



Problem Solving Quarterly

Vol. 12, No. 1/2

Winter/Spring 1999

A newsletter of the Police Executive Research Forum.
Reporting on innovations in problem-oriented policing.

Green Bay, WI, Police Department to Receive Goldstein Award at 1999 POP Conference

A team of police officers in Green Bay, Wisconsin, instrumental in revitalizing a high-crime area of the city frequented by transient alcoholics and strewn with litter and broken bottles, is the winner of the annual Goldstein Award for Excellence in Problem-Oriented Policing. A more detailed description of the winning project appears at the end of this article.

The six finalists for the award, who will also be honored for their work, included teams from the police departments in Baltimore; Fresno, California; Minneapolis; Racine, Wisconsin; San Diego; and Vancouver, British Columbia.

The award recognizes outstanding police officers and law enforcement agencies—in the United States and internationally—that have effectively reduced crime and disorder by proactively analyzing and responding to long-term, complex community problems. The Police Executive Research Forum (PERF) will recognize the winner and six finalists on Saturday, November 13, 1999, in San Diego, during the tenth annual International Problem-Oriented Policing Conference in San Diego, Calif, which it sponsors with the San Diego

Police Department. The conference is also supported by Cerulean Technology.

The awards are named for Herman Goldstein of the University of Wisconsin-Madison School of Law, who developed the concept of problem-oriented policing (POP). POP involves police officers identifying, analyzing and responding to crime and disorder proactively, rather than engaging solely in traditional reactive models of policing.

"This annual award competition recognizes Herman Goldstein's pioneering efforts to place problem solving at the center of progressive policing," said PERF Executive Director Chuck Wexler. "We are honored to showcase those police professionals who exemplify this high standard."

The winner and six finalists were chosen from a pool of 76 award submissions received from agencies in the US, Canada, England and Australia. Seven judges—top police practitioners and researchers—considered a number of factors in choosing the winners, including the depth of problem analysis, the development of clear and realistic response goals, the use of effective

evaluation criteria, and the involvement of citizens and other community resources in problem resolution.

Police officers in Green Bay initiated a project to revive the Broadway Business District. Through a comprehensive analysis of the area, the officers found that enforcement had been lacking, there were environmental factors contributing to the problem and that most problems were related to alcohol abuse. By implementing a "no-serve list" for habitual drunkards, increasing regulation of liquor licenses, modifying environmental design with shrubbery and lighting, starting targeted police enforcement, and working with the media to change public perceptions about the area, the business district enjoyed a resurgence in investment, jobs and area improvements.

The team of judges also recognized as finalists

- ◆ the Baltimore Police Department for a project on abatement of chronic truancy at a middle school;
- ◆ the Fresno, California, Police Department for work with other county agencies to develop a novel method to decrease disputes encountered during child custody exchanges;
- ◆ the Minneapolis Police Department for its cooperative work to revital-

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Reducing the Number of Calls for Service from Rental Properties in Joliet, Illinois

Maria Lyons,
Special Projects Coordinator,
and
Sergeant Jim Powers

Joliet (IL) Police Department

In Joliet, Illinois, rental properties account for a disproportionate amount of calls for service yearly. Unlike many communities of fewer than 100,000, where multifamily zoning is a small portion of the overall land use, Joliet is over-represented by rental property. It is currently home to hundreds of rental properties, and 75 percent of the county's "Section 8" housing.

These "hot spots" tend to affect more than just the property itself—they influence the quality of life for other law-abiding citizens, the value of surrounding properties, and the value of the problem property itself. Our problem-solving team felt it could address a multitude of issues at once by addressing some of the root causes of problem properties and preventing the deterioration of other properties to this level.

SCANNING

The officers of the Joliet Police Department (JPD) have long recognized the fact that rental properties seem to produce more calls for service than single family homes. This is especially true in buildings that are poorly maintained and managed by an absentee landlord. Besides traditional apartment complexes, problems often arose from large Victorian homes that had been shabbily subdivided and rented out indiscriminately. Economic problems of earlier decades and the reactive position of inspectors produced an environment conducive to slumlords. The problem quickly gained attention when some community groups began expressing their concern about some rental properties in their neighborhoods.

To gauge more accurately the general concern, officers assigned to patrol those areas conducted informal surveys. They went door-to-door and asked any residents willing to talk with them about the activities on the property in question. Often the residents failed to answer the door, or feigned ignorance, in fear of retaliation. Officers were usually able to find a few persons willing to describe why the property was a nuisance and who the primary perpetrators were. They told officers about the inability to sit outside or enjoy their property, traffic stopping in the middle of the street, loud music at all hours, and vandalism that was quickly migrating outward from the property.

ANALYSIS

Department crime analysis data confirmed for the officers which properties had the most frequent and serious calls for service. The data highlighted how detrimental some properties had become to the neighborhood: gang members loitered on these properties, conducted drug activity and intimidated passersby. When officers would attempt to confront the gang members, many times they would retreat back into the apartments, even though they were not necessarily residents. Often, gang members would cause these nuisances at a girlfriend's home, making it difficult to eradicate the problem directly.

Community members were frustrated because the police appeared unable to seriously affect the problem. Residents near problem properties called for service sometimes as frequently as once a day. In one case, officers addressed problems caused by particular tenants and their guests for three years before those tenants were relocated. The building was destroyed by arson soon after the last tenant moved. In other cases, rental properties were problems for anywhere from a few months to several years.

Community members felt powerless to affect change because illegal activities

were constantly occurring in an apartment building in their neighborhood. Neighbors were afraid to let their kids play outside for fear that they may be shot in a drive-by or harassed by gang members loitering around the building. In addition, the value of these other properties was probably affected by the increased activity at the problem property.

The department began with a few activities, such as developing trespass agreements with landlords. These documents list all valid residents and guests and allow any trespassers to be immediately arrested. Officers also asked landlords to post "no parking" and "no stopping, standing, parking" signs on the properties. About 60 percent of landlords were very accommodating and worked with officers. Others were either unwilling to cooperate, or unreachable for consultation. They would often agree to take steps and then fail to follow up.

Some activities were reduced as a result: some of the loiterers did not hang around the property as often. However, the overall nuisance that these properties had become was not prevented. Loiterers would scatter quickly, and retreat into the buildings when police drove by on patrol or in response to a call.

Our team gradually realized stronger sanctions and a formal process for dealing with landlords was necessary to truly gain control over the problems. We theorized that if the city and the police department were able to force landlords to recognize the problems their properties were causing and hold them responsible for those problems, the quality of life could be improved for hundreds of families.

The community showed strong support for police efforts to solve the problems at these properties. In fact, many neighborhood associations assisted in determining the extent of the problem through several

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community meetings held in various neighborhood-policing areas. Although reluctant at first, community members began to gain confidence in officers after seeing the officers' efforts.

RESPONSE

To prevent the continuous decline of rental properties into problem areas, our Neighborhood-Oriented Policing (NOP) team determined that several approaches would be necessary. Officers discovered that properties containing two or more units require rental certificates. If revoked, any occupants could be forced to vacate the premises immediately. They determined that this would be a quick, inexpensive method of gaining compliance from landlords.

The first step was to scour over the monthly statistics provided for all NOP areas. The team then began to distinguish between properties that were involved in drug dealing and those that were simply nuisances. Officers decided to develop a program that involved several steps:

- ◆ Contacting the landlord if a property had continuous calls for service. City ordinance defines this as three or more calls within a year; however, the properties brought into the abatement process usually have many more calls for service;
- ◆ Demanding eviction of the problem tenant if drugs were involved;
- ◆ Requiring that the landlord sign a trespass agreement and discuss the problem with tenants;
- ◆ Developing solutions to the problem jointly; or
- ◆ Demanding the landlord attend a hearing with the deputy city manager and complies with all decisions.

Throughout the entire process, officers are available to discuss the problems with landlords and offer advice on how they can improve their properties. This has often included simple activities such as

providing copies of the standard city lease and using crime prevention through environmental design. Officers have also lobbied to change streets to one-way, or offered to have prospective tenants screened for criminal histories.

These reactive approaches slowly appeared to be making an impact on some of the most troublesome properties. Tenants began to understand that their window of opportunity for drug dealing and other disturbing behavior was quickly closing. However, officers realized they needed to take a more proactive stance, and prevent properties from deteriorating to this point.

A team of officers began developing a comprehensive training of all landlords in the city. This training would include sessions held by the fire department, the legal department, Neighborhood Services and the police department. It was to be essentially "Landlord 101," with sessions on how to screen tenants, building codes, safety issues, how to evict problem tenants, and other important topics.

The department hoped the training would offer an opportunity to forewarn landlords about what could occur if they encouraged—or at least maintained a *laissez faire* attitude about—criminal activity on their properties. In addition, the training gave landlords the tools to better screen clients and to understand the city's expectations for property management. Over time the JPD expected that calls for service to a few problem properties would be reduced. In addition, the community hoped to see an increase in property values for surrounding properties once rental properties ceased to be problems, and police hoped to encourage a safer environment for neighbors.

By tracking problem properties with computer analysis, officers hoped to address issues before the problem became a crisis. For example, if a rental property houses a few gang members who have discovered their complex is a nice place to hang out, the computer would be able to track calls for service related to this behavior and identify it as a potential problem before it got to the point where gang mem-

bers are harassing passersby on a daily basis and openly selling drugs in front of the building. Steps could be taken to either remove these few gang members from the property, or at least prohibit them from loitering around the building on a regular basis.

Before the first landlord training, the JPD developed a manual to distribute to all attendees. We contacted other departments that have already developed manuals and discussed with them how they were created. In addition, all state laws and city ordinances had to be collected and integrated into the manual.

Despite the department's best efforts, a lack of communication and willingness to cooperate between city departments held up the landlord training for several months. The JPD was the primary training manual developer, but it was important to get input from all departments involved. Even during the training itself, there was a lack of coordination in what departments presented and the method in which it was presented. Some attendees complained that there was a large discrepancy between speakers and the quality of presentations. Some speakers were very poor, while others were very good.

In terms of computer tracking, our officers have not had the resources or time to adequately develop a database of rental properties. Some of the technology needed to merge police data with other city databases is unavailable, or current staff members do not know how to facilitate such a transfer. This is currently being worked out with Neighborhood Services.

ASSESSMENT

A full, formal evaluation has been planned by an outside entity, but has not been developed yet. Since the introduction of the program, more than 300 properties have been abated, with 50 being vacated. Although most cases typically do not result in an administrative hearing, an average of eight to 10 cases is heard each month. Landlords have usually been accommodating; some of the landlords who owned multiple prop-

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erties have since sold their holdings in Joliet.

The participant surveys developed internally for the first landlord training indicate that it was a success. Most landlords felt that the training session was very informative, and they had very few negative remarks. In addition, they had many suggestions on how to improve it, and some were even willing to help implement some of these changes in the future. The second training, held one year later, included many of the suggestions from the first one, and was held over two days to maximize attendance. Attendees were generally pleased with the information.

Overall, this program has made a great impact on problems arising from rental properties. It has evolved from reacting to individual calls for service to a structured program that includes a formal hearing process, training, and providing landlords with some tools for screening and monitoring tenants.

The program is in a state of perpetual change. As officers work with landlords on issues, new problems and situations constantly arise, producing new ideas. In the coming months, the program will include the following:

- ◆ Requiring all landlords brought in for hearings to use the city lease. This detailed document lists all permissible activities and disturbing activities, providing penalties for infractions;
- ◆ Requiring all landlords renewing their rental certificate to attend the landlord training;
- ◆ Referring any domestic nuisances to the department social worker;
- ◆ Producing affidavits describing actions the landlords agree to conduct as a result of the administrative hearing;
- ◆ Working with Neighborhood Services on methods of dealing with nuisances in rental and owner-occupied single family properties.

Armed Robberies at the Kimmerly Glen Apartment Complex

By Officer Phillip W. Bean

Charlotte-Mecklenburg (NC) Police Department

As a member of a mountain bike patrol squad assigned to the northeast area of Charlotte, North Carolina, I regularly visited the 11 apartment complexes in my district. They seemed to be magnets for crimes such as auto theft, larcenies from auto and burglaries. I tried to visit each complex weekly, and I also made sure that the managers knew how to contact me to discuss any concerns they might have.

SCANNING

Residents of the 13-building Kimmerly Glen apartment complex were reporting repeated auto larcenies at the complex. Then they began reporting more violent armed robberies. Residents coming home after 11p.m. were being robbed on the sidewalks as they entered the main corridor to the apartment buildings. This created panic in the complex.

The robberies were occurring at various times during the month, but they usually happened a couple of times a week, particularly in the afternoon and evening. The middle-income residents of the 260 apartment units were being attacked as they walked to and from their cars.

The goal of this POP project was to reduce the incidence of robbery by making the environment surrounding the property less conducive to this type of activity and educating citizens on how they could avoid becoming victims. Because the crime involved was potentially deadly, I wanted to take quick action to remedy the situation and to ensure it did not just reoccur once enforcement efforts focused elsewhere.

ANALYSIS

A review of reports and interviews with victims assisted me in understanding the problem and its potential harms. I

tried to find out on which days and at what times most crimes were occurring.

I also surveyed the property and noted that its layout was particularly conducive to this type of problem. For example, the property was bordered by tall shrubbery, and the complex itself was poorly lit. The poor lighting and obstructive landscaping aided the ambush-style attacks on the residents because the perpetrator could carry out an attack without anyone else in the complex witnessing it.

RESPONSE

I tried all-night surveillance and even planted bait cars in an attempt to locate the suspects and reduce the incidents on this property and in the area around the property, which also had seen an increase in crime.

I contacted the complex's managers and a representative from the city's Department of Transportation and requested an upgrade on the streetlights around the complex. I also advised the apartment management that the high shrubbery around the breezeways and doorways of the apartments were contributing to the incidence of robbery. The overgrown shrubbery allowed possible suspects to conceal themselves from potential victims walking to and from their vehicles. The complex management staff members made environmental changes to the property immediately.

I then initiated quarterly crime prevention meetings and offered suggestions to residents about how to avoid becoming a victim. What the residents seemed to need the most was basic education on how to protect themselves and properly secure their property. I also encouraged the residents to call 911 if they observed any suspicious activity. I was very surprised to learn that many of the

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Fighting Street-Level Drug Dealing in the East King Tract

By Officer Wayne Todd

Pensacola Police Department

In August 1997, the Pensacola, Florida, Police Department began working on a project funded by the U.S. Justice Department Office of Community Oriented Policing Services (COPS) to target a specific neighborhood problem, and, with the help of area residents and concerned stakeholders, develop innovative responses to the problem. After careful consideration, the problem of street-level drug dealing in a 28-block area located in the south central section of the city (known as the East King Tract) was chosen. The department identified the problem through a review of crime data, visual inspection of the area, survey of residents and informal contact with residents.

SCANNING

Drug dealing appeared to be the most serious criminal activity affecting the area. For two years, the East King neighborhood had been deteriorating, as evidenced by 15 abandoned houses being used as crack houses and 21 abandoned cars. Blatant drug dealing resulted in a climate conducive to the commission of lesser crimes and a sense of fear and hopelessness among law-abiding citizens.

The department had tried to use more traditional responses for one year (October 1994 to October 1995) to curb the drug problem in this neighborhood; unfortunately, these responses had little impact. For this reason, they decided to enlist the assistance of area residents to develop solutions to the problems facing their community.

The Pensacola Police Department first examined the incidence of criminal activity in the area. Officers found that from 1994 to August 1996, narcotic sales in the East King community were up 55 percent, while felony narcotic arrest had also increased sharply. Aggravated batteries

had increased by 40 percent, and suspicious persons/vehicle calls had experienced a dramatic rise.

Questionnaire surveys administered to East King residents prior to the application of the grant, as well as concerns voiced during community meetings provided an in-depth understanding of the problem that transcended the more narrow analyses of available crime data. The police learned that the drug dealers were using more minors in their sales and that gangs were recruiting younger members to sell narcotics.

Residents' perceptions of the problem caused them to be concerned about the security of their property and to be wary of traveling in the neighborhood at certain times. While it was clear that they were opposed to the criminal activity, they were also fearful of violent reprisals if they were to become involved in anti-crime efforts to reduce the drug problem. In addition, communication between the Pensacola Police Department, the stakeholders association and the Department of Code Enforcement revealed that many of the vacant homes were owned by individuals who no longer reside in the area (some of whom even live out of state).

Although there was some variation, the problem occurred on a daily basis. Typically, the problem was most likely to occur between early and mid-evening on Tuesdays through Saturdays. The problem apparently had been in existence and steadily worsening for some undetermined number of years prior to the start of this project.

An in-depth preliminary questionnaire was developed by an experienced university researcher and administered to a selected sample of residents by a "stakeholder" living in the problem area. This stakeholder, Les Humphrey, was the department's partner in the project. He is

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residents did not know how to properly utilize the 911 system.

The officers encouraged the residents to be good witnesses and neighbors and to report suspicious activity. They also worked with the citizens to help prevent future robberies. In addition, the management of the apartment complex assisted the police by disseminating information through monthly newsletters.

ASSESSMENT

The armed robbery problem was completely eradicated during the 10 months following the implementation of the project, and larcenies from autos were also reduced 33 percent over the same time period. The results were measured through an analysis of crime statistics and calls for service.

Residents also call 911 if they witness criminal activity, rather than waiting until a crime has occurred. That helped me identify robbery suspects and has contributed to the dramatic drop in crime at the complex.

I still hold quarterly meetings at Kimmerly Glen and similar meetings at other complexes. The turnouts at these meetings vary with the concerns the residents have about activity in the community. At present, I'm trying to start meetings at other area complexes where residents are experiencing problems before they reach the level similar to Kimmerly Glen.

I will continue to monitor the problem through feedback from citizens during community meetings, constant contact with apartment management, and ongoing analysis of crime statistics.

the publisher of the *Pensacola Voice* newspaper and the host of a local radio show, both of which cater to the special issues and concerns of African American citizens.

In addition to agreeing to assist in the administration of three surveys over the course of the project, Mr. Humphrey also agreed to publicize and promote monthly meetings with area residents and the police. He ran several feature stories on the grant project in his newspaper and discussed the project on his radio show as well.

A separate group of individuals from the community was asked to serve as members of the East King Tract Stakeholders' Association. These residents and area leaders were responsible for promoting the meetings and encouraging other community members to assist in the efforts to rid their neighborhood of crime. They were also asked to assist with the long-term goal of the project, which involved maintaining the level of cleanliness, safety and feeling of community after the project officially ended in July 1998.

RESPONSE

The police responded to the drug problem by

- ◆ Organizing and holding monthly community meetings to promote involvement and coordination among the residents;
- ◆ Instituting neighborhood watch groups and arranging for established groups from other areas to provide assistance and inspiration;

- ◆ Organizing two large-scale cleanup operations in September and October 1997 to clear vacant lots, remove accumulated trash, and improve the appearance of the area. The date of the second clean-up day was selected to coincide with the National Make a Difference Day campaign, and the local university and military bases were contacted by local stakeholders to solicit volunteers for the cleanup efforts;
- ◆ Enlisting other agencies, such as Litter Enforcement, to begin removing abandoned vehicles and condemning dilapidated structures;
- ◆ Establishing a crime analysis unit to help identify the nature of the problem and to track progress in resolving it;
- ◆ Increasing the presence of law enforcement as well as the level of interaction with the community; and
- ◆ Developing plans for drug "sweeps" to be conducted by narcotics investigators. With respect to the vacant houses in the area, the building inspector made it quite clear that it is very difficult and time consuming to have homes demolished. Therefore, the police department does not anticipate the complete removal of dilapidated vacant houses within the grant period.

The project had four primary goals:

- ◆ Drive the drug dealers from the area;
- ◆ Lower the level of serious crime in the area;

- ◆ Enable residents to feel safer and to take greater pride in maintaining the appearance and quality of life in the target area; and
- ◆ Create community involvement and responsiveness that would continue beyond the completion of the grant project.

Before the department implemented its response plan, we surveyed attitudes and perceptions of the residents; publicized the project goals and plans; coordinated with other public agencies; acquired and trained additional law-enforcement officers; and compiled crime statistics to more precisely identify the parameters of the problem. The police could have ensured that the "partners" more fully understood and accepted their critical responsibilities before implementing the response.

Publicity regarding the project was less extensive within the target area than originally expected. In addition, fewer residents attended the community meetings than anticipated. Residents also provided limited information concerning specific aspects of the drug dealing they witnessed, while apprehension of drug dealers was more difficult because of the effectiveness of their "early warning" systems.

Both housing code and litter enforcement agencies participated in the effort to stop the drug dealing. The department approved overtime funding for the law enforcement officers working on the project. A community youth center was made available for citizen meetings, and a resident stakeholder offered the use of his newspaper for publicizing project actions and events. Finally, the department donated the services of two crime analysts, as well as associated computers and crime-mapping equipment, all of which was funded by the project grant.

Citizens completed periodic questionnaires, participated in community meetings, helped identify the status of abandoned vehicles and houses, and designated individuals to actively participate in executive board meetings.

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The Police Executive Research Forum (PERF) is a national association of police executives from large and mid-sized jurisdictions.

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ASSESSMENT

The most serious problems the agency has had to contend with have been concerns over a general lack of local citizen interest/cooperation. Attendance at community meetings has been poor, and the small core of concerned citizens that have become involved cannot accomplish its goals without a greater community effort. In addition, there were serious concerns as to the validity of the second survey. The partner subcontracted this work to an outside agency, and as a result, there were inconsistencies in the data. Consequently, the results of the first survey could not be compared with the results of the second.

Moreover, at the last community meeting, several residents indicated that the trash was slowly returning, and a third cleanup may be planned. Residents fear that some of their neighbors may be relying on the cleanups for trash removal.

Almost half of the residents (47%) reported in the first survey that there were areas in their neighborhood that they felt unsafe, and 38 percent reported that they always worry about crime problems in their community. Forty-four percent of the respondents indicated that there was a drug problem in their neighborhood, while 71 percent of respondents who were asked about the severity of the problem indicated that the drug problem was very serious. Finally, almost half of the residents who answered the question gave the police department an overall grade of "A" (on a scale of "A" to "F").

As described below, the second survey did not produce any valid findings. In terms of the second assessment measure, the agency has experienced some success in reducing the number of abandoned cars and overgrown vacant lots. The agency conducted two major cleanups, with a total trash removal of 12.22 tons. Additionally, they removed 42 abandoned cars and demolished several vacant homes.

The number of calls for service in the East King Tract has remained stable,

while there was a slight decline in the mean number for the comparison area. Similarly, there was an increase in narcotics-related arrests in July 1997; however, these numbers have remained relatively stable since. In terms of the fifth assessment measure, even after personal visits from the chief encouraging local ministers to participate, none of the local places of worship responded to a questionnaire designed to gauge attendance.

The grant proposal required that an independent evaluation be conducted. Dr. Kim Lersch, presently at the University of South Florida Department of Criminology, agreed to conduct that evaluation. The process is ongoing. A total of five evaluation measures were requested for the project.

One measure involved the administration of three community surveys by the partner. The first survey, which included 17 questions and was administered by phone to a sample of 100 residents in September 1997, measured citizens' perception of the crime problem, their level of fear and anxiety, and their evaluation of the services of the Pensacola PD.

The second survey, which was administered in February 1998, consisted of a total of 28 questions. A third survey was conducted at the conclusion of the grant (June 1998), and the partner has assured the agency that he will personally conduct the interviews.

The second evaluation measure focused on reduction in the number of abandoned cars and overgrown vacant lots. The third and fourth evaluation measures concerned the number of narcotics-related calls for service and arrests. The fifth measure concerned the number of area residents who patronize the locally available legitimate opportunities, such as church/youth center activities.

With respect to the analysis of the number of narcotics-related calls for service and arrests, data was provided by the agency for the 12-month period prior to the start of the grant. Additionally, data

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Problem Solving Quarterly Submission Guidelines

PERF invites submissions of articles describing successful problem-solving projects. Articles should discuss the four phases of the effort:

1. **Scanning:** What was the problem? How and by whom was it identified?
2. **Analysis:** What methods, data and information sources were used to analyze the problem? What did the analysis reveal about the nature and extent of the problem? How was the community involved in analyzing the problem?
3. **Response:** What responses were considered? What responses were implemented, and how were they developed as a result of analysis? What was the goal of the response plan?
4. **Assessment:** What were the results? How were results evaluated, and for how long? Was the response goal accomplished? Are there any efforts underway to maintain or monitor the long-term results of the project?

**Send submissions
to**

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Changing the Policing Philosophy in Denver's District Two

By Captain Mark Vasquez

Denver Police Department,
District Two

District Two is the northeast section of Denver and is comprised of 12 neighborhoods. Some of the neighborhoods are experiencing high levels of blight and poverty, and a large number of black and Hispanic residents live in the district. Crime tends to be higher in District Two than in other areas of Denver, and sections of the area have a reputation as open-air drug markets. We also have a problem with crack houses.

I was appointed the captain of District Two in July 1997. One of the first things I

noticed was that the neighborhood groups did not have a strong working relationship with the police. There was the typical distrust of police and government. The residents would come together in times of crisis, such as a pattern crime or homicide in the neighborhood, but as soon as they sensed the problem was stabilized, they would stop attending meetings. It was very difficult to get the citizens involved.

At the same time, it was difficult to mobilize some of the District Two officers, especially around the idea of community policing, because the culture of the District Two police was one of "us versus them" in many respects. It was necessary to mobilize the citizens and the police around a common goal. We have done several things to transform the District Two police and com-

munity into an effective partnership.

We created a Community Advisory Board, called 2CAB. Each of the 12 neighborhoods has a representative on the board. That individual acts as a spokesperson for the individual neighborhood organization and also opens lines of communication between the police and the residents. We meet monthly, and our 1999 mission is to organize three major community events focusing on crime and safety issues.

We reorganized the district lieutenants into "turf and territory" responsibilities in which former "watch commanders" are now in charge of specific neighborhoods on a 24-hour-a-day basis. We also assigned individual precinct officers specific quality-of-life problems in the district. The projects are called Problem-Solving Projects (PSPs), and the process includes a database to capture and organize chronic neighborhood complaints such as active gang and crack houses and assign responsibility and accountability to specific officers for follow-up.

To diminish distrust between the police and the Mexican immigrant community, we began outreach programs to the Hispanic residents. Once such program created an 11-week Spanish course for 22 District Two officers. The classes were held at a local community college, and police were able to learn Spanish in one classroom while Spanish-speaking residents were in the next room learning English. This program enhanced relationships with the community and also created awareness and sensitivity of cultural issues for the officers. The next step is for bilingual students to mentor police officers who want to practice their Spanish.

District Two police officers mentor second and third graders at a local elementary school where there was a recent drug-related homicide near the school grounds.

We surveyed the District Two residents and asked them to prioritize their quality-of-life (QOL) and crime concerns. Once their con-

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was also collected from a comparison area that was matched upon relevant demographics, such as racial composition, median income and number of rental units.

Baseline data was analyzed for 12 months prior to the start of the project, while the actual evaluation of the agency's response efforts was compiled during the summer of 1998, 12 months after the start of the project.

To its credit, the department has done quite a bit to increase citizen participation, which is the most serious problem. At the January meeting, free babysitting services were provided, and the event was well publicized, which seemed to increase the level of participation. Communication between the various stakeholders (Litter Enforcement, Sanitation Services, *The Pensacola Voice*, concerned residents and the Pensacola Police Department) could have been better, but it was difficult to coordinate the various city services. This type of total community policing effort is a new concept to the other city offices, and future efforts may be better coordinated.

The agency tried to be as clear as possible with the local residents that the funding for this project was temporary and that at the conclusion of the grant, it was hoped that the area residents would be able to take the initiative to maintain the coordinated city efforts. Unfortunately, due to the low level of participation, it does not appear at this time that the local residents are at a point where they can continue the agency's efforts. The department is working to establish a crime watch group, and hopefully it will be able to assist in maintaining the results.

The agency hopes that the city of Pensacola will allow it to hire the two crime analysts that were included as part of the grant on a permanent basis, thereby ensuring a continued evaluation of the agency's efforts.

As part of the evaluation process, citizens will be contacted on three separate occasions to solicit their opinions concerning the effectiveness of the agency's efforts, as well as to provide suggestions. Input from concerned residents who attended community meetings will be noted, as well.

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ize a neighborhood affected by narcotics trafficking and quality-of-life offenses:

- ◆ the Racine, Wisconsin, Police Department for a similar successful communitywide effort to reduce the drug trade and revitalize a high-crime area of the city;
- ◆ the San Diego Police Department for a truancy program that dramatically cut school absenteeism for the worst offenders; and
- ◆ the Vancouver, British Columbia, Police Department for a problem-solving project to restore order and civility to the vicinity of an intersection that drew aggressive panhandling, drunkenness, littering and graffiti.

The winning projects will be featured in a publication that the National Institute of Justice will distribute.

The winners from last year, along with chapters on other presentations from the 1998 POP Conference, will be featured in *Problem-Oriented Policing: Crime-Specific Problems, Critical Issues and Making POP Work, Volume II*, due to be published by PERF in November 1999.

Denver from page 8

cerns were identified, we focused the officers on QOL enforcement efforts. A station directive identified the QOL concerns, including road rage, graffiti, and drug and gang activity, and officers document QOL enforcement efforts on their log sheets. This has helped focus the officers' efforts on the community concerns.

These are some of the efforts that we have taken to transform the district from a reactive to a proactive philosophy. At the end of 1998, our call-for-service rate was down by 11 percent from 1997 and 2CAB representatives report the community members feel much safer than they did before we implemented these changes in our policing program.

In December 1999, PERF also will publish *Crime Mapping Case Studies: Successes in the Field, Volume II*. PERF and the National Institute of Justice Crime Mapping Research Center (CMRC) are collaborating in this volume to highlight various criminal justice agencies' successes with applying mapping to their problem-solving, prevention and enforcement efforts.

The book encourages agencies' use of crime mapping and offers ideas on various ways to apply geographic information systems (GIS) and mapping. Readers have the opportunity to form their own opinions about the efficacy and applicability of these efforts to their own jurisdictions.

Street Sweeping, Broadway Style

Broadway Street, located in Green Bay, Wisconsin, was dirty, neglected and run down. Decaying buildings, broken liquor bottles, drunks sleeping on park benches and rowdy taverns went unchecked for decades.

Law-abiding citizens avoided the area, which meant legitimate businesses suffered financially. During 1995, two community policing officers were assigned to the area and, in a short time, identified numerous factors that set Broadway apart from the rest of the city:

- ◆ The demand for police and rescue services was disproportionate to the rest of the city;
- ◆ There was an unusually high concentration of crimes such as battery, disorderly conduct, retail theft, criminal damage to property, public urination, prostitution and drug activity;
- ◆ The same persons were continually arrested for the same offenses with no apparent change in behavior patterns;
- ◆ Visibly intoxicated people engaged in inappropriate behavior near the elementary school and city parks (sleeping on benches, vomiting,

urinating and defecating outdoors); and

- ◆ There were repeat calls to the same licensed liquor establishments for fights and other alcohol-related problems.

In a multi-phased process that took just three years, Broadway was transformed into a booming business district. The process included changing environmental design, increasing regulation of liquor licenses, mobilizing citizens to attend city council meetings, using the court system to direct alcoholics to treatment and gaining the cooperation of liquor stores to decline serving alcohol to habitual drunkards.

By engaging members of the community, several positive changes took place:

- ◆ Closure of six problem taverns, an adult bookstore, a business from which drugs were sold and an illegally operated pawn shop.
- ◆ 58-percent reduction in total police calls from 1993 to 1998.
- ◆ 70-percent decrease in the demand for rescue squad services from 1993 to 1997.
- ◆ 69-percent reduction in disturbance calls from 1993 to 1997.

Since 1995, the Broadway business district has experienced substantial growth in new businesses and jobs. The Broadway business district is now a thriving part of downtown Green Bay.

The Green Bay police responded to the same calls in the Broadway business district for decades with no change. Only when the police employed the assistance of the community did long-lasting changes take place.

THE 10TH ANNUAL INTERNATIONAL PROBLEM-ORIENTED POLICING CONFERENCE

November 13–16, 1999, San Diego Paradise Point Resort,
San Diego, California, USA

This annual conference provides a forum in which problem-oriented policing practitioners and researchers blend their knowledge of community problems and share their experiences in responding to them. In 1998, hundreds of police officers and others concerned about the problems police confront attended from the United States, Canada, Australia and the United Kingdom.

Critical Current Issues

Prominent criminal justice researchers and practitioners will present critical issues of concern. Examples of previous presentation topics include mental illness, prosecution of drug cases, domestic violence, youth and gang crime, citizen involvement in problem solving and restorative justice.

Panel Presentations

Practitioners will give presentations on creative solutions to community problems and issues surrounding problem-oriented policing. Herman Goldstein Excellence in Problem-Oriented Policing Award winners will present exemplary projects. Practitioners and researchers will also give presentations about the process of making POP work.

Who Should Attend

The conference is primarily for police engaged in innovative responses to common problems in their respective communities. The conference also meets the needs of researchers, government officials and concerned community members.

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Registration materials available at the
PERF website (www.PoliceForum.org)
or by calling 202/466-7820.

Schedule of Events

Saturday, November 13

9:00 a.m.–7:00 p.m. Registration
1:00 p.m.–3:30 p.m. Opening Session and Introductory Presentations
3:30 p.m.–4:30 p.m. Goldstein POP Award Winner—Project Presentation
4:30 p.m.–5:00 p.m. Keynote Address
5:00 p.m.–8:00 p.m. Poolside Cookout

Sunday, November 14

7:00 a.m. Registration
7:30 a.m. Presenters' Meeting
8:30 a.m.–5:00 p.m. Core Sessions and Panel Presentations
5:00 p.m.–8:00 p.m. Reception and Problem-Oriented Policing Showcase

Monday, November 15

8:30 a.m.–5:00 p.m. Core Sessions and Panel Presentations
12:00 Noon Hosted Lunch

Tuesday, November 16

8:30 a.m.–12:00 p.m. Panel Presentations

Wednesday, November 17 and Thursday, November 18

9:00 a.m.–5:00 p.m. Supervising Problem-Solving Training/Collaborative Problem-Solving Training

Registration

The conference fee is \$375 for PERF members; \$395 for nonmembers. Registration begins at 9:00 a.m. on Saturday, November 13, runs until 7:00 p.m., and resumes at 7:00 a.m. on Sunday, November 14. The fee includes materials; continental breakfast on Sunday, Monday and Tuesday; a cookout on Saturday; a reception on Sunday and a conference T-shirt. There is no partial attendance fee available. You will receive confirmation notice upon PERF's receipt of the conference payment. Due to the high demand for conference attendance, partici-

pation will be limited. This conference has sold out in previous years; please register early to ensure your attendance. Please note your registration is not secured until full payment is received.

PERF will refund any cancellations received before 5 p.m. EST on Friday, October 29th. If a paid participant is unable to attend, another individual may replace him or her without penalty (provided that the agency promptly notifies PERF), but there will be no refunds for no-shows or for cancellations after October 29th.

Individuals may also sign up for training on supervising problem solving or collaborative problem solving on the registration form. There is no charge for the two-day training programs. Certificates of completion will be issued.

Conference Material

Due to the number of sessions, participants will not be able to attend all of the events. Each registrant will receive resource materials (including presentation summaries and contact information) for each of the sessions.

Three Opportunities for You to Publicize Your Successful Problem-Solving Projects and Get Your Name in Print!

Submit Articles to Problem Solving Quarterly

Problem Solving Quarterly, or PSQ, is a PERF newsletter that publishes articles, written by police officers and managers, about successful problem-oriented policing (POP) projects. PSQ also includes supplementary articles on issues related to POP, such as officer training and supervision, community partnerships, problems encountered during POP projects, etc. PSQ is the only periodical devoted entirely to police problem solving, and it is used in police agencies worldwide as a reference tool.

Articles may be 800 to 1,500 words, and should describe the four SARA (scanning, analysis, response, assessment) steps taken during a particular problem-solving project. Articles may also be submitted that deal with POP implementation issues. As PSQ is used as a teaching tool in many departments, PERF seeks articles that will provide solid examples of good problem-solving techniques. Therefore, it is crucial that articles clearly explain each step in the SARA process, and how information gathered during each step influenced the officers' decisions and responses. For example, it is important to discuss how the problem was analyzed, and how the results of the analysis shaped the response. **Direct inquiries and submissions to Eugenia Gratto Gravelly at PERF by e-mail (egratto@policeforum.org) or fax (202/466-7826).**

Become a Part of POPNet—

PERF's Online Service to Share Information on Police Problem Solving

POPNet is an online database, accessible through PERF's home page, of police problem-solving projects around the country. Officers can pull up information on POP projects that addressed a particular type of problem (e.g., burglaries, graffiti, loitering, drug dealing, etc.), as well as add descriptions of their own POP projects to the database. The purpose is to allow practitioners to share practical information and communicate directly with each other as they strategize to solve local problems. To access POPNet, departments must subscribe and obtain a password (there is no fee). **Direct inquiries to Eugenia Gratto Gravelly by e-mail (egratto@policeforum.org).**

Submit POP Projects to Be Considered for the Herman Goldstein Excellence in Problem Solving Award

PERF annually recognizes outstanding police problem solving through the Herman Goldstein Excellence in Problem Solving Award. Individual officers and teams of officers are chosen to receive this award based on their success at using the SARA model to address community problems. The award winners are recognized at the annual Problem-Oriented Policing Conference in San Diego. **Direct inquiries to Jim Burack at PERF by e-mail (jburack@policeforum.org).**