

Wichita Police Department



J.U.D.G.E. Coalition

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Abstract

The J.U.D.G.E. Coalition was established to address the issues of juvenile underage drinking. The program fosters problem solving through coactive partnerships between the community and the police.

Scanning

The problem addressed through this POP Project is one of juvenile underage drinking. The project was selected by the officers and supervisors of Patrol West for two reasons:

1. Officers noticed a substantial escalation in party calls involving alcohol and juveniles and an increase in juvenile DUI arrests.
2. Complaints from the community concerning the associate crimes of loud music, parking problems, and vandalism increased.

Analysis

The use of alcohol by minors is both harmful to the individual and the community. The risk to the public from intoxicated drivers is substantial, and the variety of crimes associated with juvenile parties and alcohol have negative impact on the quality of life in our neighborhoods.

Analysis of the problem included a review of crime analysis information concerning police response to party calls, and the subsequent reports of crimes in the surrounding areas, particularly those nuisance crimes such as vandalism and loud music. Project coordinators spoke with the officers on the beats, School Resource officers, Community Policing Beat Coordinators, and the community at the neighborhood association meetings to verify the severity of the problem.

Wichita Police Department J1D.GI. Coalition

Abstract (page z)

Response

The goal of J.U.D.G.E. is the reduction of alcohol use by individuals under the age of 21. A secondary goal was sharing the SARA problem solving model with the community, and encouraging them to apply the model to community issues.

The community response to juvenile alcohol use incorporated a multifaceted approach focusing on the education of teens, parents, liquor retailers, and educators, an intensive media campaign, and aggressive enforcement of liquor laws. An unanticipated difficulty was maintaining enthusiasm for J.U.D.G.E. when the initial statistics reflected increases in juvenile alcohol and DUI arrests.

Assessment

Through J.U.D.G.E., we were able to develop crucial relationships with the community, bringing together such unlikely allies as victim services and the liquor industry to address a substantial community issue. We have been able to significantly slow the growth of calls to juvenile parties involving alcohol, and reduce the potential for harm to our teens and the community.

The success of the program has been measured by statistical reductions in calls to teen parties, a slowed growth rate in juvenile DUI arrests, our ability to bring juvenile drinking to the forefront of the community's agenda, and by the strength of the community's involvement in the J.U.D.G.E. coalition.

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WICHITA POLICE DEPARTMENT J.U.D.G.E. PROJECT

Juvenile, Underage, Drinking, Group, Education/Enforcement

INTRODUCTION

The Wichita Police Department began its transition to problem oriented policing in early 1996. Our approach has been to integrate a problem solving philosophy with fundamental policing concepts, and develop crucial relationships with the community. As a result of the philosophical evolution, we've seen firsthand the change in community attitudes toward the police, and conversely, the officer's attitudes toward the community. Officers are once again focused on serving the community, not as one cop standing on the thin blue line, fighting crime, but in a problem-solving partnership with the community. The J.U.D.G.E. Coalition is an example of a project developed by line officers and supervisors to address a community issue, juvenile underage drinking. Since the Wichita Police Department's move to community policing, our officers have received substantial training in problem solving methods, specifically the SARA model. The J.U.D.G.E. Program is an example of a problem solving approach to a community issue and the effectiveness of coactive partnerships between the police and the community.

SCANNING

From a social perspective, drinking by minors¹ has been overlooked by both the police and the community. The police have historically taken an informal approach when handling loud party calls involving young people and alcohol. Nowhere was this more obvious than in the middle to upper middle-class neighborhoods that dominate the City's West Side, where the use

¹ In Kansas, individuals must be 21 or older to purchase or possess beer or liquor.

of alcohol was accepted, if not encouraged, as a rite of passage. However, in recent years, the social aversion to alcohol abuse has dramatically increased, causing many police departments and communities to reevaluate their approach to alcohol use by minors. Officers in Patrol West began to notice significant increases in the number of party calls involving young people and alcohol. The issue came to the forefront of public attention in 1997 after a high school student was left permanently brain damaged and physically impaired after a fight during a party involving young people and alcohol.

ANALYSIS

During 1995, the Patrol West Bureau² responded to ninety (90) loud party calls (See Chart #1). In 1996, the number of loud party calls requiring a police response rose to two hundred and fifty-four (254), an increase of one hundred and eighty-two percent (182%). Between 1996 and 1997, dispatched calls to large parties involving juveniles and alcohol in the Patrol West Bureau rose thirty-nine percent (39%). The sharp increase in reported incidents, from 254 to 354 during that time frame brought the issue simultaneously to the attention of the community and the police.

The "loud party" calls were just the tip of the iceberg. Aside from the obvious dangers of physical confrontations and drunk driving, these parties often generate complaints of loud music, parking, littering, vandalism, and tagging.

A review of Departmental statistics for calendar year 1997-1998 (See Chart #2) revealed a ten percent (10.0%) increase in the number of liquor related arrests involving juveniles under

² The Patrol West Bureau encompasses 48.55 square miles and serves over 94,000 citizens in predominantly white, middle-class neighborhoods. In 1998, Patrol West handled over 50,000 calls for service, up approximately 7% from the previous year. The Bureau is divided into nine geographical beats based on call load. Each beat is the responsibility of a Community Policing Beat Coordinator, the beat officers, and the SCAT teams.

the age of 21 and almost a fourteen percent (13.8%) increase in DUI arrests for the same age group. Projected figures for 1999 indicate an increase over 1998 in liquor-related arrests of approximately thirteen percent (12.5%) and an increase in DUI arrests of one percent (.98%) for juveniles under the age of 21.

RESPONSE

The increase in police contacts in which juveniles were arrested for alcohol related crimes are highlighted by the statistical information. Our community policing philosophy and extensive training in problem solving highlighted the futility of simply enforcing existing laws. A practical, workable solution would require coactive partnerships between the community and the police.

In November 1997, officers and supervisors from Patrol West organized a meeting at Northwest High School (one of three high schools within the Bureau) involving representatives from law enforcement and the courts, public and private education, regional prevention, victim support groups, local businesses and corporations, and even the liquor industry, to discuss the issues surrounding juvenile parties and alcohol. The group agreed that the problems created by these parties, which provided a vehicle for the acquisition and consumption of alcohol by minors, were significant and posed a severe threat to the safety of our community, particularly our young people.

The coalition of community partners selected the acronym J.U.D.G.E., for Juvenile Underage Drinking Group Education/Enforcement, and began a program of systemic education and enforcement designed to reduce alcohol abuse among young people. The holistic approach

was designed to bring a combination of problem solving skills, education, and traditional enforcement efforts to bear on the issue.

The coalition divided into subgroups (education/prevention, media/support, finance/planning, and enforcement) to address individual topics. Each subcommittee worked to establish its own plan of action using the SARA model of problem solving, mirroring the approach of the J.U.D.G.E. Program as a whole. Our goal was to share our training in problem solving with the community, and encourage them to apply the model to community issues. Each coalition subgroup included one police officer, to serve as a liaison to the Department and facilitate our commitment to the community policing philosophy.

The education/prevention subgroup designed an informational brochure which could be distributed during PTA meetings, family parenting fairs, driver's education classes, and at shopping malls, churches and a variety of community events. (Attachment #1) The committee also designed door hangers to be used in conjunction with enforcement efforts. The door hangers are used to notify neighborhood residents when police respond to a juvenile party involving the illegal use of alcohol. (Attachment #2) In the absence of face to face contact, the door hangers provide residents with the address of the party and a hot-line³ number should they have additional questions. Funding for the brochures and door hangers was provided by donations from local businesses involved in the coalition and through the Neighborhood Community Fund.

School Resource Officers (SRO's) at local high schools were an integral part of the education program from the onset, providing J.U.D.G.E. presentations and handing out educational brochures to students and parents at a variety of school-related functions. Topics

³ A phone number at Patrol West was provided on the brochures and door hangers encouraging people to call if they observed a large party involving juveniles and alcohol, or if they became aware of flyers advertising a party.

included peer pressure, binge drinking, DUI laws, and health concerns associated with teenage alcohol use.

Stepping outside their normal realm of responsibility, these officers also offered their services to students and their parents at private and Catholic High schools in Patrol West and the surrounding areas. SRO' s distributed the educational brochures with the school's student mailings, and made J.U.D.G.E. presentations a regular part of their freshman orientation, which is required for all freshmen students and their parents.

The education/prevention subgroup designed a Parent/Teen Contract, thorough which parents and their teens would sit down together to discuss alcohol use and establish ground rules. (Attachment #3) The contract affords parents the opportunity to talk one on one with their teens and discuss school activities, driving privileges, alcohol and other issues. The contracts have been distributed at schools and school-related functions, community events, and neighborhood association meetings.

Our association with the DUI Victim Center of Kansas afforded us the opportunity to incorporate a series of presentations from the DUI Victim Panels at local high schools. The DUI Victim panels include 3 to 5 victims of DUI related crashes who speak briefly to the students about the effects a drunk driver had on their lives and the lives of their family. There is no exchange between the victims and the audience during the presentation, but questions are encouraged at the conclusion of the panel.

The enforcement subgroup worked to establish close ties between the officers, community, courts and the media. They recommended officers initially take a "zero tolerance" approach to underage drinking, possession of alcohol, and purchasing of alcohol by adults for minors. The Juvenile Courts agreed to prosecute cases involving possession of alcohol by

minors when the arrests were the result of large drinking parties. Municipal Court agreed to take a hard line on adults arrested for purchasing liquor for minors. Officers from several local jurisdictions and Alcohol Beverage Control (ABC) cooperated on a variety of education and enforcement efforts, including a retail intervention program in local liquor stores. Under retail intervention, officers posed as clerks in liquor stores in an effort to apprehend juveniles using false identification, and adults purchasing liquor for minors.

Prior to the first retail intervention enforcement effort, the local media publicized the event. The initial effort resulted in fourteen (14) arrests for minors attempting to purchase liquor or adults for providing liquor to minors, and the confiscation of six (6) fake identification cards. The second intervention resulted in fifty-two (52) arrests, and the seizure of eight (8) fake identification cards, a large quantity of liquor bound for teen parties, and the identification of two suspects engaged in the manufacture of false identification cards and driver's licenses. Local television stations rode with the officers during this effort, and used the film footage as their lead story.

Following the retail intervention, the media/support subgroup mounted an aggressive campaign to warn and educate juveniles attempting to purchase liquor through the use of a unique warning poster developed in conjunction with BOEING Wichita. (Attachment #4) The "CAN I SEE SOME I.D.?" posters depicting an individual standing behind a counter at a liquor store, dressed in jeans and a shirt on half the picture but dressed as a Wichita Police Officer on the other half were placed in retail liquor establishments. The caption reads, "You just never know who's asking".

The media/support subgroup continually promoted the J.U.D.G.E. program and specific enforcement efforts through the local media, including television, newspaper, and radio. Reporter

and camera crews were encouraged to ride with officers responding to party calls, and the media was included in the retail intervention activities. The coalition believed educating the public, particularly young people, was a key component in a successful prevention program. The media/support subcommittee co-sponsored a parenting fair with the local media at Towne West Mall, where J.U.D.G.E. volunteers distributed informational brochures. During the fair officers visited with teens and their parents and encouraged them to participate in "DUEYES⁴" goggle demonstrations, which included taking part in Standard Field Sobriety Testing while wearing the goggles.

As an additional tool for enforcement, the J.U.D.G.E. coalition adopted a policy of contacting parents of those individuals under the age of 18 who had been in attendance at parties where alcohol was being served to minors. J.U.D.G.E. volunteers, comprised primarily of parents of high school aged kids, began making courtesy calls to parents to let them know the police responded to a party where alcohol was being served to juveniles. The calls were intended to provide parents with information for their consideration, heighten their awareness of alcohol accessibility to teens, and inform them of the J.U.D.G.E. Coalition.

Retail Education Workshops were developed with the assistance of Alcohol Beverage Control and the Wichita Area Retail Liquor Distributors Association (WARLDA). The workshops were given free of charge to alcohol retailers, including clerks, servers, and bartenders to provide them with information concerning local liquor laws, licensing requirements, and spotting false identification. As a result of the positive contact during the workshops, WARLDA joined the J.U.D.G.E. coalition.

* DUEYES are a set of goggles, which simulate alcohol impairment at the .08 legal limit for the State of Kansas.

ASSESSMENT

The success of any program aimed at preventing crime is difficult to measure. In the case of the J.U.D.G.E. Project, the success of the program is measured in the degree of participation by the community and our ability to bring the issue of juvenile alcohol abuse to the forefront of the public's attention. We believe both were accomplished by the active participation of coalition members and the extensive, ongoing media attention generated by the program.

Because of the substantial publicity about the J.U.D.G.E. Program, we expected the increase in the calls concerning juvenile parties, and a correlating rise in the number of arrests for alcohol related offenses among minors. Statistics show this is exactly what occurred. Following an initial period of increases, the statistics indicate a reduction in the rapid growth in party calls, and a flattening of the DUI arrests for people under the age of 21.

Statistics for party calls increased 39% between 1996 and 1997. During that same time all calls for service increased only 5%. From 1997 to 1998 the number of party calls increased 10%, while at the same time all calls for service rose 7%. (See Chart #3) Between 1996 and 1998 the population served by the officers of Patrol West rose from 89,811 to 94,052. (See Chart #4)

Based on the increase in the size of the Bureau, both in population and geographic area, and the diminished growth rate of the calls to juvenile parties, we believe the J.U.D.G.E. Program has been moderately successful in slowing the growth rate of parties which involve juvenile underage drinking. As the program continues, we expect to see larger decreases in the numbers of parties involving minors and alcohol. In terms of bringing the problem of juvenile underage drinking to the forefront of public attention and the partnerships developed between the

police and the community through the program, we believe J.U.D.G.E. has been extraordinarily successful.

CONCLUSION

The results of our J.U.D.G.E. pop project have exceeded our expectations to date. The response from the community has been outstanding, and through J.U.D.G.E., we have been able to develop crucial relationships with the community, bringing together such unlikely allies as victim services and the liquor industry to address a substantial community issue. We have also been afforded an opportunity to share the SARA problem solving model with the community, and encouraged them to apply the model to community issues. We are working to expand the project city-wide, and are sharing the program with outside agencies across the U.S.

Most importantly, we been able to effectively reduce the scope of the juvenile/alcohol problem and reduce the potential for harm to our teens and the community.

Charts

Party Calls

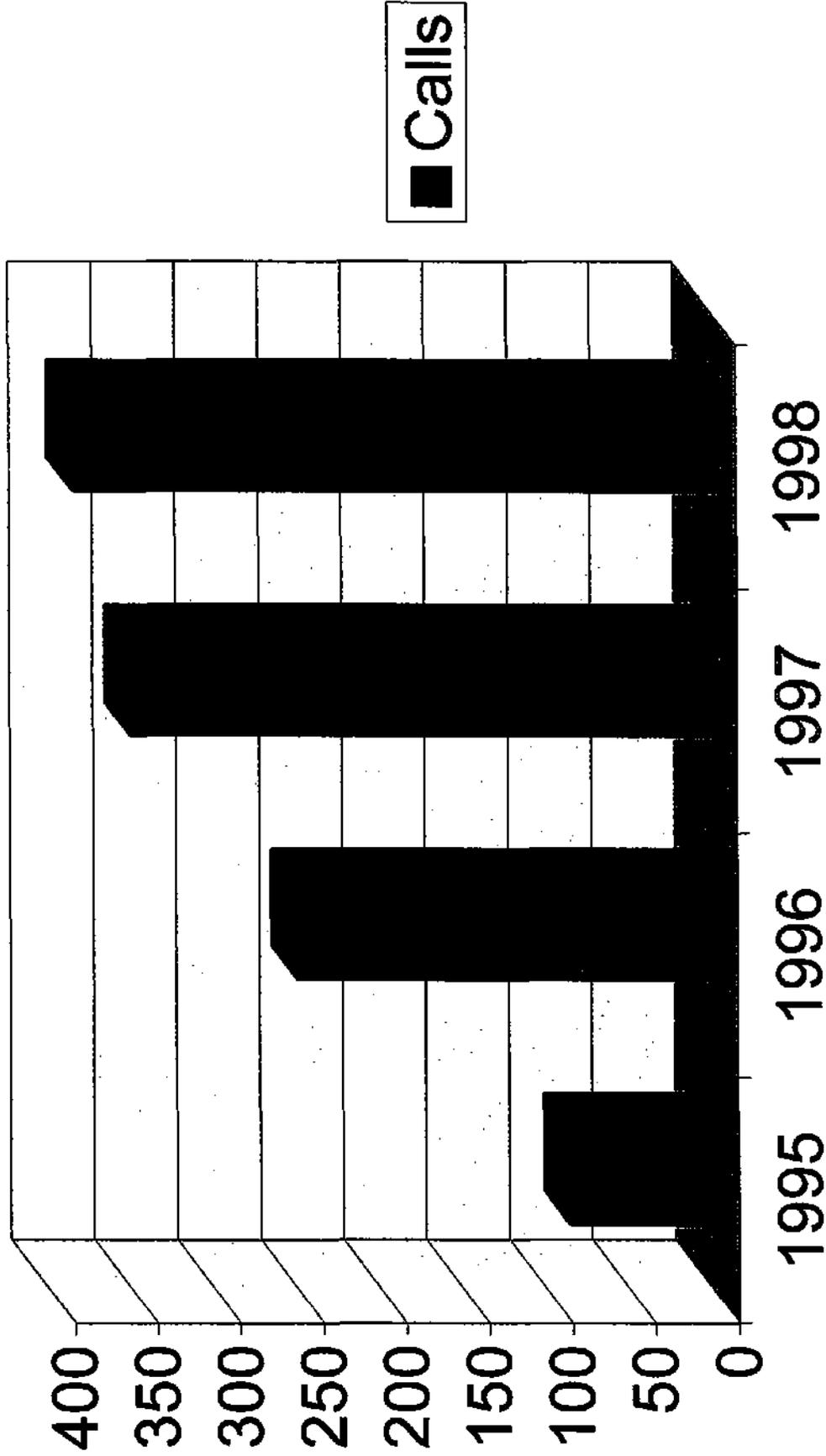


Chart 1

Juvenile Arrests

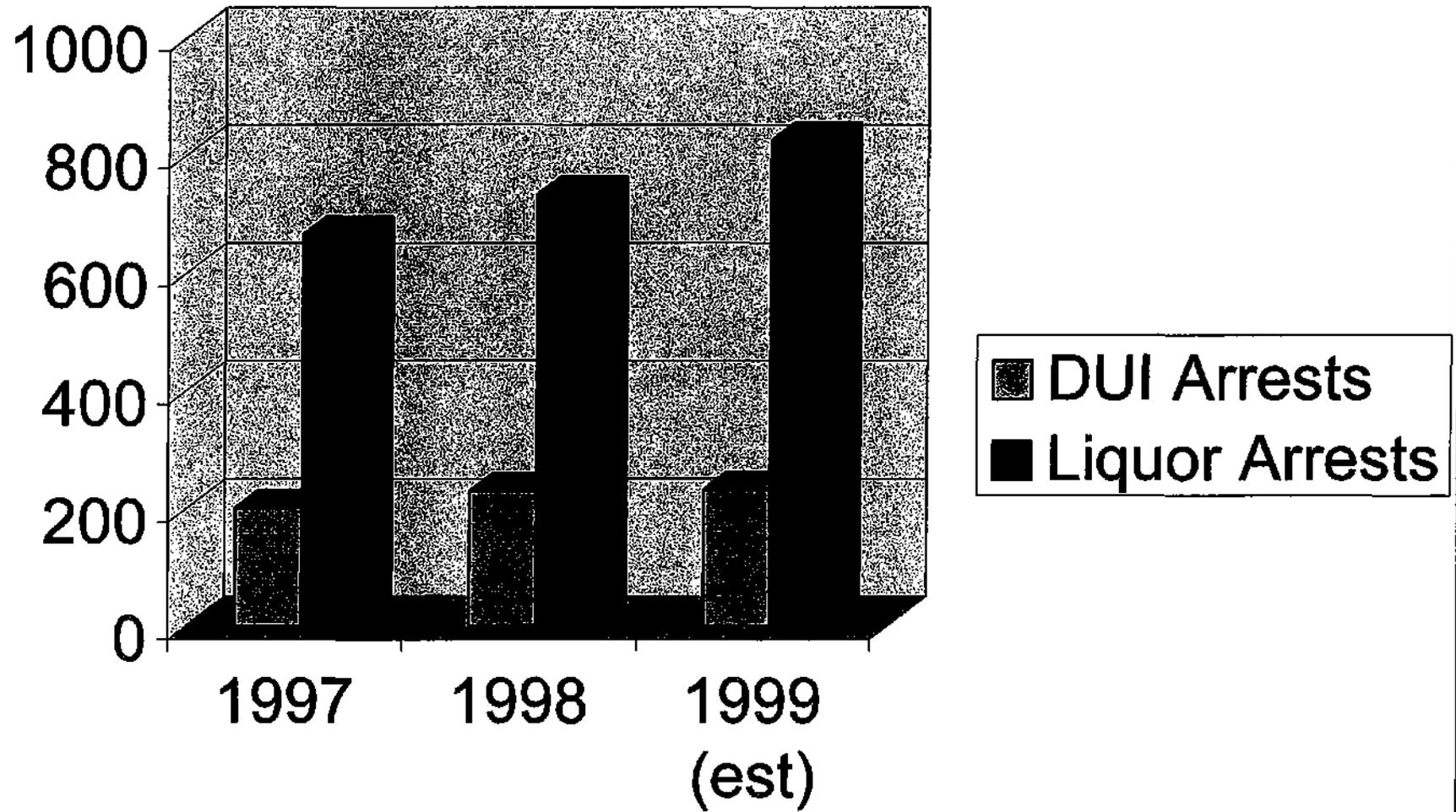


Chart 2

Overall Growth In Party Calls

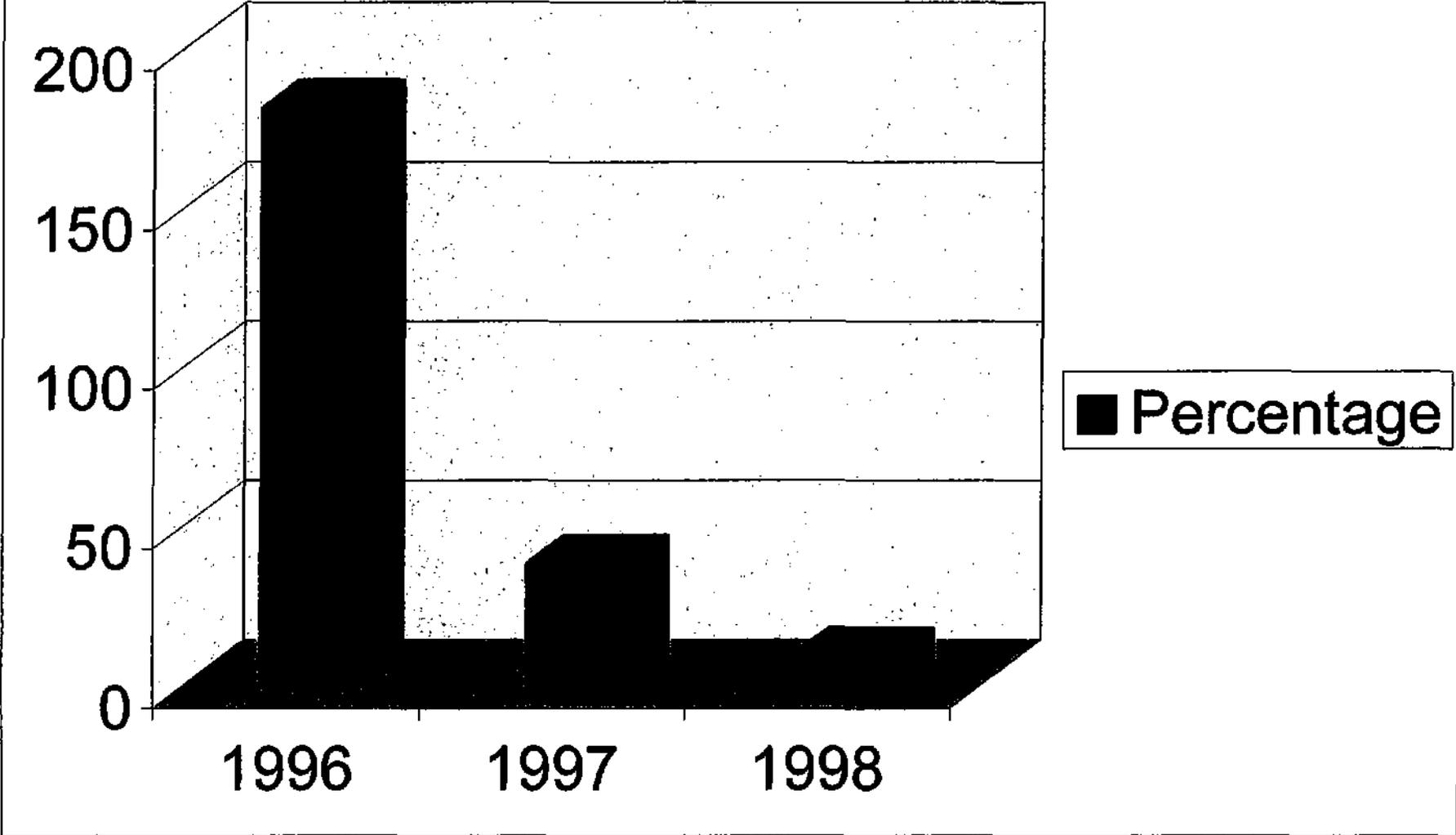


Chart 3

**Wichita Police Department
J.U.D.G.E.
Patrol West Population vs. Liquor Law 18-20, 10-17
1995 - 1998**

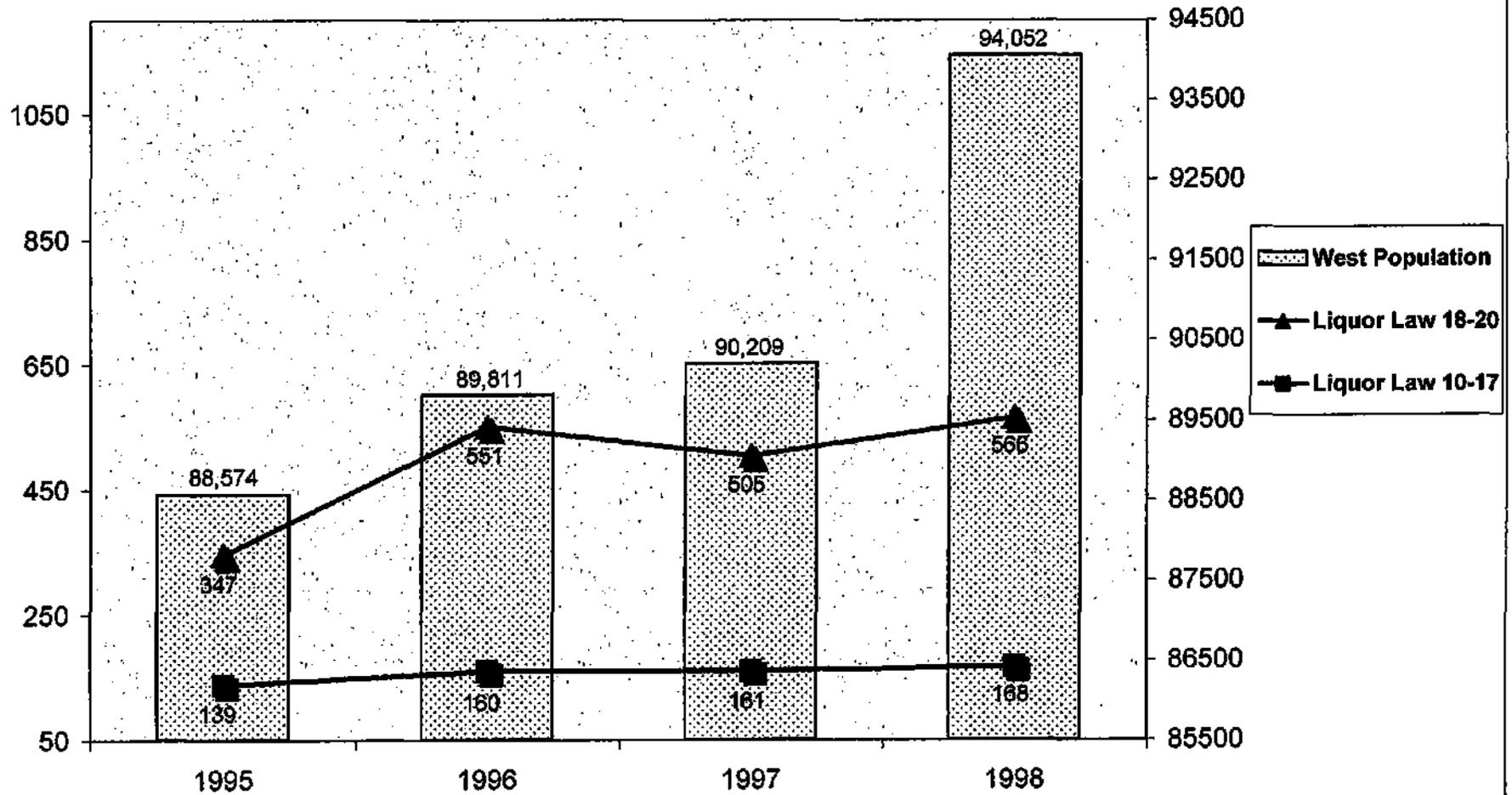


Chart 4

Attachments

Underage Drinking and Parties

Parties where our youth freely consume alcohol and other drugs are increasing within our community. These parties begin as fun but can end in tragedy. We can not continue to say that "it won't happen to our children or in our community". Tragedy in one form or another, associated with underage drinking, will touch our lives sooner than anyone would want. Nine out of ten teens will experiment with alcohol or another type of drug by the time they graduate from high school. This pamphlet is intended to educate our community (youth, parents, and neighbors) to the complex issues surrounding underage drinking and the parties our young people attend where alcohol is present.

Consequences for our youth:

There are serious consequences when our youth experiment with alcohol. The most tragic occurs when they get behind the wheel after drinking. According to the National Highway Traffic Safety Administration, persons between the ages of 15 and 20 account for 14.9 percent of all driver fatalities. In 1996, 2,315 youth died in alcohol-related crashes. Other consequences associated with underage drinking are crimes of violence, vandalism, rape, pregnancy, and sexually transmitted diseases.

Did You Know?

- **Use of alcohol is associated with the leading causes of death and injury among teenagers and young adults**
- **Alcohol is implicated in almost two thirds of the sexual assault and date rape cases among teens and college students**
- **Junior and Senior High students drink 35 % of all wine coolers sold in the U.S and consume 1.1 billion cans of beer annually**
- **31.9% of youth under the age of 18 in juvenile institutions were under the influence of alcohol at the time of arrest**
- **First use of alcohol usually begins at the age of 13**
- **Rapid ingestion of alcohol 'binge drinking', can cause breathing difficulties and death**
- **87% of high school seniors have used alcohol**
- **Approximately 2/3 of teenagers who drink buy their own alcohol**

Parents/Adults

Know your legal implications!

As parents and adults, you could be subject to criminal charges and may be liable for monetary damages (both actual and punitive) in a civil lawsuit when drugs and alcohol are used on your property by minors.

Two relevant City of Wichita and Kansas Criminal Statutes, [K.S.A. 21-3610 City Ord.4.04.025(a) and K.S.A. 21-3610(A), City Ord. 4.04.025(c)] deal with the furnishing of alcohol to minors "directly or indirectly" *Ya class B person misdemeanor with a fine of no less than \$200.*)

No person under 21 shall possess, consume, obtain, purchase, attempt to obtain, or attempt to purchase alcoholic liquor or cereal malt beverage. If any of the above occur you are in violation K.S.A. 41-727 and City Ord. 4.04.025(e) *(a class C misdemeanor with a minimum fine \$100)*

Additionally, the court has the discretion to order the offender to perform public service and attend alcohol abuse training or education.

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