

LAW ENFORCEMENT MANAGEMENT INSTITUTE

**POLICE INTERVENTION
IN VIOLENCE**

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BY

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AND MAY WE BE REMINDED . . .

A child is a person who is going to carry on what you have started. He is going to sit where you are sitting, and when you are gone, attend to those things you think are important. You may adopt all of the policies you please, but how they are carried out depends on him. He will assume control of your cities, states, and nations. He is going to move in and take over your churches, schools, universities and corporations . . the fate of humanity is in his hands.

Abraham Lincoln

INTRODUCTION

Violence is escalating at an alarming rate across this nation, not only on our streets but within our schools and homes. Prisons are becoming overcrowded, court systems overloaded.

This trend in violence is forcing law enforcement officials to look for alternatives. Programs are available, but cannot be implemented without foresight, willingness to change, and most importantly, sound management.

Perhaps more than ever before in the history of law enforcement, those in administrative positions are having to take a comprehensive look at the cycle of violence, its source its termination.

In our society, its considered appropriate to *straighten out* a wayward child or spouse with physical punishment, which many religious sects recognize as a male right. Until our society does not recognize this form of behavior control, we will have to continue to deal with the problem of violence. If the authority figure is not big enough to physically control the wayward child, spouse, or peer what is wrong with using a *tool* to help? Is it any wonder that some 135,000 children carried guns to school in 1990 alone?

When parents assault their children, for the sake of correcting *behavioral* problems, there often exists acquiescence, especially in rural America. The *spare the rod, spoil the child* syndrome is alive and well . . . and causing significant damage to . . . our nation's children and therefore our nation's future.

There should be little doubt that if we are to get a handle on our future and turn around the problem of escalating violence, our best means will be through intervention especially on the part of our children. Doing so, however, will involve changes deeply rooted within our society.

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I. VIOLENCE & THE STATISTICS

As we near the 21st Century, violence is becoming one of the most discussed issue's among people everywhere. Never a day passes that acts of violence are not relayed to the public through television, newspaper or radio reports.

Police department reports around the country seem to be showing small crime increases; however, the level of violence has increased significantly. Statistics show that the murder volume rose 9% nationwide in 1990 over 1989. The nation's cities overall experienced an increase of 11%, with upward movement recorded in all population groupings. Of the cities, those with populations under 10,000 registered the greatest increase, 19%. Suburban counties recorded a 5% rise, and the rural communities registered a 4% increase. All region's experienced more murders during 1990 than in 1989.

The forcible rape volume increased 9% nationwide. In the cities collectively, the total was also up 9%. The rural counties recorded a 7% increase and the suburban counties, a 10% rise. City trends ranged from a 4% increase in cities with populations of 1 million or more to a 14% increase in cities with under 10,000 inhabitants.

Geographically, all four regions reported higher forcible rape volumes in 1990 than in 1989. National trends for five and ten years showed that forcible rape totals rose 12% over 1986 and 24% above 1981.

Aggravated assaults were up 11% nationwide. Increases were evident in all regions and population groups as well, 1990 versus 1989. All cities collectively recorded a 10% increase, with cities of populations from 50,000 to 99,999 recording the greatest rise, 17%. Five and ten year trends showed

aggravated assaults up 26% above the 1986 level and 59% over 1981.¹

FBI figures show two million incidents of domestic violence are reported each year, and the estimate is that eighty percent go unreported (1989). One quarter of the homicides of women in Texas are committed by husbands or partners, and the figure goes up to one third for the nation. Twenty-five percent of suicides in Texas are related to previous abuse, 50 to 60% of domestic violence incidents nationwide, include abuse of the children. One-half of all marital relationships degenerate to violence.²

Various sources across the nation provide additional statistics: "In Texas in 1989, 125 women were killed by their husbands, ex-husbands, common-law husbands, or boyfriends." (Texas Department Of Public Safety).

"Battering is the single most significant cause of injury to women in this country," stated C. Everett Koop, former Surgeon General of the United States.

"Of all female homicide victims in the U.S. who are age 15 years or older, over one-third are killed by husbands or boyfriends." (FBI)

"Thirty-seven percent of obstetric patients are physically abused during their pregnancies." (American Journal of Public Health)

"Of men who batter women, 70% also batter their children."³

Findings of a 1990 statewide incidence study of domestic violence in Texas indicated that 612,738 Texas women were physically abused by male intimate partners in 1989 alone.⁴

"Evidence suggests that preventing spouse abuse and woman battering would have a major impact on the prevention of child abuse." (Recommendations on Spouse Abuse, U.S. Surgeon General's Workshop on Violence).

II. THE NATURE OF VIOLENCE

The belief that battered and abused children grow up to become abusive parents is widely shared and accepted by professionals and the public. Yet, among students of child maltreatment, there is heated controversy over the validity of the claim that abuse leads to abuse.

On one side of the debate are those who see childhood experiences with abuse as a major and direct cause of later violent behavior. Henry Kempe and Barton Schmitt claimed that "untreated abused children frequently grow up to be delinquents, murderers, and batterers of the next generation of children."

On the other hand, Edward Zigler of Yale University, after a review of the major research studies on the link between abuse experienced as a child and abusive behavior as an adult, concluded that "the majority of abused children do not become abusive parents" and . . . "the time has come for the inter-generational myth to be placed aside."

The most careful review of research on the inter-generational link finds that between 18 and 70 percent of those individuals who grew up in violence will re-create that behavior as adults. Zigler and his colleague, Joan Kaufman believe that the most accurate estimate within this wide range is that the rate of inter-generational transmission is about 30 percent. They conclude that the link between being maltreated and becoming abusive is far from inevitable, thus they advocate abandoning the notion of abused children growing up to be abusive.⁵

The general conclusion is that the recreation of past abuse seems avoidable if present support is available. They can un-learn the behavior with proper intervention. The escalating crime rate serves as evidence to a belief that violence is a learned behavior, quite often originating with domestic and child abuse that over time, spawns and breeds other acts of violence.

According to a study of 4,465 children and their siblings, who were reported to be victims of maltreatment in eight counties in New York State, maltreated children had higher rates of involvement in the juvenile justice system (Alfaro, 1977; Carr, 1977).

Cathy Spatz Widom (1989), who identified a large sample of validated cases of child abuse and neglect from approximately 20 years ago, established a control group of non-abused children, and looked at official arrest records to establish occurrences of delinquency, criminal behavior, and violent criminal behavior. She reports that abused and neglected children have a higher likelihood of arrest for delinquency, adult criminality, and violent criminal behavior than the matched controls. The results, she explains, provide strong support for the cycle of violence hypothesis.⁶

Research concluded by Gail S. Goodman and Mindy S. Rosenberg entitled "The Child Witness to Family Violence: Clinical and Legal Considerations" suggests that certain behavioral problems and emotional distress occur significantly in these children.

Characteristic problems of pre-and elementary-school children included psychosomatic complaints, school phobias, uncontrolled urination, and insomnia.

Older children showed sex-specific reactions. Boys typically engaged in aggressive, disruptive behavior, while girls were reported to have difficulty concentrating on school work. In other studies, adolescents, particularly females, were noted to suffer from feelings of worthlessness, depression, negative attitudes toward marriage, and distrust of intimate relationships.

Male adolescents were reported to view the use of force as a legitimate means of solving interpersonal conflict. They were also found to be vulnerable to behaving violently toward their girlfriends and, at times, toward their mothers (Roy 1977).

"Thus these clinical impressions reinforce other findings that a connection exists between family discord and behavioral problems in children".⁷

Porter and O'Leary (1980) found *significant* correlations between overt marital hostility and a variety of behavioral problems emerged for the boys but not for the girls in a sample of clinic-referred boys and girls, age from 5 to 16 years. For the boys between five and ten years of age, marital hostility significantly correlated with conduct disorders and total pathology scores; for boys between 11-16 years of age, marital hostility significantly correlated with socialized delinquency, personality disorder, inadequacy-immaturity, and total pathology.

A. A Cycle Of Violence

There should be no doubt that violent behavior is learned. Those that exhibit this behavior have to *unlearn* it by early and proper intervention. They need to be shown other appropriate ways to express themselves, especially when dealing with their anger.

HIT NUMBER ONE - - it's not uncommon for a parent or guardian to correct a toddler's undesirable behavior with a *whack*.

HIT NUMBER TWO - - spanking with the idea *spare the rod, spoil the child* within the family to correct inappropriate childhood behavior.

HIT NUMBER THREE - - early interactions when childhood confrontations take place between siblings or peers when no immediate parental supervision is available.

HIT NUMBER FOUR - - school corporal punishment is alive and well in many communities, and its another *acceptable* hit.

If this cycle remains unbroken without proper intervention this action will only continue on and on into adult life and in to *adult* reactions much the same as parents did. (Diagram-Cycle Of Violence-Appendix I)

B. Research

In a late study of 10 year-old boys, Rosenbaum and O'Leary (1981) report that boys from violent families exhibited more behavioral problems than did boys from either discordant but nonviolent families or satisfactory marital relationships. When behavioral problems do appear, they can take an internalizing form, such as depression, and externalizing form, such as delinquency and aggression, or both internalizing and externalizing forms.⁸

Jose D. Alfaro (1976) found, in his report on the relationship between child abuse and neglect and late socially deviant behavior, "there is an empirical relationship between child abuse or neglect and juvenile delinquency or ungovernability."⁹

Finding No.1: As many as 50% of the families reported for child abuse or neglect had at least one child who was later taken to court as delinquent or ungovernable.(New York)

Finding No.2: In Monroe County (New York), the rate of juvenile delinquency and ungovernability among the children in the study was five times greater than among the general population.¹⁰

Battering over time actually affects society as a whole through an increase in crime, which brings about an increase in legal, police, medical and counseling costs not to mention costs of prisons. Domestic violence perpetuates the cycle of violence, along with the myths of inequality of women and men, thus decreasing quality of life in general.

As for women, battering over a period of time leads to isolation from others, low self-esteem, depression, increased alcohol or drug abuse, emotional problem, and illness. As the violent acts themselves become more violent, increases are seen in pain and injuries to women, permanent physical damage and death.

Children exposed to the affects of battering also suffer emotional problems and illness to include increased fears, anger, and increased risk of substance abuse, injuries and death, not to mention repetition of abusive behavior in later life.

Even men are affected in time through increased belief that power and control are achieved through violence, which brings about an increase in violent behavior, increased contact with law enforcement, increased emotional problems and a decrease in self-esteem.

III. VIOLENCE & THE BATTERED CHILD

We still have battered children although they have received a tremendous amount of interest. Much energy has been expended to intervene and care for them. The focus of most of this work has been towards understanding the dynamics of the syndrome, decreasing resistance of professionals to consider the diagnosis, protecting the life and neurologic integrity of the child, and managing the legal, medical and social maneuvers of the child and family.

As these goals are being defined and recognized, many children continue to die. We now see that even larger numbers will be retarded, brain damaged, undernourished and emotionally crippled. It must be recognized that subsequent growth and development of these children physical, neurologic, cognitive, emotional are dependent in a large part upon our ability to develop effective early intervention and therapy.

Rather than an interest in child abuse, we must take an interest in children who have been abused, are still being abused, and in their parents. We must look at the family and child to determine the factors operating which are detrimental to the life and development of the battered child. We must ask ourselves, for what are we saving these children?

Better intervention can and must be developed utilizing the police departments of this nation as partners to maximize the chances for the children to grow and develop into adequate, healthy adults without the legacy of retardation, inadequacy, dependency, loneliness, . . . and violence.

The law enforcement agencies of this country must recognize, be recognized and act as first responders in urban and rural America to halt the increased violence toward our youth.

IV. VIOLENCE & OUR SCHOOLS

There is evidence that abused children later commit acts of juvenile delinquency and many of the most notorious murderers have been found to be the victims of abuse as children. Many victims grow up to abuse their own children. It has been suggested that abused children tend to lack trust and to be loners.¹¹

The consequences of violence and abuse may extend beyond the victim and beyond the home. Some researchers believe that untreated abused children frequently grow up to be delinquents, murderers, and batterers of the next generation of children (Schmitt & Kempe, 1975). Survey research supports some of the findings from the clinical literature.

While violence affects our children and their futures, it has in turn crept into the schools--a phenomenon that is drawing national attention. since 1986, the nation's governors have been engaged in an ambitious effort to improve public education. President Bush has even joined in . . . "to have a violence free atmosphere where our youth can learn."

What has been proposed is impressive. States already have increased teacher salaries, enlarged the pool of competent teachers and enacted programs to improve the achievement of at-risk students and increased parent involvement in the schools. However, attaining a 90% high school graduation rate and "first in the world in math and science by the year 2000" amid our violent schools, will be an achievement.

"Over the past quarter-century, the federal government has financed a whole series of studies aimed at finding the causes of inequality of educational opportunity in this country."¹²

These studies have been debated, challenged and defended ad-infinitum but the main point they have established is that a strong, violence-free family background is more important than the quality of the school in raising the level of achievement scores.

But for many schools, simply handling the resulting violence within their doors has drawn concern. "Once more the school year has begun with bullets rather than bells ringing through too many classrooms," heralded the Amarillo Daily News on September 23, 1991. . . . "we don't see it as an inner-city problem. It's a suburban problem, a rural problem," responds George Butterfield, Deputy Director of the National School Safety Center at California's Pepperdine University. "It's pretty much pervasive in our society."

A. Research

According to statistics provided by the Center to Prevent Handgun Violence, from September of 1986 to June of 1990 there were 242 victims held hostage within schools across the nation; 201 persons wounded; and 71 killed. "Drugs and gang activities were the leading cause of gun violence, but there were nearly as many cases related to romantic disputes, feuding between students or playing with guns," the center reported.¹³ The percentage of students who said they could obtain a handgun if they wanted one were 41% for boys and 24% for girls, according to a survey of 11,000 eight and tenth graders as reported by the National Adolescent Student Health Center. Violence that has crept from the home and streets into the school is being blamed in part for the nation's educational crisis. Coupled with this is

a lack of parental concern and involvement. Reporting on the nation's educational crisis, Rodger Barkley, comments, "perhaps the most troubling aspect of parental involvement is the lack of it. Many parents are only dimly aware that problems (in education) exist."¹⁴

B. Our Schools Becoming A Parental Dumping Ground?

In an article to Ann Landers a teacher spelled out this dumping ground theory:

"If you believe education is our future, the future looks bleak. The very people on who education depends are now experiencing a crisis in morale.

"If you think teaching is an easy job, reflect on how you would enjoy spending an entire day with 32 of your neighbors' kids and their friends.

"Suppose of those 32 students, 12 speak only Spanish, Hmong and Lao. Five of the students had no breakfast that morning. One girl spent the night with her mother going from bar to bar looking for her stepfather. Two students are exhausted. They were up all night listening to their alcoholic parents argue. Another is distraught because a boyfriend beat up her mother last night.

"Remember to send the boy to the office to take his medicine which helps keep him calmed down. The student next to him must see the psychologist in 30 minutes to help work out his molestation problems. Two students in the front row are too sick to be at school. They may infect the entire class with flu. Deep down, you have a terrible feeling that these kids were sent to school because there is nobody home.

"What are you going to do with the student who has lost his third social studies book this semester? The librarian says they are out of books.

"When you donate your time for open house tonight, try to convince those who will listen that there will be no educational reform without parental intervention. Let them know they must insist that their children turn off the TV and spend the evening studying. Blaming failing grades on too much TV is a cop-out. It is the parents' responsibility to police the viewing. Parents have an obligation to take control of their children's lives. Children are not just small adults.

"Don't forget to return the telephone call from the parent who wants to know what you are doing wrong that causes his/her child to misbehave at home.

"Remember to write the \$400.00 check for the mandatory college class you must take this summer so you can keep teaching.

"Most people believe you get paid during your time off but don't tell them you get no paid vacation because they probably will not believe you. They don't see you spending one to two hours every night correcting and grading papers.

"Forget the fact that the Federal and State politicians continue to criticize your teaching even though they know nothing about your profession. You must realize their primary concern is getting re-elected.

Be sure to teach these kids the basics and remember they must score well on the state test. If they don't, well will know whose fault it will be."

This year, in Texas, if 15 or more families petition the school to watch their children, the school must remain open, find someone to watch them and provide for these parents who just can't be home when the children are let out of school and they are not at home. Many have other children, some as young as seven years old, watch those still in diapers.

V. VIOLENCE & OUR CRIMINAL JUSTICE SYSTEM

Criminologists generally agree that most persons leaning towards committing a criminal act weight certain factors:

- What are the chances that I/we will be discovered?
- If discovered, what are the chances of being caught?
- If caught, what are the chances of prosecution?
- If prosecuted, what are the chances of being convicted?
- If convicted, what are the chances of actually doing time?

Unfortunately, our system too often falls short of deterring crime through prosecution and punishment. The following examples, found in a 1991 Readers Digest article on Crime & Punishment, asks "why so we tolerate abuses . . . that let the innocent suffer and the guilty go free . . . ?"

Steven Lopez (17), involved in a jogger attack which left the victim losing three-quarters of her blood, exploded eyeball, bound in her own clothes, and left for dead was given a plea bargain of stealing a radio and sentenced to 1 1/2 to 4 1/2 years in a youth correctional facility.

Valcun Carmel (29) confessed then recanted guilt of beating an 18 month old victim who later died and was the daughter of his 17 year old girlfriend. The judge found him guilty of misdemeanor battery and, since he had been in jail for a year unable to post bail, was then sentenced to one hour of court supervision.

Mark Kepner (20), committed six armed robberies in five days while on probation for burglary. Sentenced to four years in "youthful offender program" plus two years community control (house arrest), he will probably serve about nine months.

Peter Thomas exposed himself to a girl and was shown on a video tape sexually molesting four very young children. He pled guilty to sexual abuse, using a child in a sexual performance, promoting an obscene sexual performance by a child, endangering the welfare of a child and public lewdness. His conviction of 4 to 12 years was overturned. While the police were allowed to search his car, they were not allowed to "view the tape."

Allan Wayne Janecka, hired killer, murdered John and Diana Wanstrath and their 14-month-old son in the Houston home. Convicted of capital murder and sentenced to death, within nine years his sentence was overturned because he was a "paid" killer and the remunerator who had hired him was not named in the indictment. He now awaits another trial. Janecka's confession, "We rang the bell, and a man and a woman came to the door. Walt maced the woman, and I shot the man twice in the head. Then I shot the woman in the head. When Walt said he was going to get their jewelry, I found the baby and shot him in the head. "Walt, mentioned in this confession, was the remunerator.

V. VIOLENCE & THE POLICE

It is recognized that the police are almost always the first responders, and in rural America this is especially true since the police are the only agency around 7 days per week, 24 hours per day. They will be alerted first to these situations and will be the first responders.

A. The Problem

The definition of an acceptable police role in dealing with cases of domestic violence, and especially child abuse, has been particularly hampered by the tendency of some members of the social and medical profession to stereotype all law enforcement officers as *authority figures*. The mere contact with abusive families is undesirable because of a possible detrimental effect on subsequent family therapy. Therapists have tended to deny outright or severely limit the role of the police in any model child abuse prevention and protection program for communities.

For the child welfare agencies to have the same capabilities in the field of child protection as the police currently possess, they would have to greatly expand their personnel and equipment resources, organize along the lines of law enforcement agencies and confer peace officer status on their personnel. Budget problems alone, in Texas, will not permit this type of expansion. Most social service agencies will be lucky to maintain what they currently have.

Early on in my career as an assistant police chief, our community did not have any provisions for victims of domestic violence. On several occasions, there was no place to have the victims go. I would take them home, where my wife and I would provide temporarily for the victim and any children.

One specific occasion when the victim's case came to trial she met her husband on the court house steps and reconciled. His trial for striking their child so hard it caused the child's ears to bleed, no longer had a witness and the case was dropped. Not long after their reconciliation, calls for assistance were again made to the couple's home.

Law enforcement agencies generally have highly formalized procedures or, as a minimum, time-tested precedents to guide them in their activities involving unlawful behavior. There is, however, a notable lack of specific guidelines for police encountering violence and especially the domestic variety which are totally confined to the family unit.¹⁵

Investigation techniques, by police, when confronted with a domestic scenario need to be totally re-defined. A picture speaks a thousand words is often overlooked when the crime becomes a domestic. Faced with a daily barrage of stressful circumstances many law enforcement practitioners themselves consider "proper marital allegiance" a necessity. If it's a "domestic" in their homes how could they label this act a "crime?"

The police might have to look deep into their own personal lives before taking action. This isn't to suggest that there is a high incidence of this activity in the law enforcement community, but with the presence of all the indicators of potential abuse, it surely cannot be non-existent.

B. Possible Solutions

Official attitudes are changing toward violence and, particularly the police response to domestic violence. Law enforcement, spurred by the Torrington, Connecticut, suit and the proliferation of shelters coupled with advocacy in even the smallest areas, are responding to the violence like never before. Training centers are requiring a certain amount of Domestic Violence training before a police recruit is fully trained. Some training regulatory agencies are requiring annual in-service hours in this phenomenon.

"Assault is a crime, regardless of the relationship of the perpetrator and victim, and arrest can make the abuser realize the seriousness of his actions," states Ellen E. Gruver, president of the Amarillo Chapter of the National Organization for Women (NOW). "Arrest is a proven deterrent," she says. Nationwide, there are approximately 800 (crisis) shelters which provide emergency refuge for women and children under siege according to the National Organization of Women (NOW).

Only about 19% of women go back to their abusers once they finally make the decision to get out. Counseling in these atmospheres is seen as the best option for making a permanent difference in the abuser's lives. Some 42% of the women return to the abuser who has undergone counseling. "Punishment alone will not alter behavior learned in childhood, whereas methods of behavior modification might."¹⁶

This shift in societal attitudes toward violence and especially family violence is encouraging, and lives are being saved by community intervention programs. However, the underlying problem will not really be solved unless society renounces brutality and violence in all its forms.

Domestic violence is not an anomaly, but rather the most familiar form of a pervasive condition. We are seldom taught any other way to deal with frustration and anger than to lash out.

C. Special Programs

While domestic disputes are a major contributor to overall violence, other violent crimes have been attributed to such sources as lack of supervision within the homes, drug abuse, and religious, ethnic, racial or sexual-orientation. Legislative action and numerous programs have been created to address these sources, many of which have experienced proven results.

Atlanta, Georgia has recently been going through the process of implementing a "juvenile curfew." To send home her point Davetta C. Johnson told USA Today in the November 12, 1990 issue, "The removal of children from at-risk situations to properly supervised environments can save lives. Isn't that what we all want?"

"Together Grandview" is a total police/school/community effort underway in Grandview, Missouri. "What an impact can be made when all factions of a community pull together!" states the overview letter. (Appendix I)

Other programs available to police at minimal cost are school drug prevention programs such as Drug Abuse Resistance Education (DARE), which while teaching methods and techniques to help young children resist drugs, improves a child's self esteem.

The DARE programs begins at the elementary level, normally the 5th or 6th grade. The junior high program reinforces the subjects taught in the earlier grades but the high school program addresses "anger" and how to appropriately express it in a non-violent manner (Appendix II).

Each community, county and state have numerous programs that have proven to work well in other communities. Administrators simply have no viable reason not to review the many programs available simply for the asking. Law enforcement managers can modify them to fit their particular needs and implement the changes for positive results within their communities.

D. Texas Programs

If violence is truly a learned behavior, stopping it at its source (the home) through intervention could have the greatest impact on the total problem. Many leading therapists dealing with violence in a domestic setting often refer to the "cycle of violence." Their picture is a circle and the hopes of overcoming this phenomenon is early intervention.

In Texas many inroads have been reached, particularly where domestic violence and child physical abuse is concerned. Currently, 56 Texas Family Violence Shelters receive state funding through the Texas Department Of Human Resources/Services. This share of the shelters

operating budgets amounts to some 34.2 percent. In 1990 these shelters report answering 125,068 hotline calls. They sheltered 10,394 women in danger, housed 14,996 children who accompanied their mothers to the shelter and counseled 9,619 battered women not sheltered.

Direct services to battered women and their children, including but not limited to shelter, are presently available in 142 of the 254 Texas counties. Women in 112 counties (44%) are still unserved.

State funding for Family Violence Shelters :

1990 - \$5,453,637 1991 - \$5,475,859

Note: Part of the Lt Governor's Anti-Crime Package of 1989.

Proposed Spending:

1992 - \$4,928,119 1993 - \$4,928,120

Texas Department Of Human Resources Requests:

1992 - \$7,950,781 1993 - \$8,338,691 ¹⁷

E. Personal Case Scenario

Realizing in time that a need existed within my community for some sort of crisis intervention and shelter, I personally visited such facilities in other parts of Texas. By staying in several shelters, I saw first-hand what went on and how an advocacy program worked. Returning to my small community, I found some community-minded persons, sympathetic to the domestic violence issues and organized a group prepared to act in establishing a crisis center.

In 1982, the Panhandle Crisis Center was formed and today (1992) includes a "Safe House", adequate office space for intakes, a staff of paid personnel and a number of volunteers serving a three-county area.

Such a project does not come about without any problems, however, as not all persons will react positively to provide assistance for victims of domestic violence. My experience was that the male professional clubs were very polite, but resentment was present. I was careful in compiling a list of potential board members for the project and sought to invite professionals in the community, open-minded enough to at least discuss the issue. Particular males were targeted so the group did not appear "feminist" in nature, and the program would not take on the appearance of a "marriage-splitting" institution.

Both prominent male and female advocates showed up. One donated office space at a reduced rate. The local phone company (GTE) donated phones. Another donated office furniture and volunteers manned the new crisis center. A board was formed and after an eight month period a grant was submitted.

Ten years later, the center has changed locations to a bigger building and an anonymous donor has given a home to be used as a safe house. The center has several paid workers and a large volunteer staff providing service with out-reach satellite centers in two other counties. The center now serves three counties and five other law enforcement agencies.

Statistically, in 1991, the center served 134 non-resident clients; sheltered 28 adult clients plus their 43 children; and gave information and referrals to 279 callers. It has just recently begun a batterer's program to reach the abusers themselves. We have lost population from about 10,000 in 1982 to 7600 in 1990 but our domestic violence center has steadily increased in clients. Clients the police alone would have had to handle 10 years ago.

If you have caused violence, are causing violence or likely to cause violence and the police are called you will go to jail in our community and pay a stiff fine. You may now plead to your charge and escape the fine by attending our "Batterers Program".

CONCLUSION

VI. CHANGE

A. The Police

Any department, regardless of size, can and must deal with current issues especially violence. The single most important avenue is to develop in its community an attitude of interaction rather than simply responding to the calls. Community policing is on the forefront in most large departments but much easier to implement in rural America. There is no better way to begin than to reshape police response attitudes towards domestic violence calls.

Assistance for victims of abuse can be the first step in curbing domestic violence and the first step in breaking the cycle. All communities have their fair share of advocates--persons looking for a cause; however, be wary of those looking for a cause for cause (political) sake! One good source for advocates can be civic groups. Programs or lectures to such groups can promote positive goals and interests. Statistical proof should be gathered along with possible resolutions to the problems. Many such programs are available to the police administrator simply for the asking.

The law enforcement agency may make its greatest contribution to a combined community child protection program in the area of case finding. The extent and nature of police services within the community provide them a singular opportunity to detect abusive families, particularly where preschool children are victims.

Police responding to domestic disturbances often enter residence while performing their duties. They are in an excellent position to observe all family members. Police frequently accumulate a great deal of information about "problem families."¹⁸

It would seem expedient to capitalize on this existing capability of the police. This could be achieved most effectively by instructing all police officers in the child abuse syndrome during recruit training and by providing periodic refresher courses to maintain their alertness.

Training programs conducted by an experienced social worker of the child protective agency would be reasonable. A crisis center worker trained in the domestic violence intervention is another training source. This training interaction would also enhance inter-agency understanding. The desired outcome of such a community venture would be immediate referrals by the police to the proper social service agency. A "team" concept would be nurtured instead of many current antagonistic interactions.

B. Other Agencies

"If we are serious about building a long-range, broad-based movement for social change, we must recognize that different people enter from different perspectives and that the answers, the solutions are created only as the perspectives intersect in ways that honor them all," says Barbara Watkins in the Texas Council on Family Violence newsletter.¹⁹

There is no denying that violence reaches everyone, be it directly or as the result of others' sufferings or acts of violence. Society as a whole has to foot the bill not only for the social programs to assist many of the victims, but also for housing the court costs of the offenders, who become dependent on the system.

Unfortunately, the effects go beyond the pocketbook; however, and reach into the heart and soul of society itself. This is done in part by attacks on the very future of our country our youth.

And what happens to children who are subjected to acts of abuse and violence? A minority die. Many of the remainder are abused again. At least half the children in a sample of abused children had been victims of physical abuse before the incident was reported (1967).²⁰

If we are ever going to reduce the violence in our society, we as first responders are going to have to deal with the issues concerning it and not merely sit about wringing our wrists and trying to blame some other source. We are there first and our response must be appropriate . . . especially for the children who dialed the 911 then hid behind the couch or under the bed waiting for the police or society, anyone, to help them!

C. Change Restrictions

While we continue to recognize the increase in violent behavior, why don't we act? Do we just point to outside changes beyond our control, resist change and insist that problems could be resolved if only we could have additional resources? In who's paradigm are we operating?

Resistance to change is a compound of conservative forces which are unable or unwilling to face the consequences of change. Those content with things "just the way they are" oppose change because of the discomfort and discontentment produced by the unknown.

Many police administrators rationalize failure to move toward change by projecting blame on external problems--lack of budget, insufficient staff, inadequate space, heavy caseloads, etc. . but are these the only reasons? Is it not possible that they resist change because the status quo is more comfortable because it takes courage, imagination and dedicated drive to experiment and innovate to try new methods, to develop new approaches?

²¹

The insecure guard against change lest their status become less secure and less tenable. Vested interests fear change because of the possible challenge to their prerogatives. This is true of not only individuals but institutions. These forces, united in opposition to change, constitute a negative dynamic which seeks to maintain and perpetuate the status quo. However, society continues to change and law enforcement must keep pace.

Captain Neil Stratton, who researched this phenomenon at the California Commission on Peace Officer Standards and Training library indicated there has been a level of sophistication achieved in the U. S. to change the perspective on violence and abuse and society has supported assistance to victims of such abuse. ²²

Nationally, statistics show that almost 50% of all couples have some violent episode occur at some time in their lives. Every 18 seconds, an incident of assault occurs against a female, most often from a husband or boyfriend-someone she knows, loves or trusts.

Yet, Captain Stratton's findings indicated the majority of cases reported to the police do not allow for arrest and prosecution as an outcome. As a result he recommends more comprehensive approaches to the investigation and prevention of abuse. Stratton, along with many others, feels that adoptions of several recommendations would be less than the cost of enforcement and trials, prison, probation and parole.

"It's far better to prevent violence, save lives, and prevent injury than to handle abuse cases in the criminal justice system affect the fact," reports Dr. Stephenie Slahor in Police Chief Magazine. "The real question of how we handle violent abuse offenses by the year 2000 is up to all of us."²³

It seems that the basic question law enforcement personnel should be asking is not "how well do we serve?" but "are we serving the individuals and families who need our service the most?"

Practice in many of our police programs has become institutionalized. Resistance to change has frozen patterns of service and built up attitudes of serene unconcern for the needs of the vast unserved. Many agencies seem content to work with motivated clients only. These agencies have moved into a comfortable niche in the hierarchy of social services. They bask complacently in the knowledge that what they do they do superbly well.

Society can no longer justify extending service to the articulate and motivated, whose needs are moderate, without concern for people who lack these qualities but whose needs are more acute and pressing. The poor, the homeless, these are the people whose problems have reached crisis proportions. These are people who need help desperately and need it right now.

If they don't get help, the weight of unresolved difficulties may, and usually does bring acute distress to themselves, their families and the community as a whole

D. Effecting Change

Changing police responses are implemented merely by doing it differently. We seldom have people looking over our shoulders directing us into the problem. We will have a lot of looking after the fact, especially if the response wasn't viewed as adequate. We can progress and now have legislation that mandates us to act. We can arrest, without a warrant, a person who we think has committed a violent domestic act.

The arrest is justified if the violence has occurred before we arrive, in our presence or if we feel it is likely to occur if we leave! This is some pretty strong permission. There should be no more "calm down and go somewhere to stay the night" attitudes allowed in domestic disputes. It may still happen in some departments until the first million dollar law suit for "failure to protect" comes along. No "separating and mediating," which jeopardizes the police and the victims should be allowed to continue.²⁴

We are required to respond, be reasonable, look for signs of violence that have occurred, occur in our presence or are likely to occur if we leave. We can and should take "Bubba or Billy Bob" to jail!

Similar actions need to be taken in handling any form of violence. When a need is recognized within a community, law enforcement administrators must first study the problem.

Staying current on affairs is essential in today's rapidly changing society, and they must keep abreast of these developments with a very open mind.

Implementing programs to counteract a problem is a second step. In most cases, public awareness to help provide support is essential in insuring a program's success. Recognizing advantageous characteristics in officers who will play key positions in the program is essential, as in proper training for all involved.

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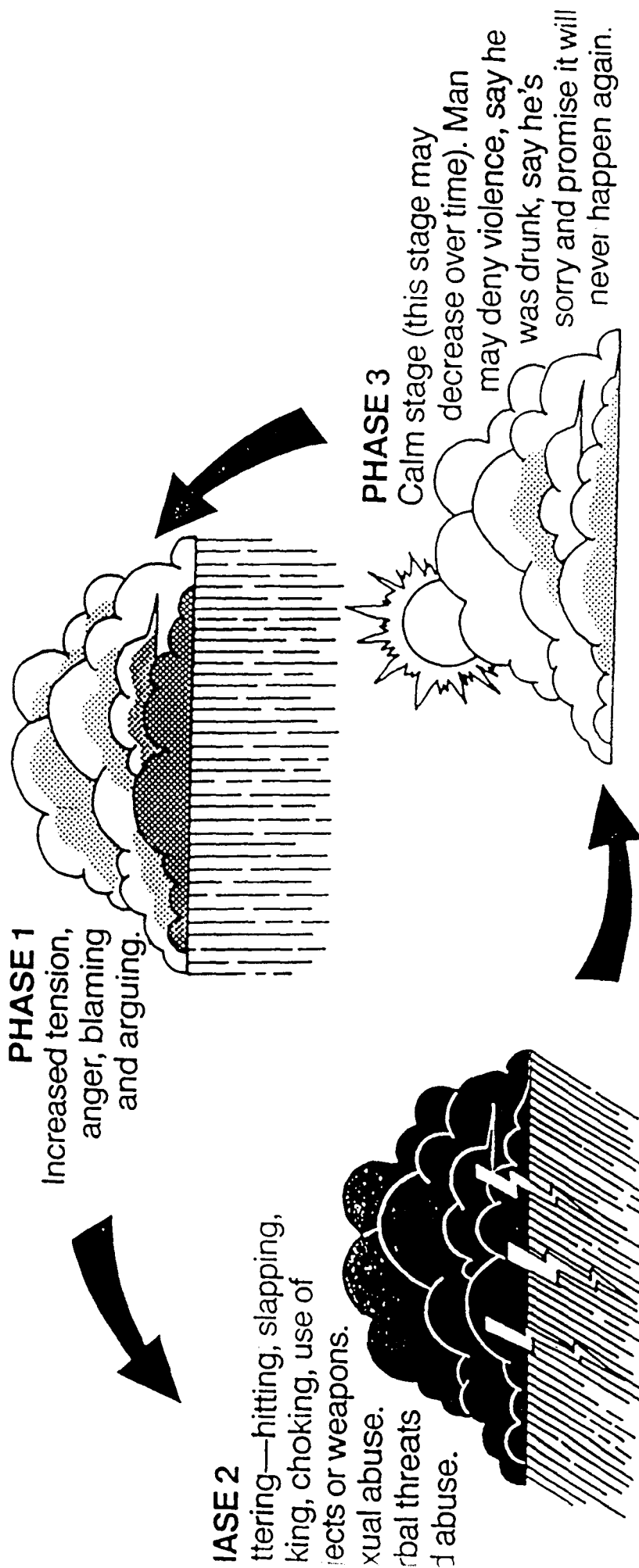
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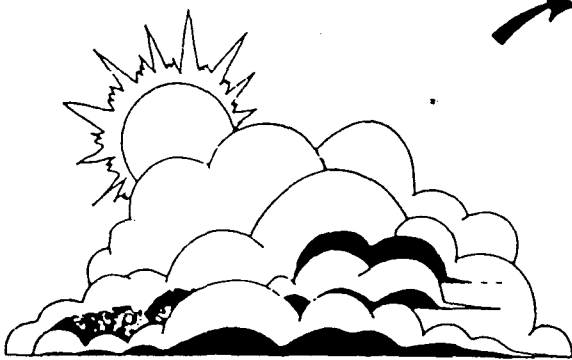
APPENDIX ONE
DIAGRAM:CYCLE OF VIOLENCE

Battering Cycle



Cycle of Violence

Phase 1
Increased tension,
anger, blaming
and arguing.



Phase 3
Calm Stage (this stage
may decrease over
time). Man may deny
violence, say he was
drunk, say he's sorry
and promise it will
never happen again.



Phase 2
Battering—hitting, slapping,
kicking, choking, use of
objects or weapons. Sexual
abuse. Verbal threats and
abuse.



APPENDIX TWO
PROGRAM: TOGETHER GRANDVIEW

TOGETHER GRANDVIEW
Community/School Task Force
724 Main Street
Grandview, Missouri 64030

Substance abuse is a concern of every community. **TOGETHER GRANDVIEW** is a group of parents, students, school and civic leaders who are spearheading an effort to increase community awareness of drug and alcohol abuse.

This award winning Community/School Task Force on drug abuse and alcohol was launched in November 1986. The multi-faceted program began with the development of a substance abuse prevention curriculum to be used in Grandview schools. The curriculum developed with the help of Dr. Alvera Stern, Administrator, Prevention and Education Division, Department of Alcoholism and Substance Abuse, State of Illinois, and a national expert on drug education. It is believed to be the region's first comprehensive substance abuse education program that begins in kindergarten and continues through 6th grade.

STEERING COMMITTEE:

From the original 29-member Curriculum Writing Committee a special Community/School Steering Committee was formed. This core group participated in the first Community/School Team Training conducted by the state of Missouri, Division of Alcohol and Drug Abuse and the Department of Elementary and Secondary Education, at Central Missouri State University, August 16-21, 1987. Current members: citizens Pat Thayer, Mary Ann Ewert, Peggy Hughes, and Alan Hanks, Rev. Reg Larson, businessman Russ Ruth, Alderman Gus Oxler, Detective Tom Engert, professional staff Dr. Doug Miller, Cindy Bastian, Shirley Brooker, Larry Downing, and Tim Donovan, direct and plan the Task Force efforts.

COMMUNITY/SCHOOL TASK FORCE:

The Steering Committee then enlisted the support of key community leaders at an informational breakfast, November 18, 1987. Attendees volunteered to serve on one of the following committees established to implement **TOGETHER GRANDVIEW** throughout the community, Legislative and Enforcement, Public Education, Positive Youth Alternatives, Intervention, and Media. Accomplishments to date are listed under each committee.

COMMITTEES

LEGISLATIVE AND ENFORCEMENT COMMITTEE:

To familiarize the community with state laws, school district policy, and city ordinances relating to alcohol and drug abuse.

1. Complete a review of school policy amended for Intervention Teams' 5/5 Plan.
2. Officer-in-the-School Program.
Added a second officer January 1989, Officer Van Winkle.
Detective Engert helped train and orient.
3. Grandview High School--Parking Lot Security, 1989-present.
Officers on duty.
4. Youth Court formulated by the city, Spring 1988. Graduation second "Law School" class, February 17, 1990. 120 cases heard to date, 2% recidivism.
5. Missouri Senate Select Committee on Community Action Against Drugs, Grandview High School, November 30, 1989, TOGETHER GRANDVIEW hosted and made a major presentation at the public hearing.
6. Ongoing awareness of and input into state and national legislative issues.

PUBLIC EDUCATION COMMITTEE:

To plan and implement a public education program which focuses on developing public knowledge, attitudes, and skills concerning substance abuse.

1. Parent and Community Education Forums with Dr. Alvera Stern, April 28-30, 1988.
"Drug Awareness Week" Proclaimed by Mayor Harry Wilson, April 23-30, 1988.
Steering Committee Dinner with Honored Guests; Dr. Keith Shaefer, Director, Missouri Department of Mental Health; Lois Olson, Director, Missouri Division of Alcohol and Drug Abuse; Sue Giles, Missouri State Advisory Council, Education Chairman; and Dr. Alvera Stern. Richards-Gebaur Air Base, April 28, 1988.
2. Project Star Junior High Parent Nights, February 1989, March 1989, February 1990.
3. Task Force Update, April 19, 1989.
4. Pancake Breakfast, May 13, 1989.
5. Survey -- Baseline Survey administered, fall 1989.
6. Public Education Focus Month, October-November, 1989. (See separate sheet for results)
Families In Touch books, Series of three Parenting Seminars, Safe Homes, Posters.
7. Sgt. Edwin Moses, Missouri Highway Patrol, presentations at GHS, EJH, GJH for students, and for parents at City Hall, February 8, 1990.
8. Follow-up survey with parents on Families In Touch books, February 1990.
9. Baseline Training, April 27-28, 1990.
10. Elementary Teacher Inservice Training, April 19-21, 1989, April 18-20, 1990.
11. "Town Meetings--Hard Drugs, Hard Choices," September 27, November 9, 1990.
12. "Red Ribbon Week," All classrooms and the community participated, October 21-28, 1990.
13. PTA National Drug and Alcohol Awareness Week, March 3-9, 1991.
14. Key Communicators Program, Initiated, January 1990. Four home meetings by June 1991.
15. ParentLink Training, Team of six parents, January 7, 8, 1991.
16. Parenting Groups at Conn-West and High Grove Elementary, Provided by Crittendon Center, 12 weeks, February-April 1991.

POSITIVE YOUTH ALTERNATIVES COMMITTEE:

To provide productive alternative outlets for youth.

1. "705 Main" Happening for GHS students, January-February 1988.
2. "All Night Spring Break Mania," April 1988.
3. Meeting with GHS students to formulate ideas and events, 1986-present.
4. After Graduation Substance Free Party sponsored by the PTA, door prizes donated by business community, 1984-present.
5. Mayor's Ad Hoc Community Center Committee. Feasibility study, May 1989. Planning, May-February 1990. Community Center Election, April 3, 1990.
6. "Get Splashed, Not Smashed" Pool Party.
Last day of school, June 2, 1989, June 1, 1990. Grandview Parks and Recreation.
7. Parks and Recreation received a Positive Youth Alternatives Grant, Division of Alcohol Drug Abuse for youth activities for Summer 1990, Summer 1991. \$10,000 each.
8. Students formed Positive Youth Alternative organizations:
East Junior High--"STAND," Grandview Junior High--"POWS," Fall 1989-present.
Grandview High School--"SHARERS," "HI-STEP," 1986-present.
9. Safe Homes Project. Developed, Spring 1989. Sign-up, Fall 1989. Printed, February 1990. 2nd Edition, April 1991. Mailed to 14,000 homes.

INTERVENTION COMMITTEE:

To explain the support services and resources available for people currently dealing with a person suffering from alcohol and other drug abuse. Develop an early intervention program and aftercare programs to deal directly with substance abusers.

1. Three Intervention Teams formed, East Junior High, Grandview Junior High, Grandview High School.
24 staff members, 3 days training, August 1988.
200+ young people helped, January 1989 to present.
2. Meetings with-
 - a. Kevin Beauford, Consultant, Shawnee Mission.
 - b. Visted Clinical Outpatient Sites STOP - Possible Satellite Office.
 - c. Studing Project Insight.
 - d. Attended Students at Risk Conference, Lake of the Ozarks.
3. Resource Brochure prepared.
4. Neutral Assessment available through National Council on Alcoholism.
5. Intervention Team Training.
"Adolescent Alcoholics and Chemical Dependence: A Community Issue," Cedar Ridge, October 1988.
"Family Systems and Substance Abuse," "STOP, Fall 1989.
"Children of Alcoholics and Other Troubled Families," Dr. Claudia Black, November 1989.
"Facilitating Student Support Groups," August 1989. Crittenton Center, August, 1990.
"Facing Chemical Dependence in the Classroom," Orville Deam, October 1989, 1990.
6. Intervention Teams formed three Student Support Groups: Abstinence, Troubled Teens, and Insight, January 1990 to present. Desert Storm Support Group, Winter 1991.
7. Pilot Program, Classroom teachers as Co-Facilitators for Support Groups, December 1990 to March 1991. Successful.
8. Project STAR "Connections" Training with Kauffman Foundation, Pilot Program, Trains teachers who support extra-curricular activities and sports, January 1991 to present.
9. Student Assistance Program. formally announced, brochure developed, November 1990.

MEDIA COMMITTEE:

Responsible for developing community awareness concerning alcohol and drug abuse through a planned media campaign.

1. School Report - Update.
2. Chamber of Commerce Newsletter.
3. Articles in "Southland Star" and The Kansas City Star newspaper.
4. Articles and pictures in The Jackson County Advocate local newspaper.
5. Public Service Announcements, Spring 1989.
6. Grandview Day at the Missouri State Capitol. Jefferson City, April 18, 1989.
7. "Harry's Hay Days" Parade and Booth, May 1989, May 1990.
(Harry Truman's Birthday Celebration).
8. TOGETHER GRANDVIEW T-shirt campaign, May 1989- present. Coffee mugs, March 1990.
9. WDAF Channel 4, "Connections" TV Program with Host Tim Richardson, May 28, 1989.
10. The New York Times, Feature article, January 9, 1990.
11. McCalls Magazine, Interview, January 10, 1990.
12. KCMO Radio, "KC Concerns" Program with News Director Katey McGuckin, March 4, 1990.
13. "Celebrating Grandview Week," radio spots, KCMO, March 5-10, 1990.
14. Kansas City Business Journal, March 5, 1990.
15. TOGETHER GRANDVIEW Brochure, Developed and Printed, September 1990.
16. "Town Meeting--Hard Drugs, Hard Choices (Law Enforcement Issues)," Moderator Bev Chapman, KMBC TV, September 27, 1990. Filmed by and shown on American Cablevision.
Articles in The Kansas City Star.
Second "Town Meeting--Hard Drugs, Hard Choices (Treatment, Teaching, and Drug Testing)," Moderator Bev Chapman. November 8, 1990.
17. Parade Magazine of New York, Feature Story, April 21, 1991.

TOGETHER GRANDVIEW OUTREACH

In addition to the work of the Task Force, members of the Steering Committee and the Task Force have been involved in the following ways.

TRAINING:

1. Intervention Team Training. Cox Medical Care Center, August 15-18, 1988. "Facilitating Student Support Groups," August 15-18, 1989. Crittenton Center Outdoor Lab, August 15-16, 1990.
2. Steering Committee Consultation with Dr. Alvera Stern, December 20, 1988.
3. Project Star Junior High Parent Leaders Training, March 1989.
4. Half day training by grade level for all elementary teachers. "Children of Alcoholics and Curriculum Update," April 19-21, 1989. "Building Self-Esteem with a Chemically Dependent Parent," April 19-20, 1990.
5. TARGET Coaches Training, October 1989.
6. TARGET Training sponsored by the Town and Country Chapter of the American Business Women's Association, July 1990.
7. IMPACT 1 Training, Baptist Hospital, June 18-21, 1990.
8. Project STAR "Connections" Training, Extra-curricular activities teachers, Pilot Program, January 1991-present.
9. ParentLink Training, Team of six parents, January 7, 8, 1991.

APPOINTED TO:

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1. Metropolitan Kansas City Task Force, Education Committee Chairman, Dr. Doug Miller.
2. Western Region Advisory Council on Alcohol and Drug Abuse, Detective Tom Engert.
3. Missouri State Advisory Council on Alcohol and Drug Abuse, Mary Ann Ewert.
4. ACT - Association of Community Task Forces, Formulating a statewide organization of Task Forces, Mary Ann Ewert.

PRESENTED:

1. Center School District, Kansas City, February 16, 1989.
2. Students At Risk Conference, Tan-Tar-A, February 21, 22, 1989.
3. Department of Mental Health Community/School Team Training, March 9, 1989.
4. Girl Scouts of America, Drug Abuse and TOGETHER GRANDVIEW, April 8, 1989.
5. Missouri State Teachers' Association, Conference on Alcohol and Drug Education, Columbia, April 10, 1987.
6. Staff Inservice of Two School Districts, Fair Grove and Elm Grove, May 1989.
7. WDAF Channel 4, "Connections" TV Program with Host Tim Richardson, May 28, 1989.
8. Lincoln University, "Model School Program," Jefferson City, June 19, 1989.
9. Grandview City Council, June 29, 1989.
10. Consolidated School District No. 4, Grandview, July 24, 1989.
11. Missouri School Board Association, "Our Success Story - TOGETHER GRANDVIEW," October 29, 1989.
12. The Shepherd's Center, March 1990.
13. Missouri Parenting As Prevention Coalition, Parent Advisory Team Training, The Lodge of the Four Seasons, February 6, 1990. September 24-26, 1990. January 7-8, 1991.
14. Department of Elementary and Secondary Education, "Drug-Free Schools For The 90s" Conference, Tan-Tar-A, October 25-26, 1990.

ATTENDED:

1. Reunion of Community/School Teams.
Columbia, January 19, 1988. Tan-Tar-A, January 1989. Tan-Tar-A, January 1990.
Tan-Tar-A, January 1991.
2. Metropolitan Kansas City Task Force Conference, Royals Stadium, January, 1989.
3. NOSAPP Conference, Chicago, May 3-5, 1989.
4. Community Organization Committee of the Metropolitan Kansas City Task Force, Grandview City Hall, June 7, 1989, Hosted.
5. Signing of Legislation, Drug Related Bills, Governor's Office, Missouri Capitol, Jefferson City, June 19, 1989.
6. Governor's Conference on Higher Education and Substance Abuse, Tan-Tar-A, December 4, 5, 1990.
7. Wave Conference, Jefferson City, March 12-14, 1989, March 11-13, 1990, March 10-12, 1991.

HONORS AND AWARDS:

Department of Economic Development, Missouri Community Betterment 1989 Youth Program Award, October 30, 1989, Columbia, Missouri, presented by Governor John Ashcroft.

Feature story in The New York Times, January 9, 1990.

Parade Magazine, New York, Nationwide circulation, April 21, 1991.

Participating in the final presentation for the All American Cities Award, City of Grandview, in San Antonio, Texas, June 6-9, 1991.

TASK FORCE LUNCHEON:

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Richards-Gebaur Officers Club, March 5, 1990. Key Note Speaker, Governor John Ashcroft. Governor Ashcroft, also, visited Meadowmere Elementary School to observe the teaching of our alcohol and drug curriculum, third grade classroom, Cindy Bastian, teacher, and spoke to the students in an all school assembly.

ACKNOWLEDGMENTS:

THE SUCCESS OF **TOGETHER GRANDVIEW** IS DUE TO THE
COMMITMENT AND HARD WORK OF MANY PEOPLE
WHO BELIEVE
THAT TOGETHER
WE CAN!

Special Thanks to businessman, Del Dunmire, for his generous contribution to **TOGETHER GRANDVIEW**.

Thanks for the participation in endorsement by, the City of Grandview, the Grandview Chamber of Commerce, Consolidated School District No. 4, the Grandview Ministerial Alliance, Public Water Supply District No. 1, and the Grandview Council of Parent Teachers Associations.

Thanks, also, to the many people and agencies that have supported our efforts: the Grandview Lions Club, the Town and Country Chapter of the American Business Women's Association, House of Lloyd, Walton's Wholesale Club, the Drug Free Schools Act, the Missouri Department of Elementary and Secondary Education, the Division of Alcohol and Drug Abuse, Dr. Alvera Stern, Grandview Parks and Recreation, and our teachers who educate our children. You and I know that **"together"** we can make a difference!

CORRESPONDENCE:

All correspondence should be sent to:

TOGETHER GRANDVIEW
c/o DR. DOUGLAS G. MILLER
724 MAIN STREET
GRANDVIEW, MO 64030
816-761-7486

Information compiled
as of April 20, 1991.
MAE

TOGETHER GRANDVIEW COMMUNITY/SCHOOL TASK FORCE

CURRENT PROGRAMS, 1990-1991

TEACHING OUR OWN K-6 CURRICULUM -

As our first project, a committee of 29 elementary teachers, administrators, and parents, wrote and developed our own *Substance Abuse Prevention Curriculum* according to the scope and sequence of our curriculum guide. Elementary teachers received training before implementing.

PROJECT STAR, CURRICULUM AND PARENTING SKILLS -

Project STAR (Students Taught Awareness and Resistance) is an adolescent alcohol and drug abuse prevention project started by Mr. Ewing Kauffman, owner of the Kansas City Royals. Parenting skills are taught by trained parents so they can interact with their young person.

POSITIVE YOUTH ALTERNATIVE ORGANIZATIONS -

Young people in each of the junior highs and the high school came together to form positive youth organizations in 1989 to change the standards in their schools. Teachers volunteer to serve as sponsors. Meetings are held after school and include service projects in the community, education programs, and fun activities.

INTERVENTION TEAMS -

In August 1988, three Intervention Teams were formed, one at each junior high and the high school, to intervene in the life of a student as help was needed. Thirty-one counselors, teachers, and administrators volunteer to provide this service. Teams have received extensive training. Realizing that only 5% of treatment happens in rehabilitation, Aftercare Groups were formed. One supports the person in Abstinence, while others deal with Troubled Teens, Insight, and during the war, Desert Storm. Over 200 young people have been helped since January 1989. A new Substance Abuse Program and brochure was announced in October 1990.

YOUTH COURT -

First time offenders are tried in Youth Court by their peers, ages 13-18, who attended six weeks of "Law School" before taking the "Bar Exam." "Fines" include up to 50 hours of community service, a written paper, and/or an oral or written apology. The court is supported by local attorneys, the police department, and Jackson County Juvenile Court. Recitivism rate is 3%.

OFFICER-IN-THE-SCHOOL PROGRAM -

A trained Grandview police officer visits with each grade level, K-6, at each elementary school once a month. Topics range from drugs and alcohol, Halloween safety, strangers, peer pressure, shoplifting, latch key kids, saying no to danger, being good pedestrians, school bus and bicycle dangers, to vandalism. At the high school and junior highs presentations cover current events, drunk driving, crime scene processing, the seatbelt law, juvenile laws, driving laws, and probable cause. The two officers are available to talk with concerned youth. Begun in 1977, this program is very well received and highly praised by students and teachers.

OFFICER IN THE GRANDVIEW HIGH SCHOOL PARKING LOT -

Beginning the fall of 1989, a Grandview police officer guards the parking lot with radio contact with the school office. Students support the program because they do not have to worry about vandalism to their cars and dropouts/students from other schools hanging around the school causing problems.

AFTER GRADUATION FUNCTION -

Since 1984, the PTA has provided an alcohol-free After Graduation Party from 12:30-3:30 AM. Community businesses provide door prizes. A local restaurant will hold a breakfast buffet from 4:30-5:30 AM.

AFTER PROM FUNCTION -

As an alternative to young people renting hotel rooms for after Prom parties, a group of concerned parents with the PTA is sponsoring the first substance-free all night function, including breakfast. Any student may participate, even if they do not attend Prom.

PARKS AND RECREATION GRANT AND ACTIVITIES -

The Parks and Recreation Department received a \$10,000 (the maximum) Positive Youth Alternatives Grant first awarded by the Division of Alcohol and Drug Abuse for youth activities for the summer of 1990. The 1991 summer grant provides training and activities specifically for high-risk youth selected from each school attendance area. The Parks and Recreation Department is currently installing waterslides at both our 25 and 50 meter pools for the young people. Each year they provide a wide variety of activities for all members of the community.

POSITIVE YOUTH ALTERNATIVES -

Believing that if you ask young people to give up one set of behaviors then you must help them plan and hold healthy alternatives, TOGETHER GRANDVIEW meets and works with young people to accomplish those goals. Activities have included dances, gatherings, all night functions for spring break and Prom, last day of school party, and youth organizations.

MEDIA -

Local newspapers are an excellent source for informing the community about your program. Pictures and articles appear frequently in the Jackson County Advocate and The Kansas City Star. On January 9, 1990, TOGETHER GRANDVIEW was featured in The New York Times and on April 21, 1991, in Parade Magazine. The TOGETHER GRANDVIEW display consists of an 8' long banner, laminated poster boards displaying articles and photographs, red tablecloths on tables with TOGETHER GRANDVIEW buttons, folders, T-shirts, and mugs, the K-6 curriculum, Families In Touch books, brochures, the six page document about TOGETHER GRANDVIEW, and the plaque for The 1989 Youth Program Award, Missouri Community Development, presented by Governor John Ashcroft. Annually TOGETHER GRANDVIEW participates in the celebration of President Harry Truman's birthday, "Harry's Hay Days" with a parade unit and an informational booth.

PRESENTATIONS AT STATEWIDE CONFERENCES -

Members of the TOGETHER GRANDVIEW Steering Committee this year made presentations at the Division of Alcohol and Drug Abuse Community Team Training, Community Task Force Reunion, the Department of Elementary and Secondary Education's "Drug-Free Schools for the 90s" Conference, and ParentLink Trainings.

ATTENDED CONFERENCES -

TOGETHER GRANDVIEW was represented at the Division of Alcohol and Drug Abuse annual "Building the Wave Together" Conference, the annual Community Task Force Reunion sponsored by the Division, the Department of Elementary and Secondary Education's first "Drug-Free Schools for the 90s" Conference, and "The Governor's Conference on Higher Education and Substance Abuse." Served on the Conference Committee for the Drug-Free Schools and Higher Education Conferences.

APPOINTED TO FORMULATE THE A.C.T. -

Since the Fall of 1990, the Division of Alcohol and Drug Abuse and Project STAR have been guiding Task Force representatives in formulating the Association of Community Task Forces (ACT), an organization of Task Forces for Task Forces to provide statewide networking and support.

DONATIONS -

TOGETHER GRANDVIEW appreciates the continuing support it receives from the community and is grateful for the "seed" money from businessman Del Dunmire.

Additional information can be provided if desired. Why re-invent the wheel when you can modify a successful program to meet your needs? TOGETHER GRANDVIEW is available to work with your community, as we have with others.

FAMILIES IN TOUCH -

The "Families in Touch" series is a program designed to inform parents about their important role in shaping the behavior of their children, especially with regard to alcohol, other drugs, and sex. It helps families establish good communication skills so that parents can teach their children more effectively and assists parents in building self-esteem in their children. "Families in Touch" series for ages 5-7, 8-10, and 11-15 contains two books, one educates parents and the other is designed to be read by parent and child together.

RED RIBBON WEEK -

TOGETHER GRANDVIEW with the schools and the community participate in the annual Red Ribbon Campaign, a week designated nationally for drug and alcohol awareness.

PARENTLINK TRAINING -

ParentLink is Missouri's Parenting as Prevention Coalition, which is a group of individuals and agency representatives who support a state-wide parenting movement. Local Parent Connection Teams are trained to promote and support parenting efforts by empowering parents who then address parenting issues and concerns. Our team which was trained in January 1991 is a component of the Public Education Committee.

PARENTING GROUPS AT CONN WEST AND HIGH GROVE ELEMENTARY SCHOOLS -

A "Blue Ribbon Parenting Program" helped parents at High Grove to develop parenting skills and enhance their child's self-esteem during the three week long program. At Conn West the program involved both parents and their students as they worked together as a team to improve communication and social skills. Pre and post-testing measured changes during the 12 week course.

BROCHURES DEVELOPED -

Informational brochures are important to tell others about your Community/School Task Force on Alcohol and Drug Abuse and should be available to the Chamber of Commerce and the City to use in their packets. The TOGETHER GRANDVIEW, Student Assistance Program, and Safe Homes brochures were developed this year.

LEGISLATION -

Since the initial review and amendment of the community and school policies, TOGETHER GRANDVIEW has provided input into local, county, state, and national legislative issues. It is possible to effect positive change.

GRANTS -

TOGETHER GRANDVIEW attempts to be aware of the grants that are available and access those that are beneficial to us.

TARGET TRAINING AND PARENT PROGRAM-

The National Federation of State High School Association provides a four and one-half day TARGET training to school leaders to return to their communities to mobilize school activities, staff, students, and parents into action to prevent tobacco, alcohol, and other drug use problems. They learn to identify the role school activities play in reducing chemical use problems and promoting healthy life styles, and organize pre-season meetings with parents and students. Four coaches have participated.

STAR CONECTIONS TRAINING WITH TEACHERS -

Project "STAR CONNECTIONS" is a pilot program to furnish training to 60 Grandview High School activity sponsors. Its purpose is to build upon a foundation of leadership, commitment, and consistency, providing a plan which invites students and parents to join with sponsors to take action in the prevention of alcohol and other drug abuse.

KEY COMMUNICATORS -

To reach the "grassroots," leaders from community organizations (service, civic, and youth-little league sports, scouts, 4-H, etc.) come together to serve as Key Communicators. After training, they become a communication link with their organization. Begun in January 1991, the goal is to have an informational coffee in each communicator's home and to be able to provide an alcohol and drug abuse program for their organization.

TOWN MEETINGS, "HARD DRUGS, HARD CHOICES" -

Two Town Meetings were held at City Hall on September 27 and November 8, 1990. Fourteen experts from across the county and Kansas City were invited to be panelists, the moderator was Bev Chapman, KMBZ TV. The first Town Meeting covered "Law Enforcement Issues," the second one included "Treatment, Teaching, and Drug Testing." They were filmed by and shown on American Cablevision with articles in the The Kansas City Star.

TOGETHER GRANDVIEW ORGANIZATONAL STRUCTURE

GOAL -

TO INVOLVE THE WHOLE COMMUNITY SO THEY WILL TAKE OWNERSHIP OF AND WORK TO PROVIDE THE SOLUTION TO THE ALCOHOL AND DRUG PROBLEM IN THEIR COMMUNITY. "WHAT MY COMMUNITY BECOMES DEPENDS ON ME."

PURPOSE -

TO CHANGE LIVES AND ATTITUDES IN ORDER TO CREATE A HEALTHY ENVIRONMENT WHERE EACH PERSON CAN GROW TO THE FULLNESS OF THEIR TALENTS.

ORGANIZATIONAL STYLE -

This style can be used in any community, the larger the community the more complex the organization. In the initial stage, one of two approaches can be taken.

A. Initial stage

If the school district receives the Drug-Free Schools and Communities Act Grant, they have listed a broad-base community advisory committee, this group can serve as the core Steering committee with funding available through the grant. If the school district does not receive the grant or has an inactive advisory committee, interested members of the community can come together to form a Steering Committee to begin to discuss the alcohol and other drug abuse problem in their community and how to address those needs.

B. "Consensus Team Building," Participatory and Collaborative," "Share the Problem

The most important message to stress is that this is a positive organization. No one person is to blame and no one person has all the answers. This is not the place to point fingers and condemn, but a healthy environment that encompasses the whole community in love. It is important that the Steering Committee represent the entities of your community: the city - the mayor, city council, police, parks and recreation; the schools - teachers, counselors, principals, administrators; business community/chamber of commerce; ministerial alliance; parents; students; civic leaders; senior citizens; and health professionals. For the greatest impact you must begin with the "Movers and Shakers"/"Power Brokers" because they provide community leadership, act as role models, and set the community standards. If they "buy in," seeing the needs of their community, change will happen.

C. Structure

The structure of the organization includes the chair and a 9-15 member Steering Committee which guides and directs the Task Force. The Task Force includes community wide volunteers who serve on the following committees: Intervention, Public Education, Media, Positive Youth Alternatives, and Legislation and Law Enforcement. The organization becomes the umbrella in your community for all alcohol and drug programs.

D. Volunteers

Even though this is a formal organization in structure, it is really very informal in nature. Since these are volunteers, they participate because they want to, not because they have to as part of their job. The leadership style is "Participatory and Collaborative," "Share The Problem," and "Consensus Team Building." These people feel free to express their thoughts and ideas, use creative brainstorming, are willing to meet at a moments notice to respond to a need, and participate in synergistic decision making. Volunteers stay actively involved as long as they are valued. As the organization grows, a coordinator and clerk typist can be hired. It is very important to maintain the "Consensus Team Building" approach. Hiring an executive director can cause the team to dump the problem on the director.

E. Getting started

It is important to choose a positive name. You have a "product" to sell, so that members of your community will "buy in," working to solve the problem. Name recognition occurs through use of the media, buttons, stickers, folders, and stickers. Other basic steps should include an alcohol and drug abuse training for your Steering Committee. Training is vital because we all come with different feelings, concepts, and misinformation. Out of training you can develop a group vision and action plan.

F. Action plan

In formulating an action plan, your group must assess the needs of your community. Since you can not solve all of the problems, your organization serves as the filter for these needs. Priorities are then set and programs designed and planned. Committees should have their overall plans approved by the Steering Committee to be sure they are in line with the priorities (goals) established. Evaluation of each program is important as it serves as the feedback, so you can then reassess the needs of the community.

In the alcohol and other drug problem, the environment is volatile and subject to change. Therefore, the organization must remain open and flexible to respond to changing conditions. A rigid, inflexible group can spend months spinning their wheels. At each Y in the road, or bend, or crossroads, it is necessary to use creative problem solving to address each new circumstance and consider the best solution for your community. We believe in you and your community, you can do it! (Mary Ann Ewert, author, manual on "How to Create a Community Task Force")

APPENDIX THREE

**PROGRAM: D.A.R.E.
(Drug Abuse Resistance Education)**

An Invitation to Project DARE: Drug Abuse Resistance Education

Bureau of
Justice
Assistance

PROGRAM BRIEF



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

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Office of the Director

Washington, D.C. 20531

I am pleased to present to you An Invitation to Project DARE: Drug Abuse Resistance Education. The DARE program provides law enforcement and teachers with an exciting approach for working together to prevent drug use among school children. DARE is a positive program through which uniformed police officers function as classroom instructors to deliver a 17 part curriculum to elementary and middle school students. This semester-long effort equips students with drug information, methods to enhance self-esteem, specific analytical and decision-making skills and the motivation to employ the skills learned.

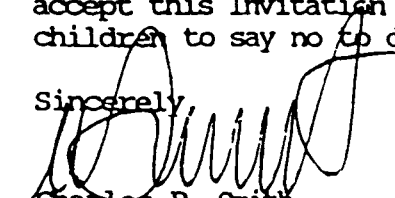
Through our efforts to aid state and local units of government in their fight against drug abuse, we have received many requests for assistance in developing programs to help our youth resist pressure to experiment with drugs. In response to these requests, the Bureau of Justice Assistance selected the DARE program for demonstration.

This program, which was originally developed and found to be very successful in Los Angeles, has been tested by the Bureau in a number of cities throughout the country. It has been greeted with enthusiasm both by law enforcement and school personnel. Locally and nationally funded evaluations have found positive results among students participating in the DARE program. Interest in the program has spread throughout the country, and representatives from over 300 police departments have received extensive training. A number of states are implementing DARE and DARE-like programs with funds available under the Justice Assistance Act.

The growing interest in DARE, the comprehensive nature of the program and the complexities inherent in joint action by social systems as different as enforcement and education, led the Bureau of Justice Assistance to conclude that a "blueprint" for the program was essential. This "Invitation" is the first step in offering that "blueprint" and will provide you with the information you need to decide whether your community is prepared to commit the time, energy and resources required to implement this program. A detailed implementation guide is available for those communities which decide to implement DARE.

DARE provides a unique opportunity for law enforcement and the schools to work together to reduce drug abuse. It also offers law enforcement an effective means for positive influence on the lives of our youth. I hope that you will accept this Invitation to Project DARE and accept the challenge of helping our children to say no to drugs.

Sincerely,



Charles P. Smith
Director

Preface

In response to the mounting national concern about the use of drugs by American youth, the Bureau of Justice Assistance has funded the development of this publication to inform law enforcement officers, educators, government officials, and other concerned citizens about Project DARE, an exciting approach to preventing substance use among school children.

Project DARE (Drug Abuse Resistance Education) is a substance use prevention education program designed to equip elementary school children with skills for resisting peer pressure to experiment with tobacco, drugs, and alcohol. This unique program, which was developed in 1983 as a cooperative effort by the Los Angeles Police Department and the Los Angeles Unified School District, uses uniformed law enforcement officers to teach a formal curriculum to students in a classroom setting. Project DARE gives special attention to fifth- and sixth-grades to prepare students for entry into junior high and high school, where they are most likely to encounter pressures to use drugs.

DARE lessons focus on four major areas:

- Providing accurate information about tobacco, alcohol, and drugs
- teaching students decision-making skills
- showing students how to resist peer pressure
- giving students ideas for alternatives to drug use

This innovative program has several noteworthy features:

- ***DARE targets elementary school children.*** Junior high and high school drug education programs have come too late to prevent drug use among youth in the past. Therefore, substantial numbers of young people have reported initiating use of alcohol, tobacco, and marijuana by junior high school.*
- ***DARE offers a highly structured, intensive curriculum developed by health education specialists.*** A basic precept of the DARE program is that elementary school children lack sufficient social skills to resist peer pressure and say no to drugs. DARE instructors do not use the scare tactics of traditional approaches

that focus on the dangers of drug use. Instead, the instructors work with children to raise their self-esteem, to teach them how to make decisions on their own, and to help them identify positive alternatives to tobacco, alcohol, and drug use. The curriculum addresses learning objectives in keeping with those of state departments of education and conforms with health education standards.

- ***DARE uses uniformed law enforcement officers to conduct the class.*** Uniformed officers as DARE instructors not only serve as role models for children at an impressionable age, but also have high credibility on the subject of drug use. Moreover, by relating to students in a role other than that of law enforcement, officers develop a rapport that promotes positive attitudes toward the police and greater respect for the law.
- ***DARE represents a long-term solution to a problem that has developed over many years.*** Many people believe that, over time, a change in public attitudes will reduce the demand for drugs. DARE seeks to promote that change. Equally important, DARE instructors help children develop mature decision-making capabilities that they can apply to a variety of situations as they grow up.

For those interested in learning how to bring this novel program to their community, the Bureau of Justice Assistance has also published *Implementing Project DARE: Drug Abuse Resistance Education*, an implementation manual which provides a step-by-step description of how to implement Project DARE as well as model forms and other materials.

The manual is available from:

Dorothy L. Everett
Bureau of Justice Assistance
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 272-4604

*L.D. Johnston, P.M. O'Malley, and J.G. Bachman, *Drug Use Among American High School Students, College Students, and Other Young Adults: National Trends Through 1985* (Rockville, Md.: National Institute on Drug Abuse, 1986).

Acknowledgments

Working with a program that generates the excitement and commitment that Project DARE does is a special privilege. We wish to thank the following individuals for their assistance with this document:

- Lieutenant Rodger Coombs, Los Angeles Police Department; Dr. Ruth Rich and Johanna Goldberg, Los Angeles Unified School District; Lieutenant Wayne Garrett, Virginia State Police Department; and John Gregrich, Bureau of Justice Assistance, who faithfully read and commented upon drafts and provided numerous supporting materials
- Our colleagues at the Education Development Center, Marc Posner, Vivian Guilfooy, and Debra Whitcomb, for meticulously reviewing the draft
- Michelle Toledo for patiently producing each version
- Our Program Manager, Dorothy Everett, for her careful oversight of our efforts.

Finally, we thank the Bureau of Justice Assistance for making it possible to inform more communities about Project DARE and its potential for arresting the demand for drugs.

An Invitation to Project Dare: Drug Abuse Resistance Education

America has a drug problem.

It is a problem that exacts an enormous toll in human suffering, in the expenditure of public monies, and, more importantly, in the enormous waste of human potential.

It is a festering problem whose solution has so far eluded us.

Despite urgent warnings from parents, educators, and the mass media, many of our nation's young people experiment with and use a variety of harmful substances, including tobacco, drugs, and alcohol.¹ An annual survey of high school seniors conducted for the National Institute on Drug Abuse found that, in 1985, only 8 percent of students had never used alcohol, and only 31 percent had never smoked cigarettes. Over two thirds of those seniors reported use of at least one illicit substance, with over one half (54%) having used marijuana.² Children as young as age 9 report that marijuana is "easy to get."³

Until recently, law enforcement strategies have focused on the supply side of the drug problem, with millions of dollars spent each year to control the distribution and sale of illicit drugs. Despite the confiscation of tons of narcotics, and despite thousands of arrests, the drug trade continues to flourish.

Law enforcement experts now recognize that the problem of substance use must be addressed by stemming demand, especially among young people who might become tomorrow's drug users. A recent report issued by the Commission on Organized Crime concludes that the only way to significantly reduce the drug problem in the United States is through eliminating the demand for drugs.⁴

School children must be educated to recognize the dangers of drug use and to resist both the subtle and the direct pressures on them to experiment with and use drugs.

Arresting Demand: The Development of Project DARE

In 1983, Chief Daryl Gates of the Los Angeles Police Department (LAPD) recognized that, to prevent substance use among children, he would need the cooperation of the Los Angeles Unified School District (LAUSD).

Under Chief Gate's direction, the LAPD collaborated with Dr. Harry Handler, Superintendent of LAUSD, to launch a drug use prevention education program that employs law enforcement officers in elementary classrooms as regular instructors.

A review of existing substance use curricula by Dr. Ruth Rich, a health education specialist from LAUSD, showed that lessons concentrating on techniques for resisting peer pressure, on self-management skills (decision making, values clarification, and problem solving), and on alternatives to drug use appeared to have the greatest degree of success.⁵ These methods were incorporated into the DARE curriculum, challenging students to consider the consequences of their actions and involving them in classroom exercises that gave them the opportunity to practice what they had learned.⁶

During Project DARE's first year, 1983-84, ten officers taught the new curriculum to more than 8,000 students in 50 Los Angeles elementary schools. Subsequently, the DARE program, which originally targeted senior-level elementary students (fifth- or sixth-grades), was expanded to include a junior high curriculum and lessons for grades K-4. By 1986, the program had grown to reach all 345 elementary and 58 junior high schools in the city.

Based on this success, Chief Gates invited other jurisdictions to send officers to Los Angeles for 80 hours of intensive DARE training. Officers from 33 states representing 398 agencies have now learned how to bring the DARE curriculum to the children in their communities. Because the growing demand for DARE training exceeds the LAPD's capacity, the Bureau of Justice Assistance plans to fund the establishment of up to three DARE regional training centers in 1988.

The excitement about Project DARE continues to grow. In October 1986, the Bureau of Justice Assistance awarded grants to seven jurisdictions for planning and organizing DARE implementation. The Department of Defense plans to establish DARE in all of its schools for military dependents. New Zealand plans to implement DARE in association with its law-related education program. Other countries, including England and Australia, are investigating the introduction of Project DARE in their schools as well.

There are now a Spanish version and a Braille translation of the student workbook used in the classroom. Efforts are under way to develop strategies for teaching DARE to hearing-impaired and other special needs students.

use has generated many approaches to prevention education. School systems must choose among many curricula and allocate their limited resources effectively. Other educators or health specialists may be committed to another approach and may not recognize how DARE can fit into the total health education program. To meet these legitimate concerns, proponents of competing programs should be invited to participate in the planning process. In Massachusetts, for example, where a strong consensus for teacher-led instruction had emerged, DARE came to be viewed as one component of a comprehensive, multicurriculum health education strategy.

- ***How can Project DARE fit into an already full classroom schedule?*** Schools are concerned that the teaching of basic skills may be neglected as the demands increase to address other topics of social concern. The DARE curriculum, which was developed by health education specialists, is multifaceted, emphasizing basic skills that students must learn to make reasoned choices for good health. Moreover, DARE incorporates the application of language arts into many of its lessons. Some programs have identified ways in which the DARE curriculum meets learning objectives established by the State Department of Education.
- ***Can the law enforcement department afford to reassign officers to classroom duty?*** Each veteran officer on patrol is important in the fight against crime. Administrators, therefore, need to decide whether assigning an officer to Project DARE is worth the cost of a reduced presence on the street. Law enforcement administrators in nearly 400 jurisdictions, having recognized the limitations of past approaches to our nation's drug problems, have determined that it is.

One officer instructor can serve as many as ten elementary schools or up to 40 classes per year. Consequently, small law enforcement departments, which may have special concerns about the time required for DARE implementation, will find that an officer can work part-time as a DARE instructor with the balance of the officer's time being devoted to other departmental activities.

Written Agreement

Implementation of DARE requires a partnership between law enforcement and education systems. A written agreement between law enforcement and school officials demonstrates each agency's commitment to Project DARE and defines their respective roles. This agreement generally includes:

- A statement of their mutual commitment to implement DARE as a strategy to prevent substance use among children
- The law enforcement role: to assign in a non-law enforcement role qualified officers who will teach the DARE curriculum in the schools
- The school role: to provide classroom time for lessons, coordinate scheduling, and encourage teachers to support and reinforce classroom activities
- Program scope: the grade(s) to be targeted and the number of schools and students to be reached
- Specification of the agency responsible for providing such resources as student workbooks and films
- Specification of the agency responsible for program oversight
- Procedures for regular communication between the two agencies

Officer Selection

The high quality of the officer instructors is the keystone of the DARE program. Officers must volunteer for the program on the basis of a solid commitment to preventing substance use among young people and must have a clean record, a minimum of two years street experience, maturity, and good communication and organizational skills.

The officers should be from the local community, where they will be seen and recognized by students. However, when communities are small or do not have resources to assign a local officer, state police or sheriffs' deputies can teach the program. As noted above, this commitment may be part-time.

The selection process generally involves posting of the position, preliminary screening, and a formal interview by a review panel that can include both police and school personnel. During these interviews, DARE candidates frequently reveal skills and experience that have lain dormant, yet qualify them for this unique challenge. School panelists have often commented on how instructive participation in officer selection has been in eliminating their misconceptions about police capabilities.

Officer Training

Training for DARE officers consists of an intensive two-week (80-hour) seminar jointly presented by law enforcement and education agencies. Several states now offer DARE officer training, using a format

explain their respective roles, and identify ways they can cooperate in effectively communicating DARE's objectives to the students.

Classroom teachers are expected to stay in the classroom during the DARE instruction. Because they know the students well, teachers can share with the officers ways to handle classroom behavior. Frequently they assist with organizing role-play exercises, seeing that students complete their homework, or providing lessons during the week to reinforce the DARE officer's teaching. To encourage such involvement, the curriculum contains extended activities that teachers may choose to introduce.

Parent Education Evening

The cooperation and understanding of parents are essential to any substance use prevention effort. During the semester, parents are invited to an evening session at which the DARE officer explains the DARE program, describes ways to improve family communications and to recognize and respond to symptoms of substance use in their children, and provides information about available counseling resources. Some communities report that enthusiastic parents have organized follow-up informational drug prevention activities as a result of these DARE officer-led parent education evenings.

Community Presentations

Police, educators, and others committed to the success of this effort need to ensure that the program is visible and widely accepted. Meeting with groups representing all segments of the community, including parents and civic groups, community-based organizations, housing projects, and local businesses, promotes the level of community understanding and support that is essential for DARE's successful implementation.

Community support may also help to ensure program continuity if a scarcity of resources threatens to interrupt program activities. Community service organizations frequently supplement program resources by paying for student workbooks or by providing student T-shirts, bumper stickers, or other promotional materials that demonstrate the community's commitment to substance use prevention. This kind of support reinforces for students the importance of saying no to drugs.

DARE Enrichment Activities

DARE's developers have created several activities to supplement the core curriculum for grades 5 or 6.

• K-4 Visitation Lessons

Typically, an officer can teach up to four fifth- or sixth-grade classes per day. As time permits, the officer can visit each of the lower grades to introduce the students to the DARE concept. A K-4 curriculum is available for this purpose. The lessons, each 15-20 minutes long, cover such topics as personal safety, obeying of laws, and helpful and harmful uses of medicines and drugs.

• Junior High Curriculum

A ten-session junior high curriculum, which targets grade 7, has been developed to reinforce the lessons of the elementary level curriculum. To accommodate an already crowded classroom schedule, these sessions are usually taught during the health education block of instruction. In Los Angeles, DARE officers also visit grades 8 and 9. They use timely events—such as the death of Len Bias—to discuss drugs and their impact and to review critical-thinking and decision-making skills. The DARE officer assigned to the junior high school works closely with the school counseling staff on a variety of activities. These include not only formal classroom teaching, but also taking part in individual and group discussions with students considered "at risk," supervising sports or drill teams, and organizing contests and special assemblies.

• Modified Curriculum

Communities do not always have the resources to establish DARE in every elementary school. To respond to requests for a DARE education program in private and parochial schools not receiving the full curriculum, Los Angeles has developed an abbreviated program. This program includes a morning assembly for groups of students from grades 5 to 8, with follow-up visits to individual classrooms after lunch (reaching students at all these grade levels may require several days). Parent evenings are offered to these schools as well.

What Are The Costs and Who Will Pay?

Personnel

- *One full-time law enforcement officer for every ten elementary schools.* The cost of reassigning a law enforcement officer is generally borne by the law enforcement agency. In some communities, the school department pays the officer's salary or shares the cost with the law enforcement agency.
- *Program coordinator.* Unless a program is very large, the coordinator generally holds another position, such as school health education coordinator or police community relations officer.

Appendix A

Sources of Further Information

Bureau of Justice Assistance/ DARE Program Manager

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Detective Robert Tinker
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Sergeant Mary Tumlin
Project DARE
Huntsville Police Department
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Huntsville, AL 35801
(205) 532-7254

Appendix C

DARE Lessons

The DARE curriculum is organized into seventeen classroom sessions conducted by the police officer, coupled with suggested activities taught by the regular classroom teacher. A wide range of teaching activities are used—question-and-answer, group discussion, role-play, and workbook exercises, all designed to encourage student participation and response.

The following brief summaries of each lesson capture the scope of the DARE curriculum and show the care taken in its preparation. All of these lessons were pilot tested and revised before widespread use began.

1. *Practices for Personal Safety.* The DARE officer reviews common safety practices to protect students from harm at home, on the way to and from school, and in the neighborhood.
2. *Drug Use and Misuse.* Students learn the harmful effects of drugs if they are misused as depicted in the film, *Drugs and Your Amazing Mind*.
3. *Consequences.* The focus is on the consequences of using and not using alcohol and marijuana. If students are aware of those consequences, they can make better informed decisions regarding their own behavior.
4. *Resisting Pressures to Use Drugs.* The DARE officer explains different types of pressure—ranging from friendly persuasion and teasing to threats—that friends and others can exert on students to try tobacco, alcohol, or drugs.
5. *Resistance Techniques: Ways to Say No.* Students rehearse the many ways of refusing offers to try tobacco, alcohol, or drugs—simply saying no and repeating it as often as necessary; changing the subject; walking away or ignoring the person. They learn that they can avoid situations in which they might be subjected to such pressures and can “hang around” with non-users.
6. *Building Self-Esteem.* Poor self-esteem is one of the factors associated with drug misuse. How students feel about themselves results from positive and negative feelings and experiences. In this session students learn about their own positive qualities and how to compliment other students.
7. *Assertiveness: A Response Style.* Students have certain rights—to be themselves, to say what they think, to say no to offers of drugs. The session teaches them to assert those rights confidently and without interfering with others’ rights.
8. *Managing Stress Without Taking Drugs.* Students learn to recognize sources of stress in their lives and techniques for avoiding or relieving stress, including exercise, deep breathing, and talking to others. They learn that using drugs or alcohol to relieve stress causes new problems.
9. *Media Influences on Drug Use.* The DARE officer reviews strategies used in the media to encourage tobacco and alcohol use, including testimonials from celebrities and social pressure.
10. *Decision-Making and Risk-Taking.* Students learn the difference between bad risks and responsible risks, how to recognize the choices they have, and how to make a decision that promotes their self-interests.
11. *Alternatives to Drug Abuse.* Students learn that to have fun, to be accepted by peers, or to deal with feelings of anger or hurt, there are a number of alternatives to using drugs and alcohol.
12. *Role Modeling.* A high school student selected by the DARE officer visits the class, providing students with a positive role model. Students learn that drug users are in the minority.
13. *Forming a Support System.* Students learn that they need to develop positive relationships with many different people to form a support system.
14. *Ways to Deal with Pressures from Gangs.* Students discuss the kinds of pressures they may encounter from gang members and evaluate the consequences of the choices available to them.
15. *Project DARE Summary.* Students summarize and assess what they have learned.
16. *Taking a Stand.* Students compose and read aloud essays on how they can respond when they are pressured to use drugs and alcohol. The essay represents each student’s “DARE pledge.”
17. *Culmination.* In a schoolwide assembly planned in concert with school administrators, all students who have participated in Project DARE receive certificates of achievement.

Endnotes

1. R.H. Coombs, F.I. Fawzy, and B.E. Gerber, "Patterns of Cigarette, Alcohol, and Other Drug Use Among Children and Adolescents: A Longitudinal Study," *International Journal of the Addictions* 21 (1986): 897-913.
2. L.D. Johnston, P.M. O'Malley, and J.G. Bachman, *Drug Use Among American High School Students, College Students, and Other Young Adults: National Trends through 1985* (Rockville, Maryland: NIDA, 1986).
3. *Education USA*, May 25, 1987, p. 298.
4. *Richmond Times-Dispatch*, March 4, 1986.
5. A.J. Battjes, "Prevention of Adolescent Drug Use," *International Journal of the Addictions* 20 (1985): 1113-1141; J.M. Polich, P.L. Ellickson, P. Reuter, and J.P. Kahan, *Strategies for Controlling Adolescent Drug Use* (Santa Monica, Calif.: Rand, 1984).
6. Project DARE's core curriculum for fifth- and sixth-grade students was adapted by Dr. Ruth Rich, a health education specialist with the Los Angeles Unified School District, from a curriculum for Project SMART (Self-Management and Resistance Training), a prevention curriculum designed by the Health Behavior Research Institute of the University of Southern California, with funding from the National Institute on Drug Abuse.
7. See also W. DeJong, "Project DARE: Teaching Kids to Say No to Drugs and Alcohol," *NIJ Reports*, March 1986, pp. 2-5.
8. There are three evaluation reports prepared by the Evaluation Training Institute in Los Angeles and written by G.F. Nyre: (1) *An Evaluation of Project DARE* (1984), (2) *Final Evaluation Report, 1984-1985: Project DARE* (1985), and (3) *DARE Evaluation Report, 1985-1986: Project DARE* (1986).
9. Nyre, *DARE Evaluation Report* (1986).
10. W. DeJong, "A Short-term Evaluation of Project DARE (Drug Abuse Resistance Education): Preliminary Indications of Effectiveness," *Journal of Drug Education* (in press).
11. See also W. DeJong, *Arresting the Demand for Drugs: Police and School Partnerships to Prevent Drug Abuse* (Washington, D.C.: National Institute of Justice, 1987).