WHAT WILL BE THE IMPACT OF RISK FOCUSED POLICING ON THE DRUG COURT PHILOSOPHY BY THE YEAR 2005?

Project

California Commission on

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CHAPTER ONE

INTRODUCTION

This nation is facing an epidemic of drug addicted and dysfunctional families. There is a never-ending cycle of adolescents and adults that cannot break the drug habit. Several generations from the same family have followed in the footsteps of other family members in leading a life that is controlled by drug addiction.

The two-decade period between 1950 and 1970 saw a huge increase in the openness of marijuana and cocaine use. The mid-1980's saw the crack cocaine epidemic and the number of drug arrests skyrocket.[1] Early efforts to stem the tide only complicated the situation, by scare tactics and long prison sentences for simple possession of marijuana. Initial legislation redefined criminal codes and escalated penalties for possession and sales. These actions did little to curtail the illicit use of drugs. As law enforcers redoubled their efforts. America's prisons were filled, compromising Federal and State correction systems' abilities to house violent and career felons. Nation wide today 80 percent of all offenders in the criminal justice system-about 1.4 million individuals-are substance abusers, and two-thirds of the 3 million probationers living in our communities under court supervision are involved in alcohol or drugs[2]

Some states scrambled to build out of the problem, spending hundreds of millions of dollars on new prisons, only to find that they could not afford to operate or maintain them.

As thousands of offenders flooded the criminal justice system, many were not identified as having problems with alcohol and other drugs or were released to the community without referral to any substance abuse treatment facilities. When they were

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[1] Development and implementation of Drug Court Systems, National Drug Court Institute
[2] Bureau of Justice Statistics 1999

identified, attempts by judges to refer them to treatment often yielded meager gains, either because the few alcohol and other drug abuse programs were full.[3]

The traditional response to this problem was not very successful as cooperative working relationships between criminal justice agencies and treatment providers were inadequate or nonexistent. In addition, the majority of drug abusers or offenders ordered by judges to participate in treatment did not remain involved in the process long enough to develop behaviors and skills for long-term abstinence.

It became increasingly apparent to law enforcement, treatment providers and some criminal justice practitioners, whom shared a common goal; stopping the illicit use and abuse of all addictive substances and curtailing related criminal activity. Each system possessed unique capabilities and resources that could complement the other and enhance the effectiveness of both if combined in partnership.

Traditional responses to the drug epidemic remained the same, client based and not family based, in their response until drug courts came into existence. Traditionally the justice system has employed sanctions, treatment, and rehabilitation to change problem behaviors after they have occurred. Advocates of a prevention-based approach to crime control invite the scorn of crimes that believe prevention amounts to little more than feel-good activities. Yet as we are confronted daily with young people in trouble, we become aware of the need for effective early prevention.

Once young people have experienced the addicting effects of drugs and are convinced of crime's profitability, they are difficult to turn around. Once invested in the culture of crime or drug use, they reject the virtues attributed to school and family, for reasons that are all too clear. For them, school is not a place of attachment and learning, but of alienation and failure; family is not a source of love and support, but of unremitting conflict. Early prevention efforts in the War on Drugs serve to illustrate this point. Well-meaning people were concerned about substance abuse and decided to do

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[3] Development and Implementation of Drug Court Systems

something about it by introducing prevention programs in schools.[4] They collected information, pictures, and even samples of illicit drugs, took these materials to the schools, and showed them to students; they talked about the behavioral and health effects of drugs and warned of the risks associated with their use. Contrary to intention and expectation, these drug information programs failed to reduce or eliminate drug use and, in some instances, actually lead to its increase.[5] The lesson learned in this school setting was that information, which is neutral, could be employed to the wrong end, producing more harm than good. These early prevention workers had not envisioned drug information in the context of a comprehensive prevention strategy.

From this the idea, Drug Courts were formed as a way of making the client accountable for his or her own actions. The courts would assist by providing counseling, guidance, and support as a holistic approach to help beat the endless cycle of drug addiction. The weakness of this program is however the fact that it is client based and not family based which does offer a holistic approach.

In 1997 Redlands Chief of Police, James R. Bueermann, adopted the prevention strategy known as Risk Focused Policing. He looked at longitudinal research, that is, studies that follow youngsters from early years of their lives into adulthood. His research has identified factors associated with neighborhoods and communities, the family, the schools, and peer groups, as well as factors residing in the individual that increase the probability of violence during adolescence and young adulthood. These factors also have shown an increase in the probability of other health and behavior problems, including substance abuse, delinquency, teen pregnancy, and dropping out of school.[6] There is what seems to be a never-ending cycle of children that are being born or raised by drug addicted families in our society. This project will explore the possibilities of

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[4] National Drug Control Strategy Office of National Drug Control Policy

[5] National Drug Control Strategy Office of National Drug Control Policy

[6] Transforming Community Policing for the 21st Century. James R. Bueermann Chief of Police Redlands, California

implementing a Risk Focused Policing model with the Drug Court Philosophy.[7] The purpose of this project is to investigate:

- Lowering the recidivism rate of clients in Drug Court.
- Increase family reunification.
- Decrease the cycle of families addicted to drugs by finding those risk factors and placing future protective factors in their place.
- Explore future programs to enhance productivity in drug courts.

[7] James R. Bueermann May, 1999

Over the past three decades officers of the Redlands Police Department have seen far too many young people who had the talents and the knowledge to excel at any profession, give up to the addictions of drugs and not become assets but rather a financial burden on society. Our children are our most important assets we have for the future. Without positive role models, greater buy-in to alternative programs rather than incarceration, we will continue to see a decline in morals and family values. This project will deal with putting more focus on the family and by suggesting multiple benefits that will have an impact on future generations. Dr. Hawkins states that the inclusion of prevention as a central element of criminal justice policy and practice is emblematic of a new emphasis reflecting the realization that enforcement alone is not enough to reduce youth violence. This realization reflects the recognition that, in spite of geometrically increasing investments in enforcement, the courts, and corrections, violent crime, especially among young people, has continued to rise over the past decade.[1] For the criminal justice community, the orientation to prevention means establishing partnerships with other organizations, groups, and agencies in the community. To identify and reduce risks for crime and violence and to strengthen protective factors that inhibits violence in the community.

Community policing and enhancing it with Risk Focused Policing represents a clear example of this shift in criminal justice from an exclusive focus on the back-end, or after the crime has been committed. Integral to the intervention process is the involvement of the community and of social service and other agencies at the front-end, that is working in tandem with law enforcement to identify problems and design strategies to solve them. In refining its role, criminal justice is taking on a much greater challenge than in the past, but doing so holds the promise of reducing crime in the long term.

Both Judges stated that the Drug Court holds promises of breaking the cycle of drug addiction in today's families, however drug addiction is a very complex disease and Drug

[1] National Institute of Justice Journal pg. 10-18 Dr. J. David Hawkins

Courts are only a very small piece of the puzzle. The judges also believe that all areas of law enforcement must come together in their strategies and are forward thinkers and not just reactionaries. They seek out partnerships not only in the law enforcement arena but also in all areas of the community to come together to fight toward a common goal of improving the quality of life in our community.

The Drug Court is a court given the responsibility to handle cases involving drug-addicted offenders through an extensive supervision and treatment program. Drug Court brings the full weight of the system to bear on the judge, prosecutor, defense council, substance abuse treatment specialists, probation officer, law enforcement and correctional personnel, educational and vocational experts, community leaders and others. This forces the offender to truly face his or her substance abuse problem. This type of program, although seen as soft by many, is seeing results and reducing the cycle of recidivism. Recidivism is so high in traditional style courts that focus on traditional styles of correcting inappropriate behavior through punishment and confinement that these institutions punish rather than do any form of correction to behaviors.

Chief Bueermann stated that Risk Focused Policing is the next step in Community Oriented Policing, and it is a data and results-driven, community-oriented and problem solving strategy which focuses on those factors in a community which place its youth and their families most at-risk for criminal and other problem behaviors.[2]

The challenges faced by many of our country's communities, as they strive to build healthy, safe and sustainable neighborhoods where their youth can thrive free of violence and other social problems, will be met only through a coordinated, holistic approach. It must involve such diverse groups as schools, the police and other components of the criminal justice system, Drug Courts, municipal government, community-based organizations, the faith community, healthcare providers and housing professionals.

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[2] Transforming Community Policing for the 21st Century, James R. Bueermann

In order for a community to realize an effective paradigm transformation from traditional law enforcement techniques to one incorporating the concepts of risk and protection, there needs to be some type of community-wide collaboration from key institutions within the community, schools, municipal government, community based organizations, law enforcement. These collaborating institutions must develop a comprehensive strategy – based on proven research – that focuses and coordinates the attack on identified risk factors and identifies, supports and strengthens those protective factors which serve to mitigate risk factor influence and develop resilient youth.

An effective crime prevention strategy should address risk and protective factors through a coordinated strategy involving multiple community institutions such as the family, schools, the community itself, places, the workforce, the police and the criminal justice system.

For several decades, drug use has shaped the criminal justice system. Drug and drug related offenses are the most common crime in nearly every community. Drug offenders move through the criminal justice system in a predictable pattern: arrest, prosecution, conviction, incarceration, and release. In a few days, weeks, or months, the same person may be picked up on a new charge and the process begins again.

With the police serving as a community catalyst, this risk and protective factor approach now drives many of Redlands policing, recreation and housing programs which are intended at affecting transformational change in neighborhoods where substance abuse, crime and blight exist at significant levels. The integration of community policing and the risk and protective factor framework is called Risk Focused Policing.[3]

Risk and Protective Factors mean those factors that exist in a youth's life across four domains- family, school, community and peer groups – that either, 1) place him or her at-

[3] ibid.

risk for substance abuse, delinquency, violent behavior, teen pregnancy or dropping out of school; 2) provide protection from those behaviors.[4]

Our children our are most important asset we have for the future and without positive role models and greater buy-in to alternative drug programs, are future generations will continue to see a decline in morals and family values.

Current court systems do not address the rate of recidivism and only punish rather than try and heal the problem. The inclusion of Risk Focused Policing into the Drug Court philosophy will assist in bringing about a change toward intervention and prevention rather than just suppression. community for its youth and their families. The strategy will have an impact on the drug court process in the future.

This strategy has transformed the police strategic mission from one of simply apprehending criminals to one of controlling crime and violence before they occur.

Surprise Free Future

A true prevention model gets to the root of the problem by identifying the risk factors that put people most at risk of stepping or falling into a problem situation rather than seeking out possible protective factors that are in place to prevent crime.

[4] Transforming Community Policing for the 21st Century James R. Bueermann

CHAPTER TWO

FUTURES STUDY

As part of this project a Nominal Group Technique (NGT), the panel consisted of seven professionals' throughout the Inland Empire area. Eleven members were invited but due to scheduling conflicts only seven were used. They were a Superior Court Judge, defense attorney, prosecutor, probation officer, pastor, drug counselor and a police officer.

The panel was provided with advanced reading material on both drug courts and risk focused policing, along with the question and an explanation of trends and events. It was discovered that this NGT panel was very hard working and brought a lot to the table but was not forward thinking and stuck in more traditional ways of thinking. This NGT panel did provide some valuable information from this process on trends and events but most of the information contained in this paper is my thoughts.

The panel met and discussed the question at length and then began to put their thoughts to paper. A list of thirty-five trends where identified and discussed, this list was eventually scaled down to the eight. They also came up with and discussed events that could impact this project and developed a list of twenty-eight that was again scaled down to the eight which would have the greatest impact.

The panel had difficulty in dealing with the future and with a thought and ideal that is not in existence, they wanted to deal with established facts on this project. The project however deals with a future item that is only being developed and not in existence anywhere in the United States.

Trend One

District Attorney continues to fight merger:

Currently in San Bernardino County there are several Drug Courts in operation, but only the Redlands Police Department is doing Risk Focused Policing anywhere in the nation. The District Attorney ran on a platform of being very strong on crime and in total

support of the " Three Strikes Law", he may be seen as weak on crime if this program is implemented. The three strikes law is very popular in California, as many people are tired of seeing repeat offenders released for prison. However many of the prisoners incarcerated in prison are either mentally or drug addicted and in need of treatment, that the are not receiving in the institutions.

Trend Two

Adolescents embrace treatment programs:

Adolescents and adults alike are becoming alarmed at the growing number of young people in our society that are addicted to drugs and the never ending cycle from one generation to the next. A growing number of families are seeing generation after generation of their loved ones effected by drug abuse and are seeking alternatives to this addiction.

Trend Three

Adolescent population floods drug treatment facilities:

With the expected explosion of the adolescent population by over 31 percent in the next five years, the level of young people that are admitted to treatment facilities will exceed the amount that the system can adequately treat. Unless we find adequate alternative means the epidemic will continue. The impact on our treatment facilities is already growing at alarming rates.

Trend Four

Budget restrictions force program cutbacks:

Most cities are facing and have faced for several years' tighter budgets. These restraints are not conducive to the implementation of new programs that are not in the traditional police mold. Many programs currently in existence are fighting for fewer and fewer dollars. The development of new and untested programs will have a harder time of being tried and implemented with a shortage of funds.

Trend Five

Budget restraints force regionalization of programs:

Many departments are involved in regionalized drug enforcement efforts to reduce costs and increase effectiveness, during the years of restrictive budgets. This does however lead to the increased use of collaborations. Personalized service will not be given in certain collaborations as each party involved wants service given to their own pet projects.

Trend Six

Officers buy into treatment based programs:

Buy in from more traditional style of policing officers will prove to be one of the greatest challenges facing this type of program. Many feel this approach is soft on crime, when in reality it places a greater responsibility on the drug court participants, as the ramifications are greater for failure to adhere to guidelines.

Trend Seven

Judges and clients want greater law enforcement participation:

Judges currently residing on the bench in Drug Court are seeing the never-ending

cycle of family member after family member coming into their courts. Families and judges alike want a greater participation of law enforcement in improving the quality of life. Law enforcement is seen as the location where people can turn for one stop shopping for their family needs, and judges see law enforcement as that catalyst.

Trend Eight

Community seeks new prevention based model:

Our communities want to see true forms of prevention instead of just suppression models as seen today. The fight against drug addition is not being won under current models. They are crying out for help and new methods that may bring hope and salvation to this on-going battle of drug addiction and degrading of American values.

Event One

Economic conditions result in regionalization of law enforcement:

Tighter budget conditions on many smaller communities are forcing them to form a collaborative in many different areas and push more regionalization of law enforcement efforts. Pushing to implement more programs that cost additional taxpayer dollars more law enforcement agencies are forming partnerships.

Event Two

Federal government funds Risk Focused Policing and Drug Court merger:

Due to increased budget constraints the federal government pushes legislation to merge these two efforts together to get the maximum effects from a true prevention

based model. Seen as a better way to fund innovative programs the federal government funds programs in drug addiction to cut prison populations.

Event Three

Lack of funding ends Drug Court Program:

This event has the potential of occurring given the lack of funding federally toward these types of programs. Many politicians ran on hard on crime platforms, and by supporting treatment-based programs instead of incarceration place many in the situation of appearing soft on criminals.

Event Four

Expanded three strikes law makes Drug Court not possible for offenders:

Prosecutors and a large percentage of the population feel that someone who has violated the law several times no matter if violence is involved or not must be incarcerated for life. They do not understand the benefits to society, and the cost savings to the American taxpayer in treatment based programs. The current "Three Strikes Law" will cost Californians in excess of six billion dollars per year in the next few years, unless legislation is changed.

Event Five

Medication is developed to cure drug addiction:

With the daily changes in technology and the current advancements in medicine. A true cure for drug addiction could be developed that totally eliminates the desire to partake in it. Unlike current methadone treatments which just cover addiction with a less powerful drug. The drug treatment programs today simply mask the addiction, but do not attempt to treat it, through increased counseling and alternative measures.

TREND EVALUATION TABLE						
TREND STATEMENT	Level of Trend (Today = 100)				Impact on issue if the trend occurred	
	5 years ago	Today	5 years from now	10 years from now	Negative (-10 to 0)	Positive (0 to 10)
1 District Attorney continues to fight merger.	75	**100**	100	100	-5	
2 Adolescents embrace treatment programs.	60	**100**	120	150		+10
3 Adolescent population floods drug treatment facilities.	80	**100**	110	145	-6	
4 Declining budgets force program cut-backs.	90	**100**	110	115	-2	
5 Declining budgets force regionalization of programs.	60	**100**	120	135		+1
6 Officers buy into treatment based programs.	70	**100**	105	125		+4
7 Judges and participants want greater law enforcement participation.	65	**100**	110	145		+2
8 Community seeks new prevention based model.	75	**100**	125	155		+3

EVENT EVALUATION TABLE					
EVENT STATEMENT	Years until probability first exceeds zero	Probability		Impact on issue if the event occurred	
		5 years from now	10 years from now	Negative (-10 to1)	Positive (0 to 10)
1 Economic conditions result in regionalization of law enforcement.	5	20	30	-1	
2 Federal government funds RFP and Drug Court merger.	3	25	50		8
3 Lack of funding ends Drug Court program.	5	10	20	-6	
4 New Three Strikes law makes Drug Court not possible.	4	10	15	-2	
5 Medication is developed to cure drug addiction.	3	30	60		8
6 Federal Government cuts funding to Drug Court.	5	5	15	-4	
7 Confidentiality laws prevent law enforcement from patient files.	3	10	15	-1	
8 Drug Courts reject Risk Focus Policing philosophy.	2	20	25	-2	

Traditional crime prevention efforts are police-centric in that they rely on the police to develop strategies and carry them out without the collaboration of the community. This is represented by the police sentiment that only police know what prevents crime. Typical are strategies that emphasize increased enforcement to affect change.

Risk Focused Policing, however, involves Risk and Protective Factors that exist in a youth's life across five domains, himself, family, school, community and peer groups, that either place a youth at risk for substance abuse, delinquency, violent behavior, teen pregnancy or dropping out of school. Protective Factors provide protection from those behaviors.

An effective crime prevention strategy will address risk and protection factors through a coordinated strategy involving multiple community institutions such as family, schools, the community itself, places, the workforce, the police and the criminal justice system.

The event to trend cross-impact analysis provides insight into the realization that if the government can supply funds or that funds can be found to implement Risk Focused Policing into the Drug Court philosophy. With buy-in by the District Attorney and Police Associations, there is a probability that this project could have a positive impact on the recidivism rate and breaking the cycle of drug addiction in families.

Optimistic Future

Sergeant Jones scanned the daily log as he was preparing for briefing on the night shift, when his eye caught the name of a young man that he had driven in almost daily on his route as a school bus driver before he became a police officer. Sergeant Jones recalled the joy in the young mans eyes when he would board the bus bound for school and join his many friends for a day of learning and fun.

In briefing that evening Sergeant Jones told the young patrol team about his past observations, the way that the young boy over a couple years of riding his bus began to change. Sergeant Jones recalled as a new rookie that he responded to several calls at this young man's home, where there was domestic violence and a family that was being torn apart by drug addiction.

We all sat silently as we could see the pain in his eyes. Now to see this bright eye boy that was a delight on the bus was going to buried Tuesday, due to death by overdose. Sergeant Jones went on to says that we all must find a way to stop these tragic deaths. He felt so hopeless as we have lost another child to the War on Drugs.

Law enforcement agencies feel that we have done a pretty good job of suppressing crime, or in some cases developing programs that have some type of intervention model. However we are not winning the war on drugs. The metaphor of a war on drugs is misleading. Wars are expected to end.

The current process is having a positive effect but it still is not true crime prevention, as it does not get to the root causes of the problem nor does it act on the prevention model, to prevent crime before it occurs.

Pessimistic Future

Bob and Linda sat sipping a hot cup of coffee while scanning the morning newspaper, when Bob blurted out how he was becoming furious at another City Council person who was making a public statement about how they where supporting a new innovative way to stop drug addiction and in-turn lower the crime rate in the city. Bob shouted toward Linda this the same statement the Governor made on national TV the other night. Our Nation is in an epidemic of drug addiction; this epidemic is not new and has been building for decades and does not appear to be subsiding. The current cycle of arresting drug addicts for these crimes and others is never-ending. This cycle is becoming an ever-increasing burden to today's society.

The fiscal impact to our state budget is at an all-time high, and our school spending per student is one of the lowest in the nation. The cost to incarcerate prisoners under the three strikes law will rise to close to six billion dollars per year, if current trends do not reverse, or the law does not change.

Serious juvenile crime is rising and with the expected growth in the adolescent population in the next decade, this population growth alone will lead to increased drug addiction among the nations young.

Without attention and collaboration between communities, law enforcement, schools, and the courts the quality of life will continue to deteriorate in the years to come. A greater emphasis will be placed on law enforcement and the schools to change the behaviors and crime and drug trends of our youth. Parenting skills in today's society are lacking and the attitude amongst those that care is declining.

Bob put down the morning paper and walked out the door on his way to work with a final statement; "Could someone find the root cause of the problem and just not put a Band-Aid on a festering wound, it must be cleaned-up".

SURPRISE FREE FUTURE

January 1, 2005, The President of the United States announced that he has federally adopted a crime prevention plan called Risk Focused Policing. This National Program was adopted from a very successful program that was begun in July 2000 in Redlands, California by a friend and colleague James Bueermann, Chief of Police.

This outstanding collaborative combines Risk Focused Policing, which has its emphases on Risk and Protective Factors, and implementing them into the Drug Court philosophy. This true crime prevention strategy addresses risk and protective factors through a coordinated strategy involving multiple community partners, involved in trying to achieve true crime prevention methods which place this nations youth and their families most at-risk for criminal and other problem behaviors.

It has transformed the police mission from one of simply apprehending criminals to one of controlling crime and violence before they occur, by working on comprehensive strategies to make Redlands a safer, more livable community for its youth and their families.

Communities are encouraged to contact the COPPS Office for up-coming RFP's and the President has adopted this program as his national crime strategy along with continuing the previous administration commitment to put more police officers on the Nations streets.

The President joins many others in Law Enforcement and the Criminal Justice System in embracing this new partnership which decreases the recidivism rate and increases family reunification and values.

The purpose of this project was to look at the possibility of improving the reunification of families, to cut the recidivism rate and to break the cycle of families into the life of drug addiction. The surprise free future provides insight and a desired event into the lives of drug-addicted persons and their families.

With the sky rocketing costs of incarcerating people and the rates of recidivism seen in our prison and drug treatment facilities, new and different approaches must be undertaken and the implementation of Risk Focused Policing into the Drug Court process provides another avenue of benefit to stop the cycle of addiction.

CHAPTER THREE

Strategic Planning/Transition Management

The most appropriate management structure to implement this scenario is through the establishment of a project manager who will assemble a staff of issue managers. These managers will be primarily responsible within the police department and the Drug Court for, planning the effort; maintaining on-going training, liaison, continuity, and who will be responsible for coordinating the acquisition of additional supplies, equipment, or personnel should they be needed. The person designated as the project manager is appointed by and represents the Chief of Police and will perform these duties as a key task within his or her sphere of responsibility within the agency.

The project manager form of organization structure is the most logical approach. This strategy is not only the most appropriate in terms of effectiveness, but also represents the most reasonable skills and that the effort is updated continually, keeps the effort in close proximity to the agency head, and easily facilitates constant planning, periodic updates, and ongoing liaison and collaboration between the courts and law enforcement.

Technologies and Methods to Support Implementation

There are a variety of things which need to occur in order to develop the type of Risk Focused Policing and Drug Court partnership, which should result in increased effectiveness of the Drug Court program. These include, gaining political support; support within the organization, modifying organizational structures, selecting key personnel, developing plans and policies, conducting training, acquiring equipment, conducting periodic liaison sessions, and assessment of the effectiveness of the program/strategy.

Developing support for such a program is a key ingredient for success. Within government, it is critical that key elected officials, primarily the City Council, be solidly behind the concept. Within the police department itself, there is likely to be resistance, by individuals who either oppose the concepts, question the necessity, or who resent the effort necessary to have such a successful strategy. These issues must be addressed as part of the implementation strategies.

Developing the organizational structure is another key ingredient to the success of the strategy. It is critical that strong and quality attention be given to the selection of the project manager, and that he or she has a very clear and well defined role within the organization; adequate staff; adequate resources; and enjoys the confidence of the Chief of Police. Once assembled, the personnel in this unit will be responsible for developing and maintaining a series of programs and efforts, including; program administration; research; grant writing; conducting joint meeting and training sessions; development of goals and objectives with both the Court and the Redlands Police Department; resolving conflicts that may arise; review of technology; acquisition of equipment and supplemental funding through grants; media and community relations; and program assessment and evaluation.

The application of informational and communications technology is also an integral part of this strategy. There is a need to establish a shared database containing information on the Drug Court participants and their families to be used as a tracking tool to help lower recidivism and to identify risk factors in their lives, that is made available to both the probation officer and the police officer in the field.

It is critical that both departments and the program manager continually evaluate the effectiveness of the strategy. It is an absolute certainty that some measures, directives, and/or assumptions will prove to be unsuitable and/or in need of modification, and will require refinement or new approaches. The project and issue managers must assemble and maintain both a process and individuals who recognize the need for change when it

exists and who have qualities necessary to achieve it in an orderly, timely, and effective manner.

Organizational Analysis

Strengths

The internal strengths of the collaboration between the Redlands Police Department and the Drug Court will assist in meeting the goals, include the following:

- Both departments have excellent upper-level management teams.
- Both agencies support change.
- The education level of personnel is high.
- The management and staff of both agencies have a strong commitment to Risk Focused Policing.
- There is tremendous community support for both agencies.

Weaknesses

The internal weaknesses of both agencies, must be identified and addressed to meet the goals of this program in the following areas:

- The increased numbers of participants in Drug Court, reduce the amount of personal attention provided to each client.
- Low officer to population ratio reduces the department's ability to be more proactive.
- Drug Court clients becoming concerned about too much law enforcement intervention into there lives an internal weakness.
- Police Association concerns those new programs and more social type programs will draw officers away from patrol duties, thus creating a lack of by in by RPOA.

Opportunities

- The desire by the American public to find a solution to the drug epidemic.
- The desire to find more cost effective solutions to the Nations drug problem than incarcerating drug addicted persons.
- The strong desire by the public to improve the quality of life.
- The strong desire by the public that government solve social issues.
- The strong desire to obtain safe and sustainable neighborhoods, safe schools, safe businesses and a safe workplace.

Threats

- Political changes in community.
- Change of Presiding Judge, changes collaborative nature of local courts.
- Resistance from police association.
- Resistance from District Attorney's Office.
- Changes in economic conditions force cancellation.

Stakeholder Identification

The NGT group identified several key stakeholders in this process, who could have some impact on this issue:

- Redlands Police Officers Association. This organization could both be instrumental in the success and in the failure of this new program based on there buy in.
- Redlands Drug Court. Complete buy in and trust is necessary for success, along with the ability to be a key part of the Risk Focused Policing Program.
- San Bernardino County District Attorney's Office. Without the buy

in by the attorney's in this process the client's in need of this type of help would be incarcerated in prisons.

- Elected Officials. Whether county, state, federal or local city officials, they will have an impact on this proposal. They must be willing to spend money on a new program that is not yet a proven product. They must be risk takers.
- Redlands Police Department Executive Staff. They must be risk takers and put their professional standing on the line in support of new programs. They must also be the cheerleaders to rally support of this project.
- Superior Court of San Bernardino. They embrace the collaboration.
- Probation Department. They must allow probation officers to work with the Drug Courts and local law enforcement.
- Financial Funders. State and Federal Government must show financial assistance.

Identification and bringing together stakeholders is one the most critical aspects of the process and implementation of this program. There involvement and buy in is a must to form a collaboration with mutual goals and a desire to see the program through.

The Planning Process

The inclusion of Risk Focused Policing into the Drug Court strategy will require a coordinated, systemic approach. Comprehensive and inclusive planning is critical. Planning begins with a vision of what we want to achieve. A mission statement evolves from this vision, giving rise to goals and objectives that create form and function. Because of its unique position in the criminal justice system, a drug court employing Risk Focused Policing philosophies would be especially well suited to develop coalitions among private community-based organizations, public criminal justice agencies, and treatment delivery systems. Forming such coalitions expands the continuum of services

available to drug court participants and further informs the community about Drug Court and Risk Focused Policing concepts.

Key Assumptions about youth from the NGT panel

- Redlands youth are not immune to the same risk factors as youth in other California communities.
- All youth are potentially at-risk, no matter of economic status, and the traditional methods of waiting until an adolescent commits a crime, attempts suicide, flunks out of school, etc. to declare him or her at-risk are no longer acceptable.
- The incidences of criminal involvement and victimization of our teens is going to increase over the next several years.
- There is distinct need to develop a collaborative, holistic vision of the environment we want our youth to grow-up in.
- Some type of Prevention Board, Committee, Task Force, Youth Issues Clearing House or other Citywide initiative on youth issues should be created to coordinate the attack on risk factors and help strengthen protective factors.

The NGT panel reviewed their findings and wished to add some findings that they felt where key to the successful implementation of this process. Their findings lend creditability and value to the process and must not be over looked by anyone attempting to implement this process. They also felt that this process if implemented could provide a fresh look into the problems of drug addiction, by seeking the cause of the problem before it becomes too large.

CHAPTER FOUR

IMPLICATIONS AND CONCLUSIONS

The results of this project make it quite clear that the future holds a very strong probability that new challenges, both internal and external are likely to occur during the next decade that will require law enforcement to change its paradigms and to think even further outside the box. With additional economic strains being placed on government and with shrinking budgets at our disposal we must continue to collaborate and expand and enhance partnerships in areas we have never explored before.

Through the cooperation of local law enforcement, community leaders, community drug treatment facilities, and the court system, certain categories of drug offenders can be given the opportunity to overcome their addiction, through an expanded Drug Court concept. By reducing risk factors for those who would otherwise probably become addicted, thus eliminating a significant cause of drug offenders behavior, it is believed that this partnership can and will reduce docket loads by decreasing recidivism, increasing family reunification, and possibly the number of drug-related arrests in general.

The problem of drugs and crime continues to plague our society despite a decade of increased law enforcement and harsher mandatory sentences for drug offenders. In poll after poll, Americans reiterate their belief that drug abuse is a serious national problem, which has not really gotten better despite increased spending on drug enforcement and prisons. As a society, wisely or unwittingly, our response has been to use the criminal justice system as the primary means of dealing with this problem. Unfortunately, the courts have, until recently; been ill equipped to deal with the problem of drug-addicted defendants, a group of defendants that has overwhelmed the court system.

Now that these two powerful movements could be cast together, law enforcement, the courts and therapeutic jurisprudence scholars need to expand on what is already a successful method of dealing with one of the most serious and potentially catastrophic social and legal problems in our society-drug addiction.

Implementation

Although many individuals have different expectations, most agree that law enforcement and the courts must take the lead in implementing new and innovative ways to cut costs and to make some head-way in the War Against Drugs. This collaborative program would require a community-wide approach that would produce a significant long-term savings to the community, by cutting the costs of incarceration, decreasing the recidivism rate below the current fifteen percent and helping on the re-unification of families that have been torn apart by drug addiction.

This approach would bring the community together in a joint effort in reducing drug addiction and improving the quality of life in our community. It would bring together individuals and groups that currently are working on similar issues and would strengthen them both financially, and in support from the community. Some community members however still feel that this not the function of law enforcement.

Both the Redlands Police Department and the Drug Courts must realize that these types of programs take time to gain the support of communities, police associations and prosecutors, to have them part of the development and implementation.

We must implement a community-wide board, that is not another level of bureaucracy but rather a board that will oversee the efforts and provide the catalyst for action. The board must be diverse and be inclusive of many of the stakeholders in the community. Special interest and other parent groups must be brought into the process so that they have a better understanding of both Risk Focused

Policing and the Drug Court process. Some groups may feel that this not the job of law enforcement and that this another intrusion by Big Brother.

The process will be implemented first after securing agreements with all involved and then the formation of focus groups, to further identify issues and concerns. A strategic plan will be developed and issue managers will be assigned to head-up specific tasks. The S.A.R.A. model will be utilized.[1]

The media must also be included in this process early as they can assist with the transformational process and keeping the public informed on the truth.

RECOMMENDATION

Present the information contained in this paper along with additional research conducted after, to a panel of stakeholders in the process. Prepare a strategic plan and goals for the group, keeping in mind that they need to be obtainable. Celebrate small successes to keep the group on track and continue research and data collection on those risk factors that are the root cause of the problem and institute those protective factors that can stop the offense from ever occurring.

The implementation of Risk Focused Policing into the Drug Court philosophy will lower the recidivism rate, increase family reunification, and lower the cycle of family addiction to drugs, by getting to the root causes of the problem before they manifest them selves into a serious problem, this is the only true form of crime prevention.

[1] S.A.R.A. Scanning Analysis Research Assessment