-
 ance.

(b) **RENEWAL OF GRANTS.**—A grant under this part may be re-
 newed for up to 2 additional years after the first fiscal year during
 which the recipient receives its initial grant under this part, subject
 to the availability of funds, if—

(1) the Attorney General determines that the funds made
 available to the recipient during the previous years were used
 in a manner required under the approved application; and

(2) the Attorney General determines that an additional
 grant is necessary to implement the community prosecution pro-
 gram described in the comprehensive plan required by section
 31703.

SEC. 31705. AWARD OF GRANTS.

The Attorney General shall consider the following facts in
 awarding grants:

(1) Demonstrated need and evidence of the ability to pro-
 vide the services described in the plan required under section
 31703.

(2) The Attorney General shall attempt, to the extent prac-
 ticable, to achieve an equitable geographic distribution of grant
 awards.

SEC. 31706. REPORTS.

(a) **REPORT TO ATTORNEY GENERAL.**—State and local prosecu-
 tors that receive funds under this subtitle shall submit to the Attor-
 ney General a report not later than March 1 of each year that de-
 scribes progress achieved in carrying out the plan described under
 section 31703(c).

(b) **REPORT TO CONGRESS.**—The Attorney General shall submit
 to the Congress a report by October 1 of each year in which grants
 are made available under this subtitle which shall contain a de-
 tailed statement regarding grant awards, activities of grant recipi-
 ents, a compilation of statistical information submitted by appli-
 cants, and an evaluation of programs established under this sub-
 title.

SEC. 31707. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this sub-
 title—

- (1) \$7,000,000 for fiscal year 1996;
- (2) \$10,000,000 for fiscal year 1997;
- (3) \$10,000,000 for fiscal year 1998;
- (4) \$11,000,000 for fiscal year 1999; and
- (5) \$12,000,000 for fiscal year 2000.

SEC. 31708. DEFINITIONS.

In this subtitle—

“Indian tribe” means a tribe, band, pueblo, nation, or other
 organized group or community of Indians, including an Alaska
 Native village (as defined in or established under the Alaska
 Native Claims Settlement Act (43 U.S.C. 1601 et seq.)), that is
 recognized as eligible for the special programs and services pro-
 vided by the United States to Indians because of their status as
 Indians.

"State" means a State, the District of Columbia, the Commonwealth of Puerto Rico, the Commonwealth of the Northern Mariana Islands, American Samoa, Guam, and the United States Virgin Islands.

"Young violent offenders" means individuals, ages 7 through 22, who have committed crimes of violence, weapons offenses, drug distribution, hate crimes and civil rights violations, and offenses against personal property of another.

Subtitle S—Family Unity Demonstration Project

SEC. 31901. SHORT TITLE.

This subtitle may be cited as the "Family Unity Demonstration Project Act".

SEC. 31902. PURPOSE.

The purpose of this subtitle is to evaluate the effectiveness of certain demonstration projects in helping to—

- (1) alleviate the harm to children and primary caretaker parents caused by separation due to the incarceration of the parents;
- (2) reduce recidivism rates of prisoners by encouraging strong and supportive family relationships; and
- (3) explore the cost effectiveness of community correctional facilities.

SEC. 31903. DEFINITIONS.

In this subtitle—

"child" means a person who is less than 7 years of age.

"community correctional facility" means a residential facility that—

- (A) is used only for eligible offenders and their children under 7 years of age;
- (B) is not within the confines of a jail or prison;
- (C) houses no more than 50 prisoners in addition to their children; and
- (D) provides to inmates and their children—
 - (i) a safe, stable, environment for children;
 - (ii) pediatric and adult medical care consistent with medical standards for correctional facilities;
 - (iii) programs to improve the stability of the parent-child relationship, including educating parents regarding—

- (I) child development; and
- (II) household management;
- (iv) alcoholism and drug addiction treatment for prisoners; and
- (v) programs and support services to help inmates—

- (I) to improve and maintain mental and physical health, including access to counseling;
- (II) to obtain adequate housing upon release from State incarceration;

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PHOTOCOPY
MISC. HANDWRITING

December 4, 1997

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get a ~~new~~ new version to
Bruce as soon as you can.

Elena

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED
ELENA KAGANZ

SUBJECT: New Community Prosecutors Initiative

Over the past month, we have spoken with the National Institute of Justice (NIJ), the National District Attorneys Association (NDAA), and the American Prosecutors Research Institute (APRI) about a new initiative to promote community prosecution as a local crime-fighting strategy. For several years these organizations have been working with the handful of "pioneers" in this area, and they are eager to work with the Administration to launch a new initiative to promote community prosecution throughout the country. This memorandum outlines such an initiative and ~~recommends~~ ^{proposes} that you include it as part of the FY 1999 Budget and State of the Union.

Background on Community Prosecution

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Community prosecution is the natural next step to community policing. Over the past few years, as thousands of police departments have ~~transitioned~~ ^{made the} from reactive policing to working ~~more~~ ^{more} proactively with community residents, new demands have been placed on local prosecutors -- as well as on the criminal justice system in general. ~~Initially, local police and community residents called on prosecutors to be active participants in their anti-crime coalitions. Usually, they wanted prosecutors to know their concerns and expected them to focus on prosecuting certain types of offenders. Over time, however, prosecutors have been increasingly asked to dedicate attorneys to work in the neighborhoods, to play a role in solving local crime problems, and to fundamentally reorient their emphasis from simply processing cases to taking on quality of life issues and preventing crimes from happening in the first place.~~ ^{Even more, in addition, they} ~~have~~ ^{have} ~~prosecuting offices~~

Perhaps the best example of the ~~evolution~~ ^{evolution} of community prosecution can be found in Multnomah County (Portland), Oregon. As part of an overall strategy to revitalize the Lloyd District of Portland, local business leaders called for a ~~series~~ ^{number} of private and public ~~responses~~ ^{actions}, including improved lighting, better and more coordinated private security, more police officers and -- surprisingly -- a special prosecutor assigned to the Lloyd District. When government funding could not be obtained for a dedicated prosecutor, the local business community raised the money to pay for a prosecutor themselves. Although this raised legitimate ethical issues and concerned some in the community, District Attorney Michael Schunk decided that establishing a one-year, neighborhood-based pilot prosecution project was in the public interest, ~~and~~ ^{he} accepted the funds on the condition that ~~if the project was a success, public funding would be made available to similarly serve all areas of the county.~~ Today, Portland has 7 Neighborhood District Attorneys (NDAs). ~~All attorneys' salaries are paid for out of public funds.~~ ^{with all}

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course of action

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punish more severely

and the NDA initially saw his role as making judges aware,

It is worth noting that the community's original request for a dedicated prosecutor was fueled by the desire to crack down on recidivist offenders. Moreover, even the senior attorney assigned to the Lloyd District originally envisioned his role as prodding "enhanced case processing." That is to say, he sought to ensure that perpetrators did not become anonymous in the criminal justice system, and that during trial and sentencing, judges were aware of the impact certain criminals had on the community as a whole. Within a few months, however, the community began to place non-traditional demands on the NDA, expecting him to do something about prostitution, public drinking, drug use, vandalism, street fights, and car prowls. Many of these problems were tied to the transient population that illegally camped at a nearby site. The NDA focused his attention on this issue and implemented a long-term plan to solve the problem. First, he worked with police to sweep the area. Next, he collaborated with local residents to display prominently posted "no camping signs" with homeless shelter information listed on the reverse side. Based on citizen reports, the NDA would work with police officers to quickly respond to new illegal campers at the site. Over time, citizens themselves approached new campsites and asked transients to leave. The illegal campsite has now been entirely eliminated as a problem. As a result, and by now, almost completely successful action, to address the problem. Today, the incidence of these crimes in the area has decreased dramatically.

Others prosecutors that have embraced community prosecution in some form include: Boston, MA; Chicago, IL; Denver, CO; Indianapolis, IN; Kansas City, MO; New York City and Brooklyn, NY; Milwaukee, WI; Austin, TX; and Washington, DC (initiated this past year by former U.S. Attorney Eric Holder). Most local prosecutors, however, depend primarily -- and nearly half exclusively -- on limited county funds for their budgets, and simply do not have the resources to pursue community prosecution. In the short term, with a \$100 million in direct grant, the federal grant program will enable the Administration will have the ability to reach a majority of the estimated 2,400 prosecutors' offices, and to help them join with their police departments and make the transition to community-based crime strategies. Over the long term, however, investing in community prosecutors now will help build support among police and prosecutors for future initiatives to promote community-based approaches in the courts and corrections system.

Outline of Proposed Initiative

Similar to the COPS program, this proposal calls for \$100 million for FY 1999 (and for each of the next 2 fiscal years) for the Attorney General to make direct grants, on a competitive basis, to state and local prosecutors for the following purposes:

- (1) Community Engagement. To substantially increase the number of local prosecutors interacting directly with members of the community ("community prosecutors" or "neighborhood DAs"); and
- (2) Problem Solving. To encourage local prosecutors to reorient their emphasis from the "assembly line" processing of cases to solving specific crime and disorder -- ("quality of life") problems in their communities.

A minimum of 80% of the grant funds (\$80 million) would be used to pay for the salaries and training costs associated with hiring or reassigning prosecutors to work directly with police and community residents. Grants would be for 3 years and pay for a maximum of 75% of the costs -- with the federal share declining over the life of the grant. A maximum of 20% of the grants (\$20

million) could be used for other non-salary costs, such as:

- providing ^{training} specialized training to prosecutors to enhance their problem-solving, conflict resolution, mediation and other skills needed to work in partnership with the community; *how does this differ from the training in the 1040?*
- developing and implementing innovative programs that permit members of the community to assist prosecutors in crime control and prevention (~~i.e. developing new legal tools to close down crack houses and citizen-driven search warrants~~); *eg.*
- increasing prosecutors' involvement in community activities that are focused on crime control and prevention (~~i.e. coordinating with existing community policing strategies~~); and
- developing and establishing new administrative and management systems to facilitate the adoption of community-oriented prosecution ~~as an organization-wide philosophy~~.

Finally, ^V this initiative proposes allocating half of the grant funds (\$50 million) to prosecutors' offices serving populations of 500,000 or more persons and the remaining half (\$50 million) to smaller jurisdictions. This distribution means that sizable grants of \$1 million or more could be made available to a majority of the 130 jurisdictions serving the largest metropolitan areas, and that smaller grants (about \$50,000 to \$75,000) could be made available to nearly half the remaining, full-time prosecutors' offices (of which there are about 1,600 total).

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