

BACKGROUND AND INTRODUCTION

On Tuesday, December 28, 1982, a shooting took place in a video arcade in Overtown. Neville Johnson, Jr., was fatally wounded by Officer Luis Alvarez as the officer and his partner, Officer Louis Cruz, were attempting to disarm him. This event touched off three days of civil disturbances which resulted in the death of Alonzo Singleton, a suspected looter who was armed and failed to respond to police warnings; the wounding of 25 people, including three police officers; 43 arrests; and the looting, vandalism, and destruction of at least ten businesses.

On January 6, 1983, a special meeting of the Miami City Commission was called and the Overtown Blue Ribbon Committee was officially constituted with Rev. Winston W. Rudolph, Pastor of Mt. Zion Baptist Church which is located in Overtown, as the chairperson. The Committee was charged with exploring issues related to the December 1982 civil disturbances, including the death of Neville Johnson, Jr., and requested to examine and make recommendations for the improvement of socioeconomic conditions in Overtown (see appendix).

At their first meeting on January 20, 1983, the Overtown Blue Ribbon Committee appointed a Steering Committee which included the following members:

Rabbi Haskell Bernat
Mr. Raymond Foxworth
Dr. Adam Herbert
Dr. William Perry
Mr. Robert Shevin, Esq.
Dr. William Stokes
Ms. Francena Thomas
Mr. Paul Velez

The Steering Committee provided general recommendations which resulted in the establishment of two subcommittees: Police Policies, Practices, and Procedures and Environmental Considerations. Members of the Committee at Large chose and/or were selected based on their areas of concern and expertise to serve on one of the two Subcommittees, which from this point met separately to carry out their tasks.

The Police Policies, Practices and Procedures Subcommittee, chaired by Dr. Adam Herbert, with Richard Gerstein, Esquire, as Vice Chairperson, established initial guidelines for their investigation which as their work progressed, expanded to include the following:

1. The initial scope and focus of analysis was not specifically limited to the Miami Police Department's activities in Overtown just prior to and during the 1982 civil disturbances because those activities and events may have been reflective of a broader set of systemic conditions, as well as administrative policies and procedures which demand community attention and possibly modifications by the Miami Police Department and/or City of Miami administration. The Subcommittee's analysis focused on overall practices within the Police Department and the City, and on steps which might be taken to correct those practices as well as conditions.
2. Senior Police officials from other communities around the country, which have innovative law enforcement programs and

large minority populations, and/or experts highly knowledgeable in the area, were invited to provide input on various topics and to share their experience with the Committee.

3. (a) The four broad areas initially identified for analysis were:

- (i) Administrative Practices
- (ii) Hiring, Promotion, and Retention Policies
- (iii) Training and Testing
- (iv) Police Community Relations

(b) The topics finally covered by their interviews and investigations included:

- (i) Recruitment, testing, hiring, training and promotion
- (ii) Deployment
- (iii) Internal and external review
- (iv) Use of deadly force
- (v) Community relations and perceptions
- (vi) Associations and unions
- (vii) Police policies

Due to the ongoing investigation, litigation, and lack of subpoena power, the Subcommittee chose not

to examine issues specific to the Neville Johnson, Jr. case.

(c) The Police Policies, Practices, and Procedures Final Subcommittee Report addresses the following issues:

- (i) Recruitment and selection
- (ii) Community policing
- (iii) Accountability systems
- (iv) Police training and the Field Training Officer program
- (v) Police media effectiveness and training
- (vi) Community education and information
- (vii) Deadly force

The Environmental Considerations Subcommittee, chaired by Mr. Kelsey Dorsett, with Rabbi Haskell Bernat serving as Vice Chairperson, identified five major topics under which the Subcommittee carried out their investigation and analysis, and into which their Final Report is subdivided:

1. Housing
2. Youth-Related Issues
3. Economic Opportunities
4. Education
5. Support Systems

From February to July 1983, the Subcommittees held meetings at which the appropriate State, County, and City of Miami staff members, as well as business people, representatives, and members of professional organizations, clergy, representatives of private sector agencies, elected officials, and private citizens made presentations. In each case, they were asked to provide the Subcommittee members with the status of their activities and operations in Overtown, or as they might relate to the Overtown community; point out the opportunities and constraints for the present and future of Overtown and its residents; and make suggestions related to improvements that should be implemented to benefit the residents as well as this part of the City of Miami. Beginning in August through to November 1983, time was spent analyzing the contents of the transcripts from the hearings, and reviewing related material to determine the direction which the final report would take.

From December 1983 onwards, the Writing Committees, which developed from the two Subcommittees, worked on their respective Subcommittee reports with Geoffrey Alpert, Ph.D. and Rowena Atkins, Ph.D. as the principal writers.

Police Policies, Practices, and Procedures Writing Committee:

Dr. Adam Herbert
Mr. Warren Wepman, Esq.
Dr. Ralph Lewis
Dr. Irving Goldaber
Judge Leah Simms
Dr. Geoffrey Alpert

Environmental Considerations Writing Committee:

Mr. Kelsey Dorsett
Rabbi Haskell Bernat
Mr. William Ogden
Mrs. Anne Marie Adker
Mr. Orange Hayes

On April 19, 1984, the Overtown Blue Ribbon Committee held its last meeting. By previously circulated ballots and the action of those present, the final drafts of both Subcommittee reports were approved. Those voting in support of the report are listed in the front of this document.

This Final Report is divided into five sections. The Executive Summary includes the recommendations of both Subcommittees as well as the philosophical concerns and aspirations which evolved as the Committee carried out its task. The Background and Information Section has dealt with the structure of the Overtown Blue Ribbon Committee and the methodology employed in acquiring information. The Final Reports of each Subcommittee are subdivided into topical areas, each of which contains specific recommendations. For Committee members whose views might not coincide with those of the majority, a Minority Opinion Section was included. As the final section of the Report, the Appendix includes copies of the legislation and correspondence initiating the Overtown Blue Ribbon Committee, a list of all the hearings, including the names of those people who made presentations, and other related information. The hundreds of pages of verbatim transcripts, which were generated at each hearing, will be separately bound for future reference.



Courtesy of The Miami Herald

FINAL REPORT:
Environmental Considerations Subcommittee

INTRODUCTION

Civil disturbances have become a significant aspect of social life in America. The causes and nature of these disturbances vary. Nevertheless, each outbreak represents the accumulation of numerous complex interacting social, economic, and political grievances about intolerable conditions. The relationship of civil grievances to civil disturbances in urban Black areas is a well-established social process. Unfortunately, this relationship is often ignored, making futile any attempt to prevent the recurrence of the "riot phenomenon" within Black communities.

Poverty conditions in Black urban areas are created by segregation and racially discriminatory policies and practices, which exclude Blacks from mainstream economic participation. Therefore, a mood of violence is created when a viable Black community is destroyed by mainstream economic progress that inevitably excludes Black residents. Moreover, severe economic disadvantages affect the vitality and foundation of the Black family and other social, economic, and political institutions.

Blatant inattention to concerns about housing, education, and youth-related issues resulting from structural economic barriers and exclusion has been the source of the frustrations that have accumulated over a long period of time in the Overtown community. The 1982 civil disturbance in Overtown is but a manifestation of these frustrations.

Past and present support systems for Overtown residents have been inadequate. Further, there is no effective mechanism through which grievances can be successfully addressed. Therefore, Overtown residents feel desperate, isolated from the mainstream, and feel that only through the means of civil disorder will their grievances be acknowledged and attain social significance and attention.

There have been several incidences of civil disturbance with racial overtones in the Miami-Dade community. Each time, the civil disturbance has occurred in an economically depressed community. Because there is a large differential between Miami's wealth and poverty that is racially based, there exists a continuous erosion of spirit within the Black community. For Blacks, Overtown is a "sore spot" and a vivid reminder of the extremely low economic and social statuses of a large segment of the Black community.

The Overtown Blue Ribbon Committee, through the Environmental Considerations Subcommittee, will report the concerns and longstanding grievances of Overtown residents. Past and present racist practices, including the denial of equal and fair economic opportunities, are the primary concerns of Overtown residents; however, specific grievances about housing, inferior education, family and youth-related issues, and the lack of adequate support systems have been other sources of frustration for those living in Overtown.

The Environmental Considerations Subcommittee regard these grievances as immediate and concrete issues which must be addressed now by all segments of the community, including the business, political, and community leadership.

Social injustices and the lack of economic opportunity must be conceptualized as the underlying causes of these problems and of the December 1982 civil disturbance in Overtown. The leadership must somehow come to grips with these concepts, accept the fact that these problems exist in our community, and make a renewed commitment to take all necessary steps to institute more effective measures to prevent the necessity of civil disturbances in economically depressed areas of the community such as Overtown.

The reality is that Miami will continue to suffer with a badly tarnished national as well as international image, loss of lives, and untold millions of dollars in physical damage if oppressive measures toward Blacks in our community are not changed forthwith. Our leadership must step forth with more courage and dedication and the use of all of its resources to combat the causes of civil and racial unrest.

ECONOMIC OPPORTUNITY

Civil disturbances in Black urban areas generally originate out of an increasingly disturbed social atmosphere in which an accumulation of grievances exist. Frustrations about real and relative deprivation resulting from past and current discriminatory policies and practices are common accompaniments. It has been well established that the lack of economic opportunity is the major underlying grievance which predisposes economically depressed Black areas to civil disturbances of a destructive nature (**Kerner Report, 1968**). Thus, the civil disturbance which erupted in Overtown represents one of a series of dramatizations of the extreme level of discontent within Miami's Black community about the overt lack of equal economic opportunity for Black residents.

Economic instability and deterioration has characterized Miami's Black community for decades. The Overtown community was merely the site of the most recent civil disturbance in Miami. While Miamians persistently refer to Overtown as the heart of the Black community, it has long since lost that flavor. This once economically vibrant segment of the Black community has been subverted by progressive City-wide social and physical developments over the past two decades. Further, the long-time residents of Overtown have been excluded from virtually all economic prosperity in surrounding areas such as the Garment Center expansion to the north, the OMNI/Downtown area to the east, the Civic Center/Hospital Complexes to the west, and the Government Complex to the south. These are underlying grievances relative to the civil disturbance in Overtown.

Statement of the Issues

The lack of a sound economic base in employment, income, and business ownership is particularly acute for Blacks who reside in Overtown. It is important to note that only 12.4 percent of the City's Black population were residents of the Overtown community as of April 1980 (**Overtown Employment Survey Report, 1983, pg. 20**). Nevertheless, the economic problems experienced by those persons who remain in Overtown are critical and have long-term implications for Miami's entire Black community. The steady migration of Black residents out of Overtown simply disperses these serious unresolved economic problems and concomitant frustrations to other predominantly Black areas.

There exists real and relative economic deprivations in the Overtown community. The magnitude of economic deprivation is reflected in the exorbitant unemployment rate of 36.7 percent; extremely low annual earnings (43 percent of households earn less than \$5,000 per year); few executive, administrative, managerial, and professional persons (3.1 percent of all employed persons); and even fewer Black entrepreneurs (1.6 percent) (**Overtown Employment Survey Report, 1983**).

Employment. An exceptionally large segment of Miami's hard-core unemployed are concentrated in the Overtown community. Many of these persons lack basic educational and social skills to secure and maintain meaningful employment, or to successfully negotiate promotions and salary increases. Thus, an overwhelming number of potentially employable persons in Overtown are unemployed or classified as "discouraged workers." According to the Overtown

Employment Survey Report (1983), the total pool of persons who are able to work but are not employed is estimated at 44.5 percent.

The frustrations and grievances that accompany this massive unemployment in Overtown are evident and stem from many "broken promises." These "broken promises" relate to the widely publicized promises made by Miami's business community to provide jobs to Blacks following the 1980 riots. In addition, there have been other promises that Overtown would once again become an economically vibrant Black community; however, in reality, the unemployment rate has either quadrupled or the steady decline in population has resulted in a community of the least mobile and most economically desperate of the City's Black population. The economically disadvantaged and those residents who desire to remain in Overtown at any cost await individual and community-wide economic relief and more effective measures to combat the ills surrounding them.

Underemployment. For those persons in the labor force who have been able to secure and maintain employment (63.3 percent), the most serious grievance is underemployment. Nearly three-fourths of employed persons 16 years of age and older are employed in service and maintenance occupations (Overtown Employment Survey Report, 1983, pg. 36).

Historically, there has been widespread underemployment among Blacks in Miami (Civil Rights Commission Report, 1982, pg. 7; City of Miami's Affirmative Action Semi-Annual Report, 1982). While many Overtown residents lack minimal skills and educational backgrounds which would qualify them for

better than entry-level employment, there remain rigid economic barriers and insufficient social responsibility on the part of the public and private sectors to permit the preparation of Overtown residents for relatively higher-status employment with adequate compensation, and a realistic future. Access to quality jobs positively affects willingness to work and allows Black families the opportunity to achieve higher incomes, social status, and stabilization. These opportunities have been denied many Overtown residents due to the problem of underemployment.

Income. The annual incomes of Overtown residents are disproportionately low. The effects of low income are poor-quality, overcrowded housing and low home ownership rates; physical and mental health problems; neighborhood social problems such as crime, drug abuse, adolescent pregnancy, child abuse, attenuated family structures, and the lack of better educational opportunities. Downgraded employment depresses the incomes and socioeconomic statuses of Overtown residents, and it increases their susceptibility to the above-mentioned problems.

In 1979, 46.1 percent of households in Overtown were supported with incomes below the poverty level. Only 12.3 percent of residents earned \$15,000 per year or more. The median income was less than \$7,499 annually (Overtown Employment Survey Report, 1983, pg. 34). These income data are accepted indicators of the level of economic well being. They provide evidence of the extremely low socioeconomic status of Overtown residents and the large concentrations of residents in the below-poverty level status.

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Black Business Development. Economic support for many commercial establishments in Overtown was undermined by urban renewal and interchange clearings (Metropolitan Dade County, 1979, pg. 65). Railroading, farming, commerce, entertainment, and servicing nearby downtown were the economic underpinnings of Overtown; however, between 1960 and 1970, there was a mass exodus of Blacks from Overtown as a result of the displacement resulting from urban renewal projects and highway construction. In essence, the resulting structural changes destroyed the economic underpinnings and Black-owned business establishments which, historically, had provided economic security for Overtown residents, and the ability of Black business owners to hand down experiences to younger generations.

There is a crucial need for Black business development in Overtown. To date, residents have been unable to enter Miami's economic mainstream relative to business ownership or equal participation in private sector businesses. The lack of Black business development is directly related to structural barriers to working capital. Discriminatory policies and practices inhibit growth in the size and number of Black businesses due to the inability to secure credit and adequate venture and operating capital, and the inability to obtain adequate insurance protection at a reasonable cost.

Standard loan criteria prevent Blacks from acquiring the capital needed for business development and expansion. Loan qualifications, such as collateral, equity in business, and a track record, are policies that exclude Blacks from real economic opportunity. Further, there is only one, newly established, Black-owned financial institution, which compounds the already existing problem of capital formation.

There are severely limited opportunities for Blacks to obtain corporate experiences in terms of training and experiential opportunities. Most Black businesses are too small to provide the magnitude of job opportunities and training experiences, and mainstream businesses have not adequately participated in economic development activities to the extent that Black business development is enhanced (**Commission on Civil Rights Report, 1982**).

Relative Economic Deprivation. In addition to real economic deprivation in employment, income, and Black business development, Overtown residents experience relative deprivation in employment and income statuses relative to the White and Hispanic populations. The frustrations and grievances resulting from economic deprivation due to problems of employment and Black business development are exacerbated by the relative gains of the Hispanic community in employment and income since 1960. These gains are perceived as losses to Blacks, especially those who reside in Overtown. The media also displays the economic progress and affluence in Miami, while residents of Overtown are locked into poverty and near-poverty statuses.

The dramatic increase in the proportion of Hispanics employed by the City of Miami between 1973 and 1983, compared to the proportion of Blacks employed during the same period, is displayed in **Table I**.

TABLE I
CITY OF MIAMI
PERCENT OF FULL-TIME EMPLOYMENT BY RACE
1973-1983

<u>RACE</u>	<u>YEAR</u>			
	<u>1973</u>	<u>1976</u>	<u>1979</u>	<u>1983</u>
Black	23.7	25.9	27.7	29.1
Hispanic	5.3	10.3	14.7	30.9
White	70.7	63.6	57.3	40.2

SOURCE: City of Miami's Affirmative Action Report, June 1982.

There was an increase in the employment of Blacks of 5.4 percent compared to 25.6 percent for Hispanics over the past ten years. Though there was a substantial decline (30.5 percent) in the employment of Whites, the increase in the employment of Hispanics almost totally accounts for the change in the City's workforce between 1973 and 1983.

While there have been small gains in the numbers of Blacks employed City-wide, Blacks continue to be concentrated on the service and maintenance levels. There has been no substantial change in administrative or professional employment. Table II depicts the employment patterns for Blacks and Hispanics between 1977 and 1982.

TABLE II
CITY OF MIAMI
BLACK AND HISPANIC EMPLOYMENT PATTERNS
1977-1982

<u>SELECTIVE JOB CATEGORIES</u>	<u>RACE</u>			
	<u>BLACK (%)</u>		<u>HISPANIC (%)</u>	
	<u>1977</u>	<u>1982</u>	<u>1977</u>	<u>1982</u>
Officials/ Administrators	5.0	11.6	10.0	15.7
Professionals	5.0	11.0	9.0	24.6
Skilled Craft	34.0	29.0	12.0	38.2
Service Maintenance	77.0	79.0	8.0	11.0

SOURCE: City of Miami's Affirmative Action Semi-Annual Report, June 1982.

Table II shows that there is a higher percentage of Hispanics employed in top level positions compared to Black employees. As is the case in the Overtown employment situation, Blacks employed by the City are primarily maintenance and service workers, compared to a small percentage of Hispanics in that job category. These patterns are stable and represent structural inequality and discrimination towards Blacks. It is important to note that while the percentage of Blacks employed as skilled craftsmen declined, there was an increase of 26.2 percent of Hispanics employed in that category.

New hires and promotions, between 1979 and 1982, reflect the achievements in Affirmative Action procedures. Table III represents hiring and promotion practices relative to administrative and professional staff.

TABLE III
CITY OF MIAMI
NEW HIRES AND PROMOTIONS BY RACE
1979-1982

<u>RACE</u>	<u>NEW HIRES (%)</u>		<u>PROMOTIONS (%)</u>	
	<u>ADMINIS.</u>	<u>PROFESS.</u>	<u>ADMINIS.</u>	<u>PROFESS.</u>
Black	15.0	26.0	22.0	19.0
Hispanic	27.0	35.0	28.0	26.0
White	59.0*	38.0*	49.0*	55.0*

SOURCE: Affirmative Action Semi-Annual Report, June 1982.

*The largest percentage for each category.

Table III shows that most new hires and the promotions in the administrative and professional categories were Whites. More Whites and Hispanics were hired or promoted in top level positions than were Blacks. It is reasonable to assume that past and present employment policies and practices account for the inequalities in promotion and hiring of Blacks compared to Whites and Hispanics.

Salaries for the workforce of the City of Miami reflect the gross inequity in the incomes of Black employees. Table IV displays income patterns for 1979.

TABLE IV
 CITY OF MIAMI
 SALARIES BY RACE
 1982

<u>RACE</u>	<u><\$25,000</u>		<u>>\$25,000</u>		<u>TOTAL</u>
	<u>NUMBER</u>	<u>PERCENT</u>	<u>NUMBER</u>	<u>PERCENT</u>	<u>NUMBER</u>
Black	891	(88.6)*	115	(11.4)	1,006
Hispanic	800	(80.6)	192	(19.4)	992
White	513	(34.6)	971	(65.4)**	1,484

SOURCE: Affirmative Action Semi-Annual Report, June 1982.

*The largest percentage of employees who earn less than \$25,000 per year.

**The largest percentage of employees who earn more than \$25,000 per year.

Table IV shows that 88.6 percent of Black City of Miami employees earn \$25,000 or less. The inequality in the incomes of Blacks, relative to the incomes of Whites and Hispanics, is primarily due to gross underemployment and concentration of Black employees in service and maintenance occupations. On the other hand, the disproportionately high salaries among Whites reflect their concentration in the higher level administrative and professional categories.

Data from the Affirmative Action Semi-Annual Report provide evidence that relative economic deprivation exists for Blacks in the City of Miami and can be observed in employment, occupational category, and in income.

City-wide income data reflect the same inequality and relative economic deprivation of Blacks when compared to Whites and Hispanics. Table V displays income patterns for 1979.

TABLE V
CITY-WIDE INCOME PATTERNS
BY RACE
1979 (%)

<u>RACE</u>	<u><\$5,000</u>	<u>\$ 5,000- \$10,000</u>	<u>\$10,000- \$15,000</u>	<u>\$15,000- \$20,000</u>	<u>\$20,000- \$25,000</u>	<u>\$25,000</u>
Black	26.2	25.0	18.7	11.6	7.1	11.4
Hispanic	16.1	19.8	19.7	15.4	10.3	18.7
White	3.9	14.4	15.6	14.9	12.9	38.3
TOTAL	16.5	20.2	18.8	14.4	10.0	20.1

SOURCE: Overtown Employment Survey Report, June 1982.

Table V shows that the incomes for Blacks in the City of Miami are lower than those for Hispanics and Whites. Only a small percentage of Blacks earn annual incomes of \$25,000 or more compared to nearly 40 percent of Whites and 19 percent of Hispanics.

Summary. There is a lack of economic opportunity for Overtown residents. High unemployment, underemployment, low incomes, and a lack of

Black business development characterize the real economic deprivation that exists. In addition to specific economic problems experienced by Overtown residents, there is relative economic deprivation experienced by Blacks City-wide in comparison to White and Hispanic residents. These deprivations are reflected in income, salaries, employment status, and in hiring and promotion patterns.

Frame of Reference

Pervasive unemployment, underemployment, and lack of business ownership are the most persistent and serious grievances in Overtown. Although the public and private sectors have taken positive steps to address the widespread lack of in employment opportunities open to Blacks, there continue to be discriminatory patterns in employment in the City of Miami. Further, there continues to be an absence of Black business ownership in Overtown. Discriminatory practices in the public and private sectors affect capital formation and the ability of Blacks to obtain insurance. These rigid structural barriers thereby attribute to the lack of opportunity for Black business ownership and maintenance in Overtown.

In the absence of Black business development, the lack of employment opportunities have a controlling effect on the present and future economic prospects for Black families in Overtown. Even more critical than the unemployment problem is the downgraded employment status of Black residents in the public and private sectors relative to other residents. Underemployment prevents the residents in Overtown from full community participation and influence in economic redevelopment activities. A steady job with high status

and adequate compensation provide the economic and social power needed to develop a prosperous Black community in Overtown. Such a community could become a vibrant component of the larger Miami community, not merely a city within a city.

Findings of Fact

The City of Miami's Economic Development Strategy is implemented through the economic development components of the Community Development Block Grant Program (CDBG), the Jobs Bill Program, the Job Training and Partnership Act, and programs of the U.S. Small Business Administration. Miami Capital Development, Inc. and the community-based programs of the Economic Development Corporations, which are located in Community Development (CD) target areas, are the central components of the City's overall economic development strategy. These programs are managed by the Department of Economic Development which was created in May 1982. This City department is responsible for coordinating all activities related to economic development.

The Department of Economic Development administers programs and activities that promote domestic trade and investment, assists local businesses to resolve problems related to governmental requirements and financial assistance, develops an annual economic strategy and comprehensive business data base for the purpose of revitalizing designated neighborhood areas, and oversees the management and performance of Miami Capital Development, Inc. The reported significant accomplishments in fiscal year 1982 relevant to the economic development strategy were as follows:

1. Published the Miami Business Report 1982, which identifies trends in business growth in Miami.
2. Designed a Business Survey Questionnaire for use by the Neighborhood Economic Development Organizations to develop a comprehensive data base on Miami businesses.
3. Developed a performance-based economic development contracting system to establish performance-based work programs for ten community-based organizations.
4. Developed a Policies and Procedures Manual for contracting with community-based organizations.
5. Managed the City's contract with Miami Capital Development, Inc., which has approved \$4.2 million in loans to 63 businesses affected by the riots.
6. Assisted Neighborhood Organizations to establish seven merchants associations and seven crime prevention programs (City Budget 1982-83, pg. 95).

It is important to note that the Department of Economic Development is staffed by 11 persons (3 - General Budget Fund and 8 - Community Development Block Grant funds), and that the Department of Community Development funds the Department of Economic Development (telephone interview with City staff).

The Community Development Division of the Department of Community Development prepares all applications for federal funding, implements and monitors the Community Development Block Grant Programs (CDBG), administers all sources of funds to the Department of Community Development, develops programs to leverage CDBG funds with private sector activities, assures compliance with all applicable federal regulations, and informs the public on Community Development (CD) project progress (**City Budget 1982-83, pg. 79**).

The objectives of the Community Development Division relevant to the problem of economic development in Overtown are as follows:

1. To prepare monthly reports for Overtown.
2. To coordinate physical improvements, social services, and economic-related activities to improve the overall quality of life for residents in each of the CD targeted areas (Model Cities, Wynwood, Allapattah, Overtown, Little Havana, Edison/Little River, Downtown, and City-wide).

The Community Development Division employs 15 persons (**City Budget 1982-83, pg. 78**).

The Community Programs Division of the Department of Community Development provides opportunities for City residents to participate in the neighborhood decision-making process and to provide information referral services regarding the service delivery system. This division coordinates all

Community Program activities for the CDBG program, operates and administers the Little Havana Community Center, and administers the Overtown Jobs Program, which is responsible for developing private sector jobs and matching job seekers from the Overtown area with job openings (City Budget 1982-83, pg. 81).

The objectives of the Community Programs Division which bears on the economic development problem in the Overtown area are as follows:

1. To provide technical assistance to Community Development groups and Neighborhood Organizations in eight Community Development target areas.
2. To identify needs and concerns of target area residents in the eight Community Development target areas, and report these findings to the City Commission via the City Manager's Office.
3. To screen, counsel, and refer 1,000 Overtown residents to private sector jobs and/or vocational training programs.
4. To provide 100 job opportunities within the Overtown area.
5. To conduct five workshops for Overtown residents on employability skills and job preparedness (City Budget 1982-83, pg. 81).

The Community Programs Division has a staff of 26 persons.

The accomplishments of the Department of Community Development, through the Division of Community Development and Community Programs for fiscal year 1982, have been many. The reported accomplishments of the department intended to impact the problem of economic deprivation in the Overtown community are as follows:

1. Coordinated physical improvements, social services, and economic-related activities to improve the overall quality of life for residents in Overtown.
2. Increased the rate of expenditure for the CDBG program from 62.5 percent to 85.5 percent.
3. Acquired 3.2 acres in the Garment Center area for purposes of redevelopment at a cost of \$830,000. Relocated 21 families, 30 individuals, and 11 businesses affected by this acquisition.
4. Acquired 66 parcels of land in Overtown at \$2.5 million for housing re-use. Approximately 50 percent have been disposed of for housing construction.
5. Provided information, referral, and follow up to 27,600 calls or walk-in requests for information and service

through the Citizen Response Center and the Overtown Response Center.

6. Identified needs and concerns in Overtown (Community Development target area) and reported these to the City Commission via the City Manager's Office.
7. Rehabilitated 91 apartments in the Overtown area and made loans totalling \$572,550 through the Overtown Multi-Family Rehabilitation Program.
8. Applied for and received \$9.625 million in the eight-year CDBG funding for June 16, 1982, through June 15, 1983.
9. Completed rehabilitation of the eight units at 240 N.W. 17th Street in the Overtown area.
10. Prepared three Community Development Project Status Reports for Overtown.
11. Prepared monthly project status reports for Overtown since February 1982.
12. Coordinated approximately 80 target area meetings and 20 subcommittee meetings in seven target areas (assume Overtown was included).

13. Provided technical assistance to Community Development groups and Neighborhood Organizations in eight Community Development target areas (assume Overtown was included).

The major goals of the overall economic development strategy of the City of Miami are:

1. to create jobs; upgrade the quality of employment opportunities; and to increase personal income in order to strengthen, diversify, and maximize the economic base of the neighborhoods within the CDBG areas and the tax base of the City of Miami; and
2. to stimulate investment of other funding sources for neighborhood improvement and City-wide activities through public/private partnerships.

The goals are advanced and enhanced by the overall goals of the Jobs Bill Program, the Job Training and Partnership Act, and programs of the U.S. Small Business Administration. The goals of the Jobs Bill Program are:

1. to immediately create employment opportunities and expand job skills of low and moderate income City residents who have been unemployed for 15 of 26 weeks prior to March 28, 1983;

2. to initiate and expedite local construction projects as a means of preventing or eliminating slums or blight in the Community Development target areas; and
3. to provide social service assistance to moderate income persons in urgent need for public assistance (existing conditions pose a serious threat to health and welfare, and other financial resources are not available).

The Jobs Bill Program targets areas where unemployment is highest and has existed for the longest period of time.

The Job Training and Partnership Act (JTPA) establishes programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment who are in special need of such training to obtain productive employment.

The programs of the U.S. Small Business Administration (SBA) are designed to assist, counsel, and encourage small businesses. The mission of the SBA is to help people to get into business and stay in business.

Miami Capital Development, Inc. (Miami Capital) was created in June 1980 by the City of Miami to provide financial assistance to small and medium businesses, loan packaging, technical and managerial assistance, and overall coordination of neighborhood economic revitalization. Miami Capital is a

private non-profit local corporation governed by a Board of Directors and made up of public officials, community leaders, and other representatives of the public and private sectors.

Miami Capital is the local development corporation which has responsibility for implementing the Working Loan Fund Project, funded by the Jobs Bill Program, to replenish the revolving loan fund administered by Miami Capital at \$1,200,000.

Overtown has been designated by Miami Capital as one of the 10 target areas. Programs and services administered by Miami Capital are:

1. direct loan program,
2. participation loans (SBA loan program and private sector loans),
3. loan packaging,
4. management and technical assistance, and
5. seminars, newsletters, and a reference library.

Miami Capital is also certified to handle the Urban Development Action Grants (UDAG). The mini-UDAG project is funded by the Jobs Bill Program at \$155,000. These funds support selected community-based economic development organizations in the implementation of economic development activities and the in-promotion of business growth in the CD target areas.

Community Economic Development Corporations are an integral component of the City's economic strategy and of the CDBG program. There are eight CD target areas in the City: Allapattah, Coconut Grove, Overtown, Downtown, Edison/Little River, Little Havana, Model Cities, and Wynwood. There is at least one local Economic Development Corporation. There are 10 or 11 corporations now funded to provide economic development services and to promote business development in the CD target areas. Special economic development activities are designed for the Overtown community, Downtown, and City-wide.

The Community Economic Development Corporations implement the economic development projects of the CD program. These economic development projects support community development objectives by creating jobs for low and moderate income residents. In each target area, Community Development Advisory Boards and forums are responsible for advising the City Commission on the needs and priorities.

A second major responsibility of the community boards and forums is to make recommendations to the City Commission regarding CDBG funding priorities that will most efficiently meet the improvement needs in target areas. All economic development activities of the CD program are based on the "neighborhood strategy area" concept of the "Great Neighborhood Program."

The Overtown Economic Development Corporation is the community-based organization which provides economic development services in the Overtown CD

target area. The New Washington Heights Community Development Conference, Inc., is no longer funded by the CD program.

The Jobs Bill Program provides funds that are intended to maximize the benefits of CD activities. These funds may be used to assist low and moderate income families, aid the prevention or elimination of slums or blight, or to meet community needs that pose a serious threat to the health and welfare of the community. Seven community development target area programs and the City-wide program participate in the Jobs Bill Program. Community Economic Development Corporations participate in the City-wide program via the mini-Urban Development Action Grant Program (mini-UDAG), which is implemented in conjunction with the Economic Development Program.

The Economic Development Strategy of the City of Miami is enhanced by other programs that target special geographical areas and disadvantaged population groups. Of particular importance are those programs that target the Overtown community. The City-wide and Downtown activities that impact Overtown are also of special interest. The programs intended to impact economic development in Overtown are: tenant improvements for the Overtown Shopping Center, the Urban Initiatives Project Local Match, and the Southeast Overtown/Park West Redevelopment Project.

City-wide programs with potential impact on economic development in Overtown are: Commercial Rehabilitation Assistance Program, Economic Development Coordination, Miami Capital, Working Capital Loan Fund, and the Garment Center Expansion Project.

The Commercial Rehabilitation Assistance Program is administered jointly by the City Planning Department and the Department of Economic Development (monies have been transferred to the Commercial District Signage Program).

The Working Capital Loan Program is administered by Miami Capital for the purpose of assisting businesses to attain capital. The Garment Center Expansion Project - Phase II is designed to redevelop and expand the Garment Center. The activities of the first phase of the project were:

1. land acquisition,
2. demolition,
3. relocation,
4. upgrade local street system, and
5. creation of a mini-industrial park.

The land acquisition, through the project, is offered for sale to existing businesses for expansion and new businesses for development.

The Garment Center Expansion Project - Phases I and II is intended to create job opportunities. The range of benefits from the project also include removal of blighted properties, an increase in the local tax base, and retention of existing garment manufacturing firms in the area. The project is also intended as an incentive for industrial expansion and the attraction of new industrial firms to the area.

Economic Development Coordination for the City of Miami is the responsibility of the Department of Economic Development. The primary goals of the Department are to:

1. attract new enterprises; and
2. upgrade the general economic and business activity of the City.

These goals are accomplished through Miami Capital, the Community Economic Development Corporations, the Jobs Bill Program, and the previously mentioned City-wide and Downtown economic activities of the CD program.

Evaluation of Findings

Economic opportunities are limited in the Overtown community for both current residents and the Black business community. Exploitation of the community and past and present discriminatory practices have resulted in real and relative economic deprivation. Consequently, immediate and concentrated corrective measures are required to facilitate the inclusion of Black manpower and Black entrepreneurs in the economic growth and development in Overtown.

While a cadre of educational and job training programs have been set up to address the employment needs of residents, these programs are not being effectively utilized by the residents. Moreover, job readiness services seem too narrowly focused and do not take into account the factors of oppression which operate to deny Black residents employment, promotion, and opportunities for adequate compensation.

There appears to be a severe lack of effective coordination of services aimed at job training and preparation, educational programs offered by local institutions of higher learning, private sector initiatives which can address these problems in liaison with the public sector, resulting in only a "mishmash" of programs operating with seemingly little effectiveness.

The following recommendations, we think, will provide government leaders, business leaders, and the community with a focus for reviewing and strengthening efforts to combat the effects of economic deprivation. Of course, they are not all inclusive and are offered to foster debate and the development of alternative more effective measures.

PUBLIC SECTOR RECOMMENDATIONS

1. The public sector should take all steps necessary to help and foster Black business entrepreneurship in the community and must be even more aggressive in developing methods and rules to insure that an equitable portion of public funds are distributed to Black-owned firms supplying goods and services to the government.
2. The public sector must be willing to encourage businesses who supply them with goods and services to actively pursue ways to establish and maintain fairer goals of purchasing goods and services from Black-owned businesses. These goals can be either direct or indirect purchases of goods and/or services via subcontracts, etc. Additionally, the public sector should ensure that all of these businesses demonstrate that they have established and achieved reasonable and measurable goals.

3. The public sector should make all efforts to secure more federal and private funding which are geared toward providing technical assistance and training for potential Black entrepreneurs with viable business concepts, capital, etc.
4. The public sector should require that any financial institutions that receive public funds demonstrate that they have established and achieved goals to provide loan funds to Black-owned firms with viable business concepts.
5. The public sector should require that any and all insurance companies with which they do business also establish and demonstrate goals to assist in supplying loan funds (where applicable) to qualified Black-owned businesses. The insurance companies should also demonstrate that they do not practice "red-lining" activities toward Black-owned businesses and maintain fair and reasonable affirmative action and Equal Employment Opportunity goals in hiring and promoting Blacks in all levels of their companies.

PRIVATE SECTOR RECOMMENDATIONS

1. The private sector should make all attempts to actively recruit and involve more members of the business community, particularly other Chambers of Commerce and other similar organizations, to encourage a wider distribution of responsibility in its efforts to address the problems in the Black community.

2. The private sector should programmatically ensure that fair affirmative action policies with regard to hirings, promotions, salary adjustments, and equal opportunities for advancement permeate all levels of their organizations, and particularly develop ways to measure middle and lower management's attainment of corporate goals as they relate to equal employment and affirmative action opportunities. Annual employee evaluations should include ways to reward successful managers and supervisors for their attainment of these goals.

3. The private sector should immediately increase and coordinate efforts to recruit and train potential employees who reside in Overtown. While there is a demonstrated need to be able to hire residents who have attained a reasonable degree of education and training in job readiness, these efforts should not focus on make-work, low level, dead-end jobs, but should train job seekers for future-oriented job opportunities in the fields of high technology and information processing over the long term. Computer training should be the focus of newly devised training programs which would prepare lesser-skilled workers for advancement as the use of integrated information and communication systems increase in the work industries.

4. The private sector should institute cross-cultural communications programs for all employees to foster better intergroup communications and relations via seminars, work groups, etc. We see this as a great opportunity to increase morale, productivity, and in the long term, a better bottom line; thus, enhancing better business survival rates and a more racially and culturally harmonious workforce.

5. The private sector should provide various incentives for their employees to become more involved in civic and community activities which have a direct impact in resolving problems in the Black community. These incentives must be offered to all employees, and not focus only upon Black employees, but Whites and Hispanics as well. This may well take the form of bonus points in job reviews and evaluations, promotions, and salary increases as well.
6. The private sector should also ensure that other businesses with which they have a relationship, or which provides goods and services, should be persuaded to provide equal job opportunities to Blacks and also participate in Black procurement programs already in existence. We feel that this would be a form of "peer pressure" via financial rewards and incentives (profit motive).
7. The religious community, particularly those located in Overtown and surrounding areas, fraternal, civic, and other social, educational and economic organizations should assume a greater degree of responsibility for altering the plight of Overtown residents. They should collectively commit resources to promote economic and social development outreach programs and to monitor and publish the progress of the public and private sectors' efforts.
8. Religious institutions should ensure that financial institutions with which we deposit funds and businesses from whom they purchase goods and services are actively engaged in doing business with Black-owned firms.

These institutions should also ensure that their bankers and suppliers have established and demonstrated clear-cut community reinvestment activities, and are active in community revitalization efforts in economically depressed areas such as Overtown.

9. Community residents should ensure that financial institutions and businesses with which they deposit funds and purchase goods and services demonstrate clear-cut community reinvestment activities. This can be done by examining annual Community Reinvestment Activity Statements, and changing institutions if they are found to be deficient in assisting in the revitalization of economically depressed areas and businesses.

10. Civic and professional organizations, fraternities, sororities, and other supporting groups, should only deposit funds in financial institutions which clearly demonstrate involvement in lending funds for Black business development and participating in community redevelopment activities in such areas as Overtown. An effective monitoring mechanism should be developed to provide feedback and measure results of lending and fair employment efforts.

HOUSING

The Overtown community is characterized by substandard housing and general "urban blight." The lack of decent housing is a serious problem for residents who are trapped by poverty conditions or their adamant desire to remain in Overtown, where old, substandard, and overcrowded dwellings are the rule rather than the exception. Moreover, higher rents for poor housing and the overt violation of housing codes represent the pattern of housing discrimination about which Overtown residents have expressed grievances.

Housing deterioration, rent discrimination, overcrowding, and ineffective federal, state, and local housing programs are housing conditions which underlie civil disorders. Inadequate housing ranked third (police practices and underemployment/unemployment ranked first and second, respectively) by level of intensity of the grievances found to underlie civil disturbances that were documented in the Kerner Commission Report of 1968. In essence, when poor housing conditions are inadequately addressed over a long period of time, they become structural determinants of civil disturbance.

Statement of the Issues. Overtown residents presently live in substandard, overcrowded, and deteriorating housing. While housing problems are not new in Overtown, present conditions reflect the accumulative effects of segregation, discrimination, and government policies over time. These conditions also represent a threat to health and life and to the psychological well-being of Overtown residents in all age groups.

While segregated conditions stimulated the development and growth of the Overtown community between 1920 and 1960, they also facilitated the concentration of deteriorated housing in this low-income, Black area. Further, the housing discrimination in Overtown is exacerbated by current federal housing policies and local community development redevelopment plans and activities that exclude or disregard the need for comparable and coordinated social planning and programming.

There has been a marked population decline in the Overtown community as a consequence of urban renewal, highway construction, and present community development and redevelopment activities. Table VI represents the significant population changes that have occurred in the Overtown community since 1980.

TABLE VI

OVERTOWN POPULATION, 1950-1980

<u>YEAR</u>	<u>POPULATION</u>
1950	29,587
1960	38,621
1970	20,901
1980*	11,141**

SOURCE: Metropolitan Dade County, Profile of the Black Population, 1979.

*Overtown Employment Survey Report, 1983.

**This number represents 3.2 percent of the City's population.

A marked decline in the Overtown population occurred over a 20-year period between 1960 and 1980, and coincides with the activities of the urban renewal, Model Cities, community development, and redevelopment programs

implemented by the City. The chain of activities common to these programs is acquisition, demolition, displacement, and relocation. The consequences of these activities for residents have been excessive vacant and unproductive land in Overtown and poorer housing conditions for those residents remaining. Poor housing provides evidence of the slow destruction of the Overtown community.

Residents who have remained in Overtown are currently experiencing the threat of displacement and the following other problems:

1. large-scale occupancy of deteriorating substandard housing,
2. lack of affordable housing units,
3. overcrowding and multi-family housing units,
4. problems related to housing code enforcement,
5. disproportionate number of renters,
6. vacant housing units,
7. public housing projects, and
8. inadequate housing mix.

Along with the above-mentioned housing problems, Overtown residents are uncertain about the benefits of the current Southeast Overtown/Park West Redevelopment Project. In addition, city-wide residents are concerned about the preservation of the tradition and culture of Overtown. They also have concern that orderly redevelopment takes place, and that the residents of Overtown continue to reside there and share in all aspects of the redevelopment.

Frame of Reference. Housing problems are endemic to the structure of American cities. Deteriorating housing in urban core areas is compounded by outward population growth, wherein city businesses generally relocate to serve affluent markets. In essence, housing problems represent community disorganization resulting from the lack of early, coordinated, and planned social and physical change. Massive federal programs, such as urban renewal, public housing, and Model Cities programs, have had little positive impact on housing blight. Further, since the housing industry naturally seeks to make a profit, it is not profitable to build low-cost housing. Therefore, the housing industry has not been committed to the eliminating of urban housing problems.

Federal approaches to urban housing problems include FHA and VA housing mortgage insurance programs, Federal Public Housing Program, the Model Cities Program, Housing Subsidy Programs, Grant-in-Aid, and Revenue Sharing Programs. The Department of Housing and Urban Development (HUD) became a full cabinet office in 1965. In general, these government policies and programs have been difficult to implement on the local level. In addition, programs such as urban renewal have succeeded in materially reducing the supply of low-income housing.

On the local level, federal programs are subject to pressures from local vested interests. In addition, these programs target downtown and inner-city areas rather than metropolitan areas. Thereby, the implementation of many of the housing programs focuses on the symptoms of decay rather than the causes. In Miami, the Overtown housing problem is a symptom of inadequate community

planning and organization relative to the rapid growth of the City of Miami and its suburbs, segregation of neighborhoods, and to discrimination in housing.

Findings of Fact. The Department of Community Development, City of Miami, implements several housing projects that target the Overtown, Downtown, and City-wide community development areas. Dade County's Department of Housing and Urban Development (DCHUD) manages public housing units, provides subsidy assistance to existing housing (Section 8), and has the responsibility for planning and constructing public and federally assisted housing.

The Neighborhood Rehabilitation Division (NRD) of the DCHUD is responsible for enforcing the housing code. One section of NRD, the Minimum Housing Standards Enforcement Agency, has enforcement authority. The other section of NRD, the Rehabilitation Assistance Program Section, coordinates federal program assistance with local efforts to rehabilitate deteriorating housing stock in order to prevent loss from the local market.

The Department of Community Development coordinates the planning and implementation of the community-wide housing strategies. The goal of the department is to improve the housing stock by improving substandard housing units in the City's CD target areas. Financial assistance is provided for single-family and multi-family housing rehabilitation at \$2,205,000.

Some of the 1982 objectives of the Office of the Director, Department of Community Development that relate to the improvement of housing in the Overtown area are:

1. To continue to assist Metropolitan Dade County in securing and processing proposals to utilize the 367 units of Section 8 Moderate Rehabilitation Funding Authority available to the City.

2. To provide low interest rehabilitation loan financing to owners of substandard multi-family buildings through:
 - CDBG - \$550,000,
 - Cuban-Haitian Refugee Housing Assistance Program - \$300,000,
 - Multi-Family Rehabilitation Target Area-Wide Loan Program - \$1,443,656, and
 - Federal 312 Rehabilitation Loan Program - \$524,000.

3. To coordinate the development of public housing (450 will be under construction during this fiscal year).

The reported accomplishments of the Department of Community Development (fiscal year 1982) related to the housing problems in the Overtown community are:

1. Acquired 3.2 acres in the Garment Center area for redevelopment at \$830,000 and relocated 21 families, 30 individuals, and 11 businesses affected by the acquisition.

2. In Overtown, acquired 66 parcels of land at \$2.5 million for housing re-use and disposed of approximately 50 percent for housing construction.
3. Rehabilitated 91 apartments in the Overtown area and made loans totalling \$572,550 through the Overtown Multi-Family Rehabilitation Program.
4. In the implementation of the City's Great Neighborhood Rehabilitation Program at \$3 million, 90 homes have been rehabilitated; 100 loans have been approved for rehabilitation; and 50 applications are in process.
5. Completed rehabilitation of the eight units at 240 N.W. 17th Street in the Overtown area (Demonstration Project).
6. Forty-seven single-family housing units were completed and occupied under the UDAG Second Mortgage Program at an approximate cost of \$980,000. This project is an expansion of the City of Miami's Home Ownership Assistance Program, which will provide second mortgage loans to persons in the Overtown target area.
7. Coordinated the construction of 154 units of public housing and planned 544 more units with Dade County HUD.

The Overtown Housing Revitalization Program provides loans for the rehabilitation of existing multi-family structures in the Overtown area. This program has rehabilitated seven buildings.

The Department of Community Development funds the Black Archives History and Research Foundation of South Florida, Inc. The purpose of this program is to gather, organize, and make available historical data about the Overtown community.

The Planning Department (fiscal year 1982) participated with residents in the Overtown area in preparing policy plans for the Overtown CD target area and completed the Southeast Overtown/Park West Redevelopment Plan. The Planning Department also continued to monitor major Overtown projects: Overtown Shopping Center and Overtown Urban Initiatives Grant, and prepared the Urban Development Action Grant application for Overtown housing.

The Planning Department implements the UMTA Relocation and Land Acquisition Match Project, which is designed to relocate residents and businesses located in the Overtown transit redevelopment area as well as acquisition of properties in the same area at \$670,000.

The Building and Vehicle Maintenance Department implements the Demolition and Substandard Building Project designed to remove substandard and abandoned structures to eliminate blight and hazardous conditions in neighborhoods. This is an on-going project that receives funds returned by the Revolving Fund. The Building and Vehicle Maintenance Department also

implemented the Demolition of Unsafe Structures as a Result of Civil Disturbances Project.

The Dade County Department of Housing and Urban Development has the responsibility of implementing the Overtown Redevelopment Project - Part I and Part II, which consists of land acquisition, clearance, and relocation to remove slum and blighted conditions east of the expressway within given boundaries. Part III of the project, Affordable Housing Program, is implemented by the Department of Community Development.

Dade County HUD also implements the Public Housing Modernization Project and the Downtown Removal of Slum and Blight Project. The latter project involves land acquisition, demolition, and relocation for construction of a mixed use development project containing subsidized elderly housing, etc.

The following is a list of Overtown housing projects, 1978-1983:

- Section 312 Multi-Family Rehabilitation Program,
- Affordable Rental Housing Development Program,
- Cuban/Haitian Refugee Multi-Family Rehabilitation Program,
- UDAG Assisted Home Ownership Program,
- Second Mortgage Home Ownership Program,
- Public Housing Program,
- Multi-Family Rehabilitation Loan Program,
- Rehabilitation Demonstration Project,
- Section 312 Multi-Family Rehabilitation Program,
- Phyllis Wheatley (housing for elderly), and
- Town Park.

Evaluation of Findings

The extremely poor housing conditions and the past and current planned displacement and relocation of Overtown residents and businesses exemplify the abandonment of historic Overtown. While community leaders and many Blacks who trace their roots to historic Overtown persist in reifying the historic Overtown community, the Southeast Overtown/Park West Redevelopment Plan represents the inevitable changing fabric in Overtown, cloaked by a veneer of numerous, uncoordinated community development and revitalization activities.

The following are observations of factors leading to the current conditions in Overtown.

- Lack of coordination of:
 - City efforts,
 - County efforts, and
 - implementation of planned activities.

- Non-productive use of resources provided to community agencies set up to improve general economic and social conditions.

- Poor coordination of the elements of revitalization for:
 - physical development,
 - improvement in the quality of life (social development),
and
 - economic development.

- Resources provided by County and City over the past 15 years were insufficient to make major impact and the poor coordination of those resources produced a substantial amount of deterioration and social fragmentation within the community.

- Government policies and the implementation of those policies by the local bureaucracy has discouraged private investment in the area. For example:
 - Overabundance of public housing which discourages private investment in market development.

 - Poor education facilities.

 - Inadequate and ineffective job training programs.

 - Lack of code enforcement and enforcement of life safety factor on landlord providing rental housing.

- Community representation is ineffectively organized, i.e., unfocused, lack of unity, and does not have broad representation within the community.

Recommendations

1. The City and County should discontinue building low-income housing in Overtown, and begin to develop the mix of housing that will attract a cross section of the community.
2. Incentives should continue to be provided to owners of housing to upgrade and repair their property, especially if the property is occupied.
3. A social program designed to assist current residents who inevitably will be relocated should be implemented so that "people problems" can be addressed simultaneously with "physical and structural problems" to prevent these problems from occurring in other areas.
4. The State Attorney's Office should continue to step up all enforcement activities related to housing code violations, and aggressively prosecute owners of dilapidated, unsafe, and unsanitary housing. Additionally, present laws regarding code enforcement should be reviewed and strengthened to ensure that violaters cannot escape prosecution through legal loopholes.

EDUCATION

Americans firmly believe that equality of opportunity can be achieved through public education. Public schools are therefore expected to teach the basic skills necessary for adult societal participation and to promote social mobility. In reality, public education often reinforces rather than breaks down social class barriers. The failure of public education to overcome the effects of discrimination and deprivation is a source of grievance and resentment within Black communities.

The Kerner Report (1968) provides evidence that a functional relationship exists between civil disturbances and educational achievement. The typical participant in the civil disorders of the 1960s was a high school dropout. High school graduates were the least likely to participate in civil disorder and the most likely to speak out against it.

Relative to the expectation that education should be an equalizing and democratizing force, public school systems have failed. Many Black students have become alienated from school. School segregation (which transfers segregation from housing to education via the neighborhood school concept), ineffective teachers, overcrowded classrooms, old facilities with poor equipment, and the disadvantaged backgrounds of students equally contribute to alienation of students from the public school system (**Kerner Report, 1968**). School integration was recommended in the Kerner Report as the priority educational strategy. To compensate for environmental handicaps, the provision of quality education was recommended as a complement.

Educational problems not only relate to societal expectations and beliefs about education, they also relate to the values upon which public education is based. Americans value competition, conformity, achievement, activism, and individualism. These values have contributed to the development of mass education, decentralized administration of public education, and to problems in the implementation of national policies such as school integration. These values also contribute to structural discrimination against children from non-middle class backgrounds.

Statement of the Issues. Public education in Dade County has not resulted in social and economic equality for Blacks. Schools continue to be racially segregated and are not representative of the society at large. Racially isolated public school systems affect racial perceptions and the quality of education of all children.

The Environmental Considerations Subcommittee investigation focused on Overtown schools and on the quality of education received by Overtown school-age children and young adults, program completion, training programs, Miami-Dade Community College involvement with the Overtown community, and the impact of the RAISE bill on Overtown youth.

Specifically, the Subcommittee was concerned about the quality of the remedial educational programs and motivational training that are intended to compensate for the environmental handicaps experienced by Overtown children. The poor performance of Overtown youth on standardized tests and the high dropout rate demonstrate the weakness of educational programming, which is

exacerbated by the expulsion policy and the lack of effective follow-up systems resulting in a syndrome that is especially detrimental to Overtown students.

Training programs were believed to be essential, but the impact of existing training programs on Overtown residents was believed to be minimal. The Subcommittee was especially concerned about the opportunities for higher education and vocational education as a mechanism for preparation of Overtown youth for full participation in the social and economic mainstream of the Miami-Dade community. The lack of impact and involvement of teachers, parents, and the community at large in relevant problem-solving appeared to be a significant weakness.

Frame of Reference. Inequality in school facilities; student alienation resulting from the formality, order, and control measures characteristic of public schools; unconscious, subtle teacher attitudes and invariably negative expectations about academic achievement of low-income youth; and testing biases are the adverse effects of racially isolated schools. In the absence of federal control and national school policy implementation, the Dade County School System has attempted to structure programs that are more flexible and adaptable to lower income children and to Overtown youth in particular.

Following the 1980 civil disturbances, the Commission on Civil Rights conducted an investigation of the educational system. The Report of the Commission (1982) documented the following structural problems of the Dade County Public School System:

1. Remnants of a dual system persist in the inner city.
2. Schools operate under capacity and are unable to provide a full complement of programs.
3. Student reassignment for desegregation purposes rests almost entirely on the Black community.
- 4. Vocational training is inadequate to meet the needs of minority students.
- 5. There is a city-wide lack of adequate guidance counseling.
- 6. The rate of achievement of Black students relative to their performance on standardized achievement tests was questionable.
- 7. The dropout rate was rising for Blacks as an indication of the quality of education.
8. There was a lack of an effective method for identifying potential dropouts.
9. There were no dropout prevention programs oriented toward Blacks.

10. There is underutilization of existing dropout prevention programs.

11. Black students are overrepresented in alternative opportunity schools.

12. Bilingual programs have not provided Black students with any degree of proficiency in Spanish as a second language.

Commission recommendations were as follows:

1. Dade County Public Schools should make substantial efforts to identify potential dropouts and provide support systems to encourage students to remain in school.

2. School attendance boundaries should permit maximum desegregation of Dade County Public Schools.

3. Dade County Public Schools should seek to modify the original court-ordered school desegregation plan so as to take Hispanic students into account.

4. Dade County Public Schools should create a consortium of inner-city schools to provide improved vocational facilities.





Overall, the Chamber's programs have addressed the recommendation's concern for greater communication between the business community and the School System in vocational education and placement efforts.

Spanish as an Employment Skill

6. Dade County Public Schools is seeking to improve the effectiveness of its second/foreign language teaching. This is an ongoing process. While existing programs address to an extent the concern of the recommendation, improvement is possible.

Achievement of the recommendation requires an understanding among students, parents, and the general public of the importance of second or foreign language learning and of the attendant requirement for student commitment to remain in these programs throughout their school years.

Findings of Fact. School-age children in Overtown attend the following schools:

TABLE VII

<u>Elementary</u>	<u>Attendance 4/30/83</u>	<u>Estimated Overtown Students</u>
Douglas	688	310
Riverside	763	185

TABLE VII (cont'd)

<u>Elementary</u>	<u>Attendance 4/30/83</u>	<u>Estimated Overtown Students</u>
Wheatley	698	450
Dunbar	1,117	300
 <u>Junior High School</u>		
Nautilus	1,116	120
Citrus Grove	1,347	160
R.E. Lee	802	90
B.T. Washington	633	200
 <u>Senior High School</u>		
Miami Beach	1,895	150
Miami Jackson	1,633	200
Miami Senior	2,094	100

SOURCE: Dade County Public Schools, 1983.

While Overtown students attend 11 public schools, the report of the Dade County Public Schools to the Subcommittee focused on Booker T. Washington Junior High, Dunbar Elementary, Douglas Elementary, and Phyllis Wheatley Elementary.

Remedial educational programs have been implemented in each of the three elementary schools that are located in the Overtown community. Douglas Elementary emphasizes traditional basic skills. Chapter I and State Compensatory Education are the two federally supported programs which provide special assistance to students who score low on designated achievement tests. Invariably, many students from the Overtown area score low on standard achievements; however, students in each of the elementary schools and in the

junior high school for which data were available improved in their overall State Student Assessment Test (SSAT) - Part I scores, but declined in their Stanford Achievement Test (SAT) scores.

According to Dr. Tee S. Greer, Jr., Associate Superintendent for the Bureau of Governmental Affairs, School Board of Dade County, Florida, a sturdy foundation in the basic skills for elementary age, low-income school children is only part of the solution for the problems of unequal academic achievement and lack of program completion among minority children. Linkages between the school, a child's home, and the community, and special education preparation for teachers, were stressed as significant to improved motivation of the low-income child for learning.

Small classes, designed to offer intensive basic skills instruction and familiarity of the teacher with the child and his/her family, have been implemented at Phyllis Wheatley. Douglas and Dunbar offer small classes in basic skills to low-achieving students. There is an additional effort to improve home-school communication through a special liaison worker. Teachers at low-income area schools participate in the Urban Teacher Program. Teachers not only improve their teaching skills, but receive additional monetary compensation as an incentive.

Booker T. Washington Junior High Community School has implemented a curriculum strategy which emphasizes a basic skills self-contained program. A significant increase in test scores in reading, writing, and mathematics was observed for 1982-83 compared to the scores reported for 1981-82.

Booker T. Washington has also implemented a strategy to improve overall student attendance and acceptable behavior. As a result, school officials report that a more positive relationship with parents was achieved, linkages with social services agencies were established, and the ties between the school and the community were strengthened.

Student assessment data for Dunbar, Douglas, Wheatley, Booker T. Washington Junior High School, and Miami Jackson Senior High School were provided by the School Board. The following tables presented longitudinal information regarding the State Student Assessment Test for the above-mentioned schools.

In the 1979-80 school year, while all third graders in the Overtown schools scored above the 70 percent average of mastery in the skills tested by the SSAT - Part I, students at Douglas scored lowest. Scores for fifth graders were not available for Douglas. Of the skills tested, students in third grade scored best in mathematics.

Fifth graders in the two elementary schools, for which data were available, scored extremely low in basic skills. Basic communication skills were below average for both schools, and scores in writing were borderline. Again, students tended to score highest in mathematics.

For school year 1980-81, scores for third graders at Douglas improved considerably, while scores for students at Dunbar and Wheatley declined. Mathematics continued to be the strongest of the three basic skills tested for

each school. SSAT - Part I scores for fifth grade students at Dunbar and Wheatley improved; however, communication skills for students at Dunbar continued to be below average and borderline for students at Wheatley. Mathematics was the strongest of the three skills for fifth graders at Dunbar, and writing skills were strongest for Wheatley students. Mathematics scores continued to decline for Wheatley students.

SSAT - Part I scores for third graders improved considerably in each of the three Overtown elementary schools for school years 1981-82 and 1982-83. A decline was observed for Douglas' third graders in mathematics. Dunbar students scored extremely well in all skills tested in 1982-83. Writing skills for the same period exceeded mathematics in terms of degree of mastery. It is obvious from these data that there was an increase in mastery of the basic skills for third graders at the three Overtown schools for school year 1982-83.

Fifth graders did not score as well as third graders in the basic skills tested in school years 1981-82 and 1982-83; however, there were no deficits in any of the skills for fifth graders at the two schools for which data were available. Dunbar's fifth graders have improved remarkably since 1979-80 in communication and writing skills. While there has been no deficit in mathematics, there has also been no improvement in basic mathematics skills. Fifth graders at Wheatley score quite low in each of the basic skills areas. Scores have been consistently low since school year 1979-80.

TABLE VIII

STATE STUDENT ASSESSMENT - PART I

Elementary Schools

SSAT - I ELEM. SCHOOLS	Grade 3				Grade 5			
	1979-80	1980-81	1981-82	1982-83	1979-80	1980-81	1981-82	1982-83
Dunbar								
Communications	86	73 (-)	83 (+)	95 (+)	66**	69**	80 (+)	89 (+)
Writing	86	81 (-)	82 (+)	97 (+)	70*	74 (+)	80 (+)	84 (+)
Mathematics	92	88 (-)	89 (+)	96 (+)	81	82 (+)	85 (+)	82 (-)
Douglas								
Communications	72*	74 (+)	78 (+)	79 (+)	NA	NA	NA	NA
Writing	74	80 (+)	81 (+)	88 (+)	NA	NA	NA	NA
Mathematics	79	81 (+)	85 (+)	82 (-)	NA	NA	NA	NA
Wheatley								
Communications	86	83 (-)	89 (+)	90 (+)	64**	72* (+)	73 (+)	73 (+)
Writing	96	80 (-)	90 (+)	93 (+)	74	79 (+)	73 (-)	74 (+)
Mathematics	94	85 (-)	84 (-)	90 (+)	75	74 (-)	73 (-)	75 (+)

SOURCE: Dade County Public Schools, 1983.

* Borderline Skills

**Below the 70% average of mastery in basic skills

Test scores for students in the junior high schools for which data are available are generally less impressive compared to those of students in elementary schools. For the school year 1979-80, eighth grade students at Robert E. Lee were deficient in basic communication and mathematics skills. While students at Booker T. Washington were not deficient in those areas, scores lagged in relation to writing skills. A comparable trend was observed at the Robert E. Lee school.

In school year 1980-81, students at Robert E. Lee continued to be deficient in basic communication and mathematics skills, and students at Booker T. Washington declined in communication skills to a point below the 70 percent average of mastery. Moreover, students at Booker T. Washington declined in writing and mathematics. Writing skills improved for eighth grade students at Robert E. Lee.

Eighth grade students at Booker T. Washington continued to decline in basic skills during school year 1981-82. Not only had they become deficient in communications and mathematics, scores continued to decline in writing skills. On the other hand, students at Robert E. Lee achieved the 70 percent average of mastery in communication and mathematics skills and demonstrated increased competence in writing skills.

Students at Booker T. Washington demonstrated improvements in each of the basic skills areas for school year 1982-83. While Robert E. Lee students maintained competence in communication skills and increased their writing competence, mathematics skills fell below the average of mastery for this skill. In essence, improvements in basic skills have been observed; however, this trend tends to be slow and uneven between and within the two junior high schools for which data were available.

TABLE IX

STATE STUDENT ASSESSMENT TEST, PART I

Junior High Schools

SSAT - Part I JUNIOR HIGH SCHOOLS	8th Grade			
	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
<u>Booker T. Washington</u>				
Communications	73	68** (-)	67** (-)	78 (+)
Writing	84	79 (-)	76 (-)	83 (+)
Mathematics	76	73 (-)	69** (-)	80 (+)
<u>Robert E. Lee</u>				
Communications	63**	64** (+)	70* (+)	72* (+)
Writing	75	77 (+)	78 (+)	80 (+)
Mathematics	69**	69**	70* (+)	67** (-)

SOURCE: Dade County Public Schools, 1983.

*Borderline skills

**Below the 70 percent average of mastery in basic skills.

Test scores for 10th and 11th graders at Miami Jackson were even less impressive than those for the junior high schools. In 1979-80, students were deficient in basic communication and math skills and in mathematics, SSAT - Part II. Students remained deficient in these areas for the 1980-81 school year and also declined in writing skills. For the same school year, students demonstrated a decline in communication and mathematics skills of the SSAT - Part II. Improvements in SSAT scores were observed for 1981-82 in basic communication and writing skills; however, deficiencies existed in mathematics, SSAT - Parts I and II. For school year 1982-83, data were not

available for basic skills; however, communication skills on SSAT - Part II were good, and mathematics skills were extremely deficient.

TABLE X
STATE STUDENT ASSESSMENT TEST, PARTS I AND II
Miami Jackson Senior High School

<u>SSAT - Part I</u>	<u>GRADE 11</u>		<u>GRADE 10</u>	
	<u>1979-80</u>	<u>1980-81</u> ¹	<u>1981-82</u>	<u>1982-83</u>
Communications	61**	66** (+)	73 (+)	NA
Writing	72*	70* (-)	75 (+)	NA
Mathematics	69**	67** (-)	69** (+)	NA
 <u>SSAT - Part II</u>				
Communications	94	91 (-)	87 (-)	86 (-)
Mathematics	54**	49** (-)	67** (+)	52** (-)

SOURCE: Dade County Public Schools, 1983.

¹Part I data were collected for 11th graders and Part II data were collected for 10th graders.

*Borderline skills.

**Below the 70 percent average of mastery in basic skills.

Overall, these data reflect uneven improvements in academic achievement of students who attend Overtown schools. While third graders tended to score quite well in basic skills, especially in mathematics as skills were examined for students in the higher grades, basic skills became more deficient to the extent that competence in mathematics fell from an overall high of 89.3 percent to a low of 52 percent of mastery. As a measure of the quality of education students receive in the Overtown area, these data indicate a need

for improvements in education relative to mastery of basic skills beyond fourth grade.

Stanford Achievement Test results indicate that all schools in the Overtown area were deficient in reading and mathematics. The results are presented on the following pages.

Phyllis Wheatley Elementary School

STANFORD ACHIEVEMENT TEST

APRIL 1982 ADMINISTRATION

Grade	Number Tested	M E D I A N P E R C E N T I L E			
		Reading Comprehension	Mathematics Computation	Mathematics Concepts	Mathematics Applications
1	85	25	32	16	
2	99	17	34	30	30
3	63	63	48	64	77
4	78	42	27	28	48
5	74	41	34	23	27
6	52	35	31	20	22
All Grades	451	37	34	28	36

KINDERGARTEN RESULTS	Number Tested	Median Percentile
Sounds and Letters	82	34
Mathematics	84	29
Environment	85	27

Source: Dade County Public Schools, 1983

Douglas Elementary School
 STANFORD ACHIEVEMENT TEST
 APRIL 1982 ADMINISTRATION

Grade	Number Tested	M E D I A N P E R C E N T I L E			
		Reading Comprehension	Mathematics Computation	Mathematics Concepts	Mathematics Applications
1	132	26	19	24	
2	137	34	45	41	37
3	137	29	51	39	42
All Grades	406	31	40	36	37

KINDERGARTEN RESULTS	Number Tested	Median Percentile
Sounds and Letters	78	69
Mathematics	75	73
Environment	75	42

Source: Dade County Public Schools, 1983

DUNBAR ELEMENTARY SCHOOL
 STANFORD ACHIEVEMENT TEST
 APRIL 1982 ADMINISTRATION

Grade	Number Tested	M E D I A N P E R C E N T I L E			
		Reading Comprehension	Mathematics Computation	Mathematics Concepts	Mathematics Applications
1	121	30	16	26	
2	149	21	30	22	18
3	147	27	32	41	39
4	183	25	29	28	27
5	144	24	40	31	27
6	136	30	37	24	28
All Grades	880	27	32	27	27

KINDERGARTEN RESULTS	Number Tested	Median Percentile
Sounds and Letters	111	55
Mathematics	115	69
Environment	113	19

Source: Dade County Public Schools, 1983

Booker T. Washington Junior High School
 STANFORD ACHIEVEMENT TEST
 APRIL 1982 ADMINISTRATION

Grade	Number Tested	M E D I A N P E R C E N T I L E			
		Reading Comprehension	Mathematics Computation	Mathematics Concepts	Mathematics Application
7	161	22	35	26	29
8	135	25	33	25	18
9	117	28	47	27	20
ALL Grades	413	24	35	26	22

Robert E. Lee Junior High School
 STANFORD ACHIEVEMENT TEST
 APRIL 1982 ADMINISTRATION

Grade	Number Tested	M E D I A N P E R C E N T I L E			
		Reading Comprehension	Mathematics Computation	Mathematics Concepts	Mathematics Application
7	236	14	22	20	16
8	156	12	26	17	13
9	135	20	40	22	15
ALL Grades	527	15	28	20	13

Source: Dade County Public Schools, 1983

Miami Jackson Senior High School

STANFORD ACHIEVEMENT TEST

APRIL 1982 ADMINISTRATION

Grade	Number Tested	M E D I A N P E R C E N T I L E			
		Reading Comprehension	Mathematics Computation	Mathematics Concepts	Mathematics Application
10	486	26	33		
All Grades	486	26	33		

Source: Dade County Public Schools, 1983.

The Operation Turnaround School Concept has been implemented in three schools for school year 1983-84 to expand curriculum services and provide special instructional services to students not responding to already established developmental and remedial programs. In addition, Motivational Training Programs have been implemented in each school. Below is the report on motivational programs in the Overtown schools, presented to the Environmental Considerations Subcommittee.

Douglas Elementary

1. Behavior improvement activities
 - a. Weekend field trips by Family and Youth Development Agency are given as a reward for students who earn improvement distinction.
 - b. Cafeteria behavior plan: Class showing the best behavior earns a flag identifying that class as the exhibitor of the best daily attendance.
2. Special Events Committee to plan social events
 - a. Spirit Week
 - b. Dress-Up Day
 1. Color Day (wear school colors)
 2. Wear costumes reflecting origin
3. Counseling Groups
 - a. Classroom stories and discussion (behavior, values, decision-making)
 - b. Small groups (building self-image)
4. School is included in the Articulated School-based Management Plan III for 1983-84, and is developing its implementation plan at this time.

Dunbar Elementary

1. Attendance improvement activities
 - a. Classes with best attendance for the week have a special movie.
 - b. Students who have not missed more than five days during the year receive:
 1. field trip to MetroZoo for approximately 120 students in grades 4 through 6; and
 2. K-3 students have a special movie.
2. Utilize psychologist to work with behavior problems.
3. Classroom activities
 - a. Small groups: "interpersonal relationships" (building and maintaining)
 - b. Individual crisis intervention: develop problem-solving skills
 - c. Classroom activities:
 1. school rules
 2. behavior management
4. School was in the first Articulated School-Based Management Plan, 1981-82.
5. Utilize CABS (Career Awareness/Basic Skills) Program, take field trips to job sites, and bring into the school resource persons from the business community.

Phyllis Wheatley Elementary

1. Attendance improvement activities
 - a. Reinforcement and motivational activities for good attendance include:

1. Daily announcements on public address system.
 2. Movies/parties each marking period for those with perfect attendance.
 3. End-of-year special event for those with perfect attendance for the year (32 students to date).
 4. Follow up with students having attendance problems by:
 - a. calling parents,
 - b. making a plan with parents/child, and
 - c. home visits (counselor, visiting teacher).
2. Behavior improvement activities
 - a. Individual crisis intervention
 - b. Counselor works with teachers to set up a behavior improvement plan.
 - c. Involve students with community agencies.
 3. Utilization of community agencies
 - a. Boys' Club (five students are involved in afterschool program)
 - b. Youth and Family Services
 - c. Community Health Clinic
 4. Have an active Career Laboratory
 5. School is included in the Articulated School-Based Management Plan III for 1983-84, and is developing its implementation plan at this time.

Robert E. Lee Junior High

1. Career education activities
 - a. Made classroom career presentations to 700 students during the first semester.
 - b. Provided a career guidance program, "It's Your Career, Plan It!" to all ninth graders and transported 120 students to a county-wide Career Fair.
 - c. Provided special career and motivational counseling on a continuing basis to 63 "target group" students who were identified as potential dropouts.
 - d. On February 6, 1983, began a "Career Week" at the school which involved all students (700 plus) and all teachers. Twenty outside consultants were available to speak to students.

Booker T. Washington Junior High

1. Utilization of outside agencies (JESCA, CULMER, Dade Partners, Black Archives, Omega Psi Chi)
 - a. Work with individual students.
 - b. Serve as role models.
 - c. Visit homes regarding chronic attendance problems.
2. PRO Program volunteers to work with 86 identified high-risk students to:
 - a. serve as role models, and
 - b. develop responsibility.
3. Attendance improvement activities
 - a. Daily calls home when student is absent.
 - b. Assistant principal receives list of students absent in each class period - follows through with students.

- c. Utilize community agencies when attendance problem is chronic, visit homes, and work with parents/students. (Booker T. Washington won trophy for most improved school attendance.)
- 4. Special school-wide events
 - a. Student Council sponsored a Spirit Week.
 - b. School newspapers
 - c. Graduates of Booker T. Washington serve as speakers and role models.
 - d. Ninth grade breakfast and luncheon.
 - e. Special Booker T. Washington events are publicized in Neighbors.
 - 5. Career education activities
 - a. Conducted a "Career Day" for all students on March 24, 1983. Twenty-five business/ industry consultants participated.
 - b. Provided a career guidance program, "It's Your Career, Plan It!" to all ninth graders and transported 120 students to the county-wide Career Fair.
 - c. Provided special career and motivational counseling on a continuing basis to 50 "target group students" who are identified as potential dropouts.
 - d. As of April 1983, brought into the school 74 school resource persons to speak with students regarding future career planning.

Miami Jackson Senior High

- 1. Counseling with small groups
 - a. Foster children
 - b. Alcoholic parents
 - c. Substance abuse

- d. Child abuse
- e. 18- to 20-year-old students (some already parents)
- f. Identified underachievers (148)
 - 1. Personal involvement (We Care)
 - 2. Values clarification
 - 3. Decision-making
 - 4. Responsibility
- 2. Total class counseling topics
 - a. Academic counseling
 - b. Career counseling
 - c. Coping skills
 - d. Hygiene
 - f. Sex education
- 3. Peer counseling program
- 4. In-depth Curriculum Cluster (advanced placement): core group of academically gifted students.
- 5. Speakers: community agencies and colleges
 - a. Serve as role models.
 - b. Make presentations to total class groups and small groups.
- 6. Attendance improvement procedures
 - a. Call parents after third-day absence
 - b. Request parent conference
 - c. Work with individual students
- 7. Career education activities
 - a. Conducted a highly successful "Career Day" event on May 11, 1983. Thirty-five exhibitors participated, including airlines, public and private

vocational schools, FBI, military, and a variety of other career area representatives. Seven hundred 11th and 12th grade students were in attendance.

- b. During the first semester of 1983, placed 52 students or former students on jobs. Placed 19 former students in post-high school training programs.
- c. Exposed 500 students to CHOICES--a computerized career selection program.
- d. Transported 229 vocationally prepared senior high school students to the "Job Fair" on May 18, 1983.
- e. This summer, providing sixty 10th and 11th grade students with remedial classes in oral communication, mathematics, and employability skills. These positions are funded by CETA, and the students will be paid \$3.35 per hour, six hours per day, for six weeks.

Program completion is a major problem for students who reside in the Overtown community. Information for the dropout rate for the Overtown schools were not obtained; however, the "Dropout Profile for 1979-80," provided by Dade County Public Schools, reflects the following trends for school year 1979-80:

1. There is a disproportionately high percentage of dropouts among non-Hispanic Black students.
2. For school year 1979-80, the dropout rate was 22.53 percent and exceeded the rates for White, non-Hispanic, and Hispanic students.
3. Dropouts tend to be Black males.

4. Students tend to drop out in 10th or 11th grade.
5. There was a slight increase in students who dropped out of school in eighth and ninth grade.
6. There was a significant decline in students who were dropping out of school in 10th, 11th, or 12th grade.
7. Overall, there was a decline in school dropouts.
8. The greatest decline in school dropouts was experienced by Black students.

The following is the Dropout Profile for the period 1975-80:

Dade County Public Schools
DROPOUT PROFILE
1979-80

Enrollment numbers and percentages, and dropout* numbers, rates, and percentages for 1979-80

	Ethnic/Sex						TOTALS
	WH	BNH	HISP	OTHER	MALE	FEMALE	
No. of Enrollment Over 16	12,718	8,669	13,002	279	18,262	16,406	34,668
% of Enrollment Over 16	36.7	25.0	37.5	.8	52.7	47.3	100
No. of Dropouts	1,917	1,953	2,237	17	3,572	2,552	6,124
Dropout Rate (%) ¹	15.07	22.53	17.21	6.09	19.56	15.56	17.66
% of Dropout Population	31.3	31.9	36.5	.3	58.3	41.7	100

¹Determined by dividing "Number of Dropouts" by "Number of Enrollment over 16" within ethnic category.

Dropouts* according to grade level with annual increase/decrease percentages

Year	Grades					TOTAL	
	8	9	10	11	12		
1975-76	93	512	1,932	1,574	944	5,055	14.92
1976-77	103	556	1,987	1,408	913	4,967	14.70
	+10.8%	+8.6%	+2.9%	-10.6%	-3.4%	-1.7%	
1977-78	189	811	2,678	2,036	981	6,695	17.43
	+83.5%	+46.0%	+34.8%	+44.6%	+7.5%	+34.8%	
1978-79	237	857	2,832	2,268	1,044	7,239	20.45
	+25.4%	+5.7%	+5.8%	+11.4%	+6.4%	+8.1%	
1979-80	308	866	2,399	1,752	799	6,124	17.66
	+7.7%	+1.0%	-15.3%	-22.8%	-23.5%	-15.4%	

DISTRICT
D.C. RATES
FOR 5183

Dropouts* according to ethnic grouping with annual increase/decrease percentages

Year	Ethnic				TOTAL
	WH	BNH	HISP	OTHER	
1975-76	2,207	1,564	1,267	17	5,055
1976-77	1,081	1,645	1,426	15	4,967
	-14.8%	+5.2%	+12.6%	-11.0%	-1.7%
1977-78	2,471	2,404	1,795	25	6,695
	+31.4%	+46.1%	+25.9%	+66.6%	+34.8%
1978-79	2,558	2,352	2,296	33	7,239
	+3.5%	-2.2%	+27.9%	+32.0%	+8.1%
1979-80	1,917	1,953	2,237	17	6,124
	-13.3%	-17.0%	-2.6%	-4.6%	-15.4%

*An individual not subject to the compulsory attendance law who leaves school either prior to high school graduation, or before completing a program of study without transferring to a private or public school or educational institution, and whose records have not been requested by another educational institution within sixty (60) school days during the required school year.

Reported by:

Placement & Follow-up Services
Joseph Sherron, Supervisor
June, 1981

Vocational training and placement programs are an integral part of the Dade County Public Schools' educational program. The following is a detailed description of the existing job training, vocational, adult, and community schools programs offered by the Dade County Public Schools.

JOB TRAINING

Many vocational training and placement programs at the Lindsey Hopkins Technical Education Center, Miami Jackson Senior High School, and Miami Jackson Senior High Adult Education Center are available to Overtown residents.

In January 1983, the New Lindsey Hopkins Technical Education Center opened at 750 N.W. 20th Street. This modern facility has 92 programs and approximately 7,000 students enrolled. Some of the more popular programs are:

High School Completion	Commercial Photography
E.S.O.L.	Radio Communication
Business Education	Radio and TV Service
Introduction to Data Processing	Landscaping
Computer Programming	Dental Assistant
Accounting	Dental Lab
Typing	Nurses Aide Program
Shorthand	L.P.N.
G.E.D.	Masseur
Air Conditioning	Surgical Technician
Refrigeration	Hospital Clerk
Commercial Art	Cashier Clerk
Commercial Food Processing	Mixology
Commercial Banking	Hotel Front Office Procedures
Cosmetology	PBX Operator
Drafting	Basic Clothing Construction
Electric	Advanced Clothing Construction
Electric Motor Mechanics	Furniture Reupholstery
House Wiring	Child Care
Industrial Electronics	Power Sewing
Clothing Assembly	Dietetic Assistant
Sewing Machine Repair	Food Produce Manager
Meat Cutting	
Dietetic Aide	

Counseling services are provided for students at the Center. Lindsey Hopkins also contracts with community-based organizations to provide training.

Overtown will be served by a new vocational technical center that is now in the planning stage. Construction for this new facility should start in 1985.

The comprehensive high school that serves the Overtown area is Miami Jackson Senior High. Miami Jackson is upgrading its vocational program by adding a Sheet Metal Shop and reopening the Industrial Material and Processes Shop.

Miami Jackson also has a comprehensive adult center that provides adult education programs during the evening hours and at off-campus locations. Adult students can enroll in activities such as: Computer Education, Auto Mechanics, Appliance Repair, Office Practices, G.E.D., and various other activities designed to prepare people for the world of work. In addition, Miami Jackson cooperates with community-based organizations to provide Cuban and Haitian entrants with skills necessary to obtain employment.

Jackson Adult Center is also providing Friday night, Saturday night, and Sunday morning activities. These programs are designed to involve the community in sports-related activities.

Several programs are available to help Overtown residents secure jobs. In addition to the placement specialist at Lindsey Hopkins Technical Education Center and Jackson Senior High, a Jobs Program and the Vocational Inclusive Program exist. The Jobs Program was established to provide a central communication linkage and clearinghouse between employers and the Dade County Public School System. Efforts of the vocational placement office, in cooperation with the school-based placement specialist, have assisted vocationally trained youth in locating jobs and assisted employers to fill current job openings. The Vocational Inclusive Program focuses on disadvantaged minority students from the inner-city schools, including recent graduates or school dropouts who either require vocational training and/or job placement assistance. The program identifies these individuals who are or who have been enrolled in vocational programs and provides services leading to employment.

Special emphasis has been given to the pre-vocational facilities in the new Booker T. Washington Junior High School. Planning is now complete on this modern facility.

The Miami Skill Center provides vocational courses for approximately 350 out-of-school youth and adults. The Center is open from 8:00 a.m. to 4:30 p.m. daily and provides training and job placement activities for students enrolled in the following program areas:

- Adult Basic Education (ABE)
- Automobile Mechanics

Building Maintenance Repair
Clerk - General Office
Employability Skills
English for Speakers of Other Languages (ESOL)
Welding

Community-based organizations (CBOs) such as the New Directions for Handicapped, Inc. (NDHI), Young Women's Christian Association (YWCA), Coalition for Progress, Youth Co-Op, Metropolitan Dade County New Careers, Haitian-American Community Association of Dade County (HACAD), and Spanish-American Basic Education Rehabilitation (SABER), referred students to this center. This program ended September 30, 1983. The New Job Training Partnership Act (JTPA) commenced October 1, 1983. Since then, students have been referred under this new legislation. Approximately 83 percent of the program completers are placed into jobs.

VOCATIONAL, ADULT, AND COMMUNITY SCHOOL PROGRAMS

Besides the normal educational programs, the Office of Vocational, Adult, and Community Education has established unique programs that are of benefit to the residents of Overtown.

Booker T. Washington Junior High Community School is located at 1200 N.W. Sixth Avenue. The school offers a mechanism for Overtown residents to discuss and offer solutions to local community problems. Approximately 30 residents meet on a regular basis. In addition, B.T. Washington serves the needs of the community by providing access to the gymnasium from 4:00 p.m. to 8:00 p.m. nightly.

Agency cooperation has assisted B.T. Washington to provide the Culmer Youth Opportunity Program. This program is offered at B.T. Washington and provides tutoring, job skills, job placement, and a prominent citizens lecture series for youth. G.E.D. and sewing classes are offered to adults through the Dade County Public Schools. Booker T. Washington Junior High students were among the 9,000 students that attended the 1983 Career Fair.

Dunbar Elementary Community School, located at 505 N.W. 20th Street, offers afterschool care during normal school days and a full-day program on teachers' workdays and when the K through 6 program is not in session. Children receive homework assistance and participate in a variety of educational activities. Plans to expand the afterschool care program to Douglas Elementary and Phyllis Wheatley Elementary are in progress.

Dunbar Community School will participate in the youth summer food program. Participants in the program will receive a lunch and supper without charge at the school. Dunbar Elementary Community

School is currently offering off-campus activities for children at Phyllis Wheatley Elementary. For example, 36 students are enrolled in piano classes. It is anticipated that program offerings will be increased as additional services are offered.

Booker T. Washington Community School and Dunbar Elementary Community School have also been provided free transportation and tickets to University of Miami home football games. The program was possible through the Partners for Youth Program. More than 350 youth attended last year's games.

Summer Youth Farm Program and Recreation Camp will provide transportation from several county parks to the Miami Agricultural School. Students will learn gardening, planting, potting, equipment repair, and other valuable skills. They will receive a full lunch and be transported back to the parks for recreational activities. At the end of the summer, each participant will receive a minimum of \$50 or the proceeds from the sale of the crops grown. This program is in cooperation with the Dade County School Board, the Dade County Parks and Recreation Department, and the Partners for Youth Program.

Dial-A-Teacher is a project that provides homework assistance to parents and students via the telephone. Dial-A-Teacher operates Monday through Thursday, 5:30 p.m. to 8:30 p.m. Two centers are in operation, one at Ponce de Leon Community School (phone 661-5034) and the other at North Miami Beach Community School (phone 949-0979).

Another program of interest serving the total community is the Tele-Communications Program at Merrick Elementary Community School, which provides adult students with an opportunity to enroll in courses such as English, Spanish, and G.E.D. without leaving their homes. This program should make it possible for students who do not have transportation or students who do not care to travel at night to enroll in classes.

Other programs that benefit the residents of Overtown are the Jobs Fair for senior high students, the Summer Youth Crime Prevention through the use of Community Instructional Services funds, and the Parent Education Programs.

(SOURCE: Dade County Public Schools, 1983)

Miami-Dade Community College involvement with residents in the Overtown community was of special concern to the Environmental Considerations Subcommittee. Dr. J. Terence Kelly, Vice President for Education, Miami-Dade

Community College, made a pledge to the Subcommittee to seek out ways in which the College could provide educational services that have not been provided before, and to be responsive to the needs of Overtown residents. The Learning Alternative Model Program (LAMP) for residents of the Overtown and Wynwood communities is currently being offered.

The LAMP Program is jointly sponsored by Miami-Dade Community College, Community Instructional Services, Dade County Public Schools, and Dade Community Action Agency. The following is a description of the LAMP Program for Overtown students:

- LAMP is designed to offer residents 16 years of age and older an opportunity to earn credits toward a high school diploma.
- LAMP offers school-age expectant mothers an alternative educational program.
- LAMP will provide training in vocational skills areas linking participants with practical arts aimed toward career development in typing, graphic arts, and industrial sewing.
- LAMP will assist residents toward being learners, citizens, consumers, and producers.
- LAMP course offerings will include Development Reading, English, Math, Science, Social Studies, and Writing for Everyday Living.
- LAMP is specifically designed to address the community educational needs and offer solutions to other problems in the community.
- LAMP will provide personal growth and enrichment activities to enhance the quality of life in the community.
- LAMP classes are offered at a time and place convenient to residents.
- LAMP offers transportation to and from class.

LAMP classes are held from 1:00 p.m. to 7:00 p.m. at:

BOOKER T. WASHINGTON COMMUNITY SCHOOL
1200 N.W. 6th AVENUE
MIAMI, FLORIDA

According to Dr. L. Kim Porter, Associate Dean, Division of Learning Alternatives, Miami-Dade Community College has implemented the LAMP Program and the Career Exploration Project (Adkins Life Skills Series). An adult literacy program is planned. These programs address the educational problems of school dropouts and support skills training and literacy programs for adults. To address the problem of remodeling of houses, Dr. Porter suggests the establishment of classes in remodeling in which the owner/builder will furnish teachers, classrooms and books, and the County will furnish a part-time contractor to oversee the work. While tutoring for students who attend school was identified as a problem, no programs exist or are planned.

Evaluation of Findings

The School System is racially isolated, thereby students in Overtown are denied the sociocultural mix afforded by a truly desegregated school system. In addition, the school system has failed Overtown residents as is reflected by standard indices of academic achievement and by the school dropout rates of students in schools located in Overtown.

PUBLIC SECTOR RECOMMENDATIONS

1. The School Board should immediately review progress attained in desegregating the schools in Overtown. All necessary resources must be provided to upgrade and maintain the educational facilities, teachers' skills, and initiate well organized and better coordinated efforts to fully desegregate and improve the overall educational opportunities in Overtown schools.
2. The School Board should continue to provide resources and additional incentives to attract and train teachers qualified to teach students who reside in economically depressed areas such as Overtown.
3. The School Board should develop and implement a comprehensive student-retention plan that includes teachers, counselors, parents, and community social services agencies.
4. The School Board should implement innovative and culturally appropriate, as well as standard motivational training and remedial educational components in all Overtown schools. One comprehensive program with an evaluative component for each educational level is recommended. Selection of the standard program components should be based on an effective demonstration model.
5. The School Board should develop a series of projects that will serve parents of Overtown students so that parents will be more knowledgeable, accepting, and supportive of school programs.

6. The School Board should provide resources for the inclusion of educational supports in Overtown schools (i.e., part-time, in-school jobs, computers).

PRIVATE SECTOR RECOMMENDATIONS

1. Business organizations should provide financial support to open up opportunities for higher education and vocational training for adults and school dropouts who are residents of Overtown.
2. Business organizations should engage in creative problem-solving on behalf of adults needing education or vocational training.
3. Black civic and community-based organizations and retired Black teachers should develop and implement intensive tutorial programs for Overtown students.
4. The press should highlight the academic successes of Overtown and other inner-city students.
5. Black churches should commit their resources (i.e., finances, physical facilities, and the skills of their members) to assure opportunities for Overtown students.

6. Organizations should engage in creative, culturally sensitive, problem-solving to enhance the integrity of Overtown family units in order to assure familial support for the education of school-age children.

7. The private and public sectors should be strongly encouraged to seek the input of a broad base of Overtown residents in the strategic planning endeavors engaged in by both sectors.

YOUTH-RELATED CONCERNS

Youth who are reared in depressed socioeconomic and physical environments and exposed to unhealthy experiences are vulnerable to personal problems that have implications for the community at large. Some of the most prevalent problems of youth in economically depressed and socially isolated areas are:

1. health problems related to sexual activity; contraceptive failure; sexually transmitted diseases; pregnancy, early childbearing; parenting;
2. inadequate nutrition and medical problems;
3. substance use and abuse;
4. delinquent behavior;
5. school problems (academic achievement and behavior problems);
6. poverty and unemployment;
7. family problems;

8. interpersonal relationship difficulties (peer relationships), alienation;
9. accelerated development and premature adult responsibilities and status; and
10. barriers to full societal participation.

These and other personal problems experienced by Overtown youth are directly related to the socioeconomic position of their families and to the condition of the physical environment in which they live. Moreover, many of the problems youth face go unnoticed and therefore escalate to alarming proportions as youth progress or accelerate to adulthood status.

Statement of the Issues. The Environmental Considerations Subcommittee was especially concerned about the park and recreational facilities and area beautification in the Overtown community relative to youth-related concerns. The juvenile justice system and crime prevention efforts were believed to be significant to the resolution of problems faced by Overtown youth.

Frame of Reference. Children growing up in conditions of poverty are likely participants in civil disorder (Kerner Report, 1968, pg. 7). Socially isolated youth living in economically depressed environments experience identifiable feelings of hopelessness, despair, anger, and distrust as do adults living in such environments; however, youth have not achieved the cognitive and psychological maturity to defend themselves against the various

insults to which they are exposed. They consequently turn to crime, drugs, and other anti-social solutions when family, community, and society fail them.

Delinquent behavior is associated with poverty conditions. The Commission on Civil Rights identified many problems relative to the treatment of juvenile delinquents in the Miami-Dade community. They found that the Dade County Department of Health and Rehabilitative Services has not adequately supported the juvenile justice system in rehabilitation of young offenders. Moreover, by its failure to intervene effectively, the juvenile justice system was charged with reinforcing and perpetuating the process of discrimination that has fostered Black juvenile delinquency (Civil Rights Commission, 1982, pg. 225).

The Dade County Revitalization Board and the Greater Miami United's "Racial Isolation in Miami: A Community Progress Report" (1983) summarizes the programs and results to date that directly respond to the concerns raised by the Civil Rights Commission following the 1980 civil disturbances. The following information was abstracted from the report.

RECOMMENDATION 6.1: The Dade County Public Schools and the Florida Department of Health and Rehabilitative Services should make a coordinated effort to identify potentially delinquent behavior as early as possible.

RESPONDENT: Dr. Leonard Britton, Superintendent of Schools, and School Board Members

PROGRAM: Early Intervention

BEGUN: 1970s

RESULT OF 1980 DISTURBANCES: No

RESULTS TO DATE

The internal evaluation is that PRO is achieving its stated aims. One-on-one "active listening" counseling is crucial to the success of the program. This program is especially responsive to the concerns of Recommendation 6.1.

Program is internally evaluated to achieve its stated aims, and it is responsive to the recommendation.

Internal evaluations determine that participants exhibit positive attitudinal changes and behavior in school and community, reduced recidivism and juvenile crime, and improvements in academic performance.

RESPONDENT: Max B. Rothman, District Administrator,
District 11, Department of HRS

PROGRAM: Early Intervention

BEGUN: 1970s

RESULT OF 1980 DISTURBANCES: No

RESULTS TO DATE

Programs are generally evaluated as meeting the stated aims and are responsive to the concerns of Recommendation 6.1.

RECOMMENDATION 6.2: The Florida Department of Health and Rehabilitative Services should operate additional group homes because placing juvenile offenders in State-training schools results in minimal rehabilitation.

RESPONDENT: Max B. Rothman, District Administrator,
District 11, Department of HRS

PROGRAM: Juvenile Offender Placement

BEGUN: 1970s

RESULT OF 1980 DISTURBANCES: No

RESULTS TO DATE

Through these and other programs, Health and Rehabilitative Services gives priority to establishing a variety of small, community-based treatment facilities. The intent of HRS is to plan and implement a transition to such programs for a majority of the children committed to it, and to place children in or near their own communities.

Community-based residential programs are an integral part of a balanced treatment program for juvenile offenders. HRS programs of this nature now in operation are responsive to the concern expressed in Recommendation 6.2. The HRS assessment is that a further need exists for the training school type of placement alternative for serious or repeat offenders.

RECOMMENDATION 6.3: The Florida Department of Health and Rehabilitative Services should provide more intensive counseling not only to juveniles, but their families as well.

RESPONDENT: Max B. Rothman, District Administrator,
District 11, Department of HRS

PROGRAM: Counseling

BEGUN: 1981

RESULT OF 1980 DISTURBANCES: Yes

RESULTS TO DATE

New Horizons, Economic Family Health Center, and Miami Mental Health were upgraded as a result of the 1980 disturbances. The purpose was to provide the target population of Liberty City more comprehensive services, including counseling, for individuals and families.

The New Horizons Community Mental Health Therapeutic Group Home Program served 48 emotionally disturbed children between June 1981 and December 1982.

During FY 1981-82, approximately 85 infants and 281 pre-school age children received services under the Children, Youth and Families Program. During the first eight months of FY 1982-83, 58 infants and 212 pre-school children were served.

RESPONDENT: Max Rothman, District, Administrator
District 11, Department of HRS.

PROGRAM: Counseling

BEGUN: 1981

RESULT OF 1980 DISTURBANCES: No

RESULTS TO DATE

JESCA Home Visitor Program began implementation February 1983, so results are not yet available.

Coordinated approach to drug-related incidents in schools. Funding secured for an Early Intervention Project which has aims consistent with those of the recommendation. Improved relationships among participating agencies is a fundamental result of the Inter-Agency Council effort.

Findings of Fact. The Environmental Considerations Subcommittee investigation focused on the number of parks in the Overtown community and their preventive and rehabilitative potential for addressing the complex problems of Overtown youth. Concerns were raised about drug and other substance use in the parks and about the potential of Overtown parks to offer educational opportunities to youth.

There are four major parks which provide viable recreational opportunities and three other parks in the Overtown community. Carl Kern, Acting Director of the Department of Parks and Recreation, provided a description of each park, its development, and associated costs. The following information and map of the Overtown parks were provided by Mr. Kern.

GIBSON PARK

Location: 401 N.W. 12th Street

Existing Facilities: 7.9 acre neighborhood park with a pool, lighted playing fields, a recreation building, basketball and tennis courts (library - Dade County).

Cost/Funding: Total development funds spent are: Overall Park - \$1,555,300 of Parks for People and Community Development Block Grant Funds; Ballfield Lighting - \$183,620 of City (FPL), State (DNR), and Federal (L&WCF) funds; Pool renovations - \$200,400 of City (FPL) funds.

Recent Improvements: Acquisition of additional property, complete renovation and extension of recreation building and pool facilities, lighted softball/ football field, tennis and basketball courts, playground equipment, outdoor amphitheater, planting, and parking facilities.

Schedule: Improvements completed in 1982.

*Future Considerations: Solar heating for the pool, tennis court renovations.

*Funding not yet determined.

REEVES PARK

Location: N.W. 6th Avenue and 9th Street

Existing Facilities: 3.75 acre neighborhood park with one basketball court, fountain and wading pool (non-functioning because of code compliance problems), game tables, picnic tables, benches, trash receptacles, picnic pavilion, lighting, and playground. There is also a recreation center jointly used by the City and Dade County.

Cost/Funding: Acquisition and development funded by Parks for People funds (\$213,400) and completed in 1979.

Improvements: None proposed.

*Future Considerations: Renovation of fountain and wading pool; recreation building; sprinkler system; and playground. Add playground for small children, site furniture, and resurface basketball court.

DORSEY PARK

Location: First Avenue and 17th Street

Existing Facilities: 2.5 acre neighborhood park with a softball field, bleachers, basketball court, and a newly completed recreation building which includes restrooms.

Cost/Funding: \$223,400 of Community Development Block Grant Funds, and \$100,000 of Parks for People Bond Funds.

Improvements: New recreation building and patio area; upgrading of existing softball field, bleachers, and dugout; construction of lighted racquetball and basketball courts; new fencing; playground equipment; walkways; and electrical work.

Schedule: Improvements completed 1983.

*Future Considerations: Softball field lighting.

ATHALIE RANGE PARK NO. 1

Location: Under expressway between N.W. 10th and 11th Streets

Existing Facilities: 2.7 acre neighborhood park with basketball courts, tennis courts, comfort station, playground, two picnic tables, game tables, and benches.

Cost/Funding: \$22,813 of Parks for People Funds were expended to develop this park in 1977. No funds have been available for improvements.

Improvements: None proposed.

*Future Considerations: Entire park needs renovation and redevelopment or abandonment due to nature of site and consistent misuse.

CULMER MINI-PARK

Location: N.W. 2nd Avenue and 10th Street

Existing Facilities: A .2 acre mini-park which was acquired in early 1977 and developed in 1977 and 1978.

Cost/Funding: \$20,000 of Community Development Block Grant Funds.

Improvements: Landscaping, lighting, irri-gation, game tables.

*Future Considerations: Entire park needs renovation or abandonment due to nature of site and consistent misuse.

The following two parks were acquired from Dade County in 1980.

RAINBOW VILLAGE PARK

Location:	N.W. 4th Court and 21st Street
Existing Facilities:	1.5 acre mini-park which includes playground equipment, basketball court, and furniture.
Cost/Funding:	Formerly a Dade County park. Developed by the County and now under City Parks and Recreation Department. No additional funds have been available for improvements.
Improvements:	None proposed.
*Future Considerations:	Upgrading basketball court and playground.

WILLIAMS PARK

Location: 1717 N.W. 5th Avenue

Existing Facilities: 5.5 acre neighborhood park with recreation building, pool and bathhouse, lighted ballfield, bleachers, playground, one half-size basketball court.

Cost/Funding: Park was developed initially by Dade County and was recently taken over by the City of Miami Parks and Recreation Department. The pool and recreation building were recently repainted by Parks Operations. No other funds have been available for improvements.

Improvements: None proposed.

*Future Considerations: Additional basketball courts; picnic facilities (tables, grills, trash receptacles); additional bleachers, additional landscaping; and upgrading of ballfield surface.

The City of Miami Department of Parks and Recreation is responsible for providing recreational activities and programs in the four major parks. Pauline Mumford, who was at the time Recreation Zone Coordinator, presented the following outline of the existing activities and programs offered in the Overtown community and a report of "Special Activities" during the summer 1983.

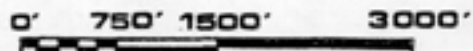
- I. Daily Activities at Each Park (Youth and Adults)
 - A. Indoor Activities
 1. Bingo
 2. Monopoly



PARKS & RECREATION SYSTEM

OVERTOWN

CITY OF MIAMI



SCALE: 1" = 1500'



3. Checkers
4. Chess
5. Carrom
6. Table Tennis
7. Uno
8. Craft Classes, rotating daily at each park in Overtown

B. Outside Activities

1. Horseshoes - free play and tournaments
2. Tetherball - free play and tournaments
3. Croquet - free play
4. Four Squares - free play
5. Basketball - free play, tournaments, leagues
6. Tennis - free play, tournaments
7. Softball - free play, tournaments
8. Kickball - free play, tournaments
9. Dodgeball - free play
10. Track and field

II. Cultural Activities at Gibson Park (Youth and Adults)

- A. Dance
- B. Drama
- C. Drumming
- D. Self-Awareness
- E. Art
- F. Wood Carving
- G. Ceramics

III. League Activities

- A. Intra-park basketball league at Gibson - eight teams participating; men, ages 16 and over; games played Monday and Tuesday at 6:00 p.m.
- B. Basketball teams, girls, 12 and under, and 18 and under, from Overtown participating in Dade Girls Softball League sponsored by the City of North Miami. Games are played each Saturday at 9:30 a.m.
- C. Track and Field league with events held each Wednesday at 5:00 p.m., rotating from park to park in the Overtown area.
- D. Adult Softball Team for women (ages 16 and over) from Overtown area to compete against other municipalities and interested groups. Practice and games held at Gibson Park.
- E. Ages 13 and under boys' basketball team, and 15 and under boys' basketball team, from each park in Overtown participating in City of Miami league.

- F. Boys' basketball team from Overtown, ages 11 and 12 years, to participate in City of Miami's basketball tournament held in May. Practices and tryouts at Dorsey Park daily at 6:30 p.m.

IV. Special Activities

- A. Beginners and Advanced Karate Instructions held at Gibson Park weekly on Mondays and Wednesdays from 6:00 p.m. to 9:00 p.m., ages 8 and up.
- B. 4-H Club at Gibson Park - meetings held twice monthly on Saturdays.
- C. Field trip - 100 youth from Overtown attended 1983 Youth Fair on April 1, and 300 attended 1984 Youth Fair, ages 15 and under.
- D. Monthly Special Events held in Overtown

April 8 - Fashion Show at Dorsey
April 29 - Talent Show at Gibson

Other programs of the Department of Parks and Recreation made available to Overtown youth included the 1982 Summer Youth Employment Program, Cultural Division - Virginia Beach Discos, and the "Summer Sensations" Concert Series.

On May 9, 1983, the Youth Advisory Board met to address the impact on children and youth of the civil disturbances that have occurred in Overtown and Liberty City. The minutes of the meeting were presented to the Environmental Considerations Subcommittee. These minutes contain relevant information about the available, social, health, and education services for Overtown youth. The following information was abstracted from the minutes of the May 9 meeting of the Youth Advisory Board.

A Health and Rehabilitative Services Center in Overtown was established to provide services in areas where most referrals to the agency are generated. The Center includes offices for Aid to Families with Dependent Children (AFDC) and food stamp clients, a Community Control Unit (probation and after-care), the Miami TRY Center (non-residential program for 30 delinquents), an emergency shelter for 18 adolescents, and boys' half-way house (a residential program for 28 youth).

Child Development Services, Dade County is federally funded to contract for child-care services throughout Dade County. There are 10 subsidized child-care centers in the Overtown community. Two hundred and fifty Black children and 83 Haitian children are enrolled. There are 500 children on the waiting list in Overtown. Infant care, preschool care, and afterschool care is provided to youngsters from six weeks of age through 14 years. Eligibility criteria require that parents be working or actively seeking employment.

The Dade County Health Department funds several programs in the Overtown community. There is a Health Department Clinic, located at N.W. 14th Avenue and 14th Street, which provides services to children up to four years of age who reside in the Overtown area. The University of Miami School of Medicine administers the Comprehensive Health Care Program (CHCP), funded by the Health Department. This program is located at Jackson Memorial Hospital and serves children up to 21 years of age. Family Medicine is also a program administered by the University of Miami School of Medicine.

In addition to the above programs, the Health Department serves adolescents who are either pregnant or mothers. Health Department teams visit schools to reach students in human growth and development classes.

The Family Health Center provides comprehensive health care to families and children 0 to 18 years of age. Special health services offered at the Family Health Center include Adolescent Family Life Demonstration Project and health services for approximately 1,500 Head Start children in Overtown to North Dade area. There has been discussion regarding opening a Primary Health Care Center in Overtown.

Dr. James Hunt, Principal at the Booker T. Washington Junior High School, is setting up a school-based program for about 50 pregnant adolescents who do not attend COPE-North. In addition, Booker T. Washington houses nine agencies (including JESCA, HRS, and YMCA) which serve students during the day. Dr. Hunt expressed concern about the fact that Overtown students are bused out of the area (school population is 35 percent Black). Because students are bused to other schools, Dr. Hunt feels that the school cannot fully impact the community. There are virtually no organized activities or programs for youth in the area after 4:00 p.m.

One of the major problems of youth in the Overtown community currently being addressed is that of delinquent behavior. Seymour Gelber, Administrative Judge, Juvenile Division, defined the major problem faced by the juvenile justice system as the lack of program resources in neighborhoods so that problems can be resolved by the people involved. He recommends the

development of neighborhood organizations with expertise to respond to the concerns of young people; however, he noted that budget cuts at all governmental levels have hampered this development. A basic need in the Overtown community was described by Judge Gelber as local leadership to develop a neighborhood community spirit.

State Attorney Janet Reno identified the major problem of the juvenile justice system as early intervention to provide effective preventive efforts and appropriate treatment of children on the verge of getting into trouble. She recommends early intervention programs and coordinated efforts of the school system with those of social services agencies.

Ms. Reno urges the strengthening of two programs that are keys to delinquency prevention in Dade County:

1. Early Intervention Program which identifies and provides elementary potential services to elementary school at risk for delinquency problems.
2. Programs for Employed Mothers Receiving Public Assistance Arrested for Not Reporting Employment. This program is designed to assist mothers whose public assistance income is below the poverty level and who go to work to provide more income for their families. AFDC regulations have been described as either encouraging a parent to cheat or not to work, while the above program requires mothers to perform

community service, become involved in a vocational skills program, and avail themselves of parenting skills courses (Miami Herald, June 19, 1983).

Ms. Reno reported that present efforts are not sufficient to solve the problems intertwined with juvenile delinquency and the development of delinquent behavior. A large number of children in the Early Intervention Program were found to live in poverty. The majority of the children lived in families headed by their mothers. The problems faced by these families were described as overwhelming and beyond the ability of participating agencies to adequately respond. Ms. Reno proposed the following initiatives:

1. Intensive afterschool programs for child development, including remedial education located in community schools.
2. Meaningful vocational planning and training programs for parents receiving public assistance.
3. Expansion of community service agency programs via school-based services to children on the verge of getting into trouble.
4. Coordinated efforts of all community agencies addressing the problems.

5. Relief of social burdens carried by the school system to give teachers full time to teach.
6. Continued efforts to form positive police linkages with children to build confidence in police.
7. Make children aware of punishments that accompany criminal careers.
8. Provision of support to mothers trying to cope (Miami Herald, June 19, 1983).

Another major effort to impact the juvenile justice system is the implementation of the Juvenile Justice Support Program. This is a pilot program designed to cause a significant decrease in the rate of recidivism of students in the juvenile justice system and to effectuate improved articulation between various agencies involved with juvenile delinquents (Department of Alternative Education Placement, September 1982). The major functions of the program are to:

1. assess the educational needs of juveniles;
2. develop a plan of action and to coordinate services rendered to students who have been adjudicated delinquent; and

3. monitor the progress of the client at school, home, and community.

The reported accomplishments of the program for 1981-82 are as follows:

1. Established a procedure for Dade County Public Schools to work more effectively and cooperatively with the juvenile justice system, Health and Rehabilitative Services, and community agencies to serve students involved with the law.
2. Assessed the educational needs of specific students referred by the juvenile judges.
3. Provided concentrated monitoring of student clients with Personal Educational Plans (PEP) and clients with educational recommendations who attend schools in a non-participating school-feeder pattern.
4. Provided some senior and junior high schools with log sheets to be signed by persons requesting information on students. Log sheets include date of request; student's name; and the agency, name, and telephone number of any person requesting information.
5. Monitored some students returning to Dade County Public Schools from state facilities as requested by HRS counselors, school personnel, and parents as time permitted.

6. Identified and recommended community agencies that can provide a specific service to help a student and parents/guardians.
7. Made classroom presentations in schools and parent groups upon request in an effort to help increase knowledge and understanding of the juvenile justice system and possible consequences of committing criminal acts.
8. Provided services for parents determined appropriate to help improve students' academic performance and social adjustment in school and community. Services included explaining a procedure to follow, contacting, and sometimes transporting, parents/guardians and students to an agency for medical and/or psychological evaluations for student, recommending a specific technique to help modify a behavior when requested.

Juvenile Justice Support Program impact on Dade County Public Schools:

1. Increased the school system's capabilities to focus needed attention on students involved in the juvenile justice system.
2. Produced a significant improvement in communication between Dade County Public Schools and other agencies serving a student. Efforts to assist a juvenile were better

orchestrated with the Juvenile Justice Support Program serving as the nucleus.

3. Provided juvenile judges with information which gave them a more in-depth profile of a student.
4. Served as a support for schools that a specific juvenile is attending.
5. Served as a part of a student's support network to help in making positive changes in his/her life.
6. Helped in the significant saving of work hours in locating and tracking students not in attendance at their assigned schools.
7. Served as part of a support network for parents.
8. Served as brokers of services to parents and school personnel in providing names of persons and agencies offering a special service according to home address.

Evaluation of Findings

The growth, protection, and care needs of Overtown youth have been neglected, while problems symptomatic of this overall neglect have been ill-

addressed. The changing fabric of the community as well as uncertainty about the future that is endemic to economic deprivation and oppression have reinforced the feelings of helplessness and alienation experienced by many Overtown youth.

Recommendations

1. All youth-serving agencies that target the Overtown community should collectively review their respective missions and the types of services needed to combat youth-related problems. A comprehensive system of accountability should be developed to ensure that services are well publicized and adequately provided.
2. Outreach services and training programs should be developed to address the problems of Overtown youth such as controlled substance use and abuse, adolescent pregnancy, family violence, economic deprivation, and inappropriate accelerated status transition. The New Horizons Community Mental Health Center Youth Development Project's Substance Abuse Overtown Unit should be expanded.
3. Parks in Overtown should be used to further the growth and development of Overtown youth through the implementation of growth-promoting programs that are not problem-oriented. Rather, programs should center on decision-making, interpersonal relationship, and social skills. Programs that focus on developing economic and political acumen should also be included.

4. The police department and State Attorney's Office, as well as the federal, state, and local governments should step up activities to prevent the sale of drugs and any of the other illegal activities that corrupt Overtown youth.

5. The City and County governments should collectively implement group homes for youth whose home settings are determined to be counterproductive to wholesome development. These should supplement those group homes presently operated under HRS sponsorship.

6. Suburban charitable organizations, social, and religious groups should be encouraged to undertake short and long-term, collaborative projects with Overtown youth. Examples of such ventures would include savings/investment groups, small business/mail order enterprises, mobile-auto cleaning ventures, Rent-A-Kid projects.

SUPPORT SYSTEMS

Social problems such as economic deprivation and poverty, inadequate housing and education, and juvenile delinquency necessitate the development and maintenance of community support systems, based on resources sufficient to minimize the impact of these problems for the victims and for the larger community. The failure of a community to plan and coordinate a comprehensive program of social services has definite adverse consequences. Not only is there the possibility that unplanned social reactions will aggravate existing problems; unplanned responses tend to create additional problems for the victims and for the community.

Statement of the Issues. The Overtown community is undergoing rapid physical and social changes as a result of overall urban growth and development within the Miami area. This state of affairs has resulted in the economic, social, and physical deterioration of the historical Overtown community. The response of the City of Miami to the resultant social problems has been varied; yet, there has been limited coordination of redevelopment, community development activities, and grossly inadequate social programming. Moreover, there has been no organized attempt to coordinate physical with social planning and programming for the residents of the Overtown community.

Frame of Reference. The Commission on Civil Rights (1982) described the Black community in Miami as not being part of the City of Miami because Black people were not found to be a part of the politically and economically powerful sectors that control community policies and resources. The

Commission observed that the concerns of the Black community were not City, County, or private sector priorities. Thereby, the Commission concluded that the 1980 civil disturbances in Miami were a response to a series"of abuses suffered at the hands of an unresponsive and uncaring officialdom" (Commission on Civil Rights, 1982, pp. 308-316).

The destruction of Overtown was considered one of the events that precipitated the isolation of the Black community from the City as a whole. The major consequences of this municipal and federally funded action were identified as economic isolation; desperate ghettos; and non-responsive educational, social, health, and judicial support systems. Although the report of the Commission reflected a sensitivity to the fact that Miami suffers from urban problems that are endemic to all major American cities, it posed the following question: "Will local leaders see it in the community's interest to take the coordinated long-term concrete action that is necessary to turn Miami around?"

The Commission also noted that the knowledge and skills are available to solve the problems faced by Blacks in Miami. The question raised was one of commitment. Without commitment, the Commission predicted that conditions would worsen, isolation would increase, and violence would recur. As predicted, the actions taken (since the Commission's report) have been inadequate to address the complex needs of Black Miamians. Racial violence in Overtown was the natural consequence of the failure of the Miami community to bring about growth and progress within its Black community.

Findings of Fact. The Environmental Considerations Subcommittee examined the adequacy of select support systems to meet the varied problems faced by the residents of the Overtown community. Physical health care, drug rehabilitation, community programs, mental health care, emergency assistance, intergroup/intragroup relations, and the religious support systems were reviewed.

Metropolitan Dade County, Department of Youth and Family Development is the County's community-based family and children service agency. The department operates comprehensive family intervention and delinquency prevention programs through 16 community outreach offices, two-day treatment programs for severely emotionally disturbed children and adolescents, and five therapeutic group homes. The department also operates a volunteer services program, a purchase of services component, and a productivity unit that is responsible for data collection and program evaluation.

The goals of the Department of Youth and Family Development are to:

1. prevent or reduce family breakdown through comprehensive psychosocial services; and
2. serve as an alternative resource to the juvenile justice system in order to reduce delinquent behavior of children and youth.

Referrals are made through all community agencies, the school system, and by families.

The following are descriptions of the three program divisions of the department:

1. Community Outreach Service Division. This division is responsible for a variety of family and children's social and psychological services through 15 neighborhood-based locations. This program addresses a wide range of specific problems, including services to pre-delinquent children, services to runaway children, status offenders, dysfunctional behaviors. Accessibility is achieved through neighborhood locations and conscious outreach efforts via special work with the 54 Dade County public schools. Neighborhood locations help to promote the availability of additional sources of help from other public and private social agencies.
2. Psychological Services Division. This division provides clinical services (diagnostic and psychotherapy) through clinically trained psychologists; the Adolescent and Family development Center (a one-day treatment program for 24 emotionally and behaviorally disturbed adolescent boys and girls); and the Family and Children's Development Center (a one-day treatment program for 32 younger emotionally

disturbed children who cannot function in a regular classroom, but can live at home).

3. The Alternative Home Care Division. This program provides alternative placement resources for children and adolescents (either dependent or delinquent) through six community-based therapeutic group homes.

The department's present budgetary allocation is approximately \$4.5 million; \$3.9 million is from government revenue funds (ad valorem taxes). Approximately \$600,000 is from Federal Revenue Sharing (FRS) funds. In addition, to a direct service delivery system, which served 4,880 families and 13,027 clients during 1980-81, the department has a Purchase of Services Program for purchasing special services for clients from private agencies and community resources.

In 1981-82, the department served over 6,000 families and 13,000 clients. Service impacts reflected an 80 percent improvement in family functioning and a 70 percent reduction in truant, runaway, and disruptive school behavior. Over 1,100 problem youth were diverted from involvement in the juvenile justice system. (Source: Department of Youth and Family Development.)

The department has planned a multi-purpose social service outreach program for the Overtown area.

METRO-DADE COUNTY
DEPARTMENT OF YOUTH AND FAMILY DEVELOPMENT
OVERTOWN YOUTH AND FAMILY OUTREACH PROJECT

I. PROPOSED AREA OF SERVICE

Overtown/Culmer area of Miami (approximately four square miles). Eastern Boundary - Biscayne Boulevard; Western Boundary - N.W. 17th Street; Southern Boundary - Miami River; Northern Boundary - N.W. 20th Street.

II. PROJECT OBJECTIVE

To provide a multiplicity of youth and family early intervention and prevention services in response to family dysfunctioning, school problems, and pre-delinquent and delinquent problems.

III. DIRECT PROJECT SERVICES

- Counseling (family, individual, group)
- Supportive social services
- Advocacy
- Job readiness/preparation
- Information/referral
- School social services
- Follow-up (aftercare) services
- Emergency services (aid)
 - food
 - clothing
- Liaison work with area churches
- Liaison work with community agencies
- Liaison work with City of Miami and Metro Police Departments

IV. INNOVATIVENESS

- Flexibility of hours: accessibility/availability of services
- Monday-Friday: 8:00 a.m. - 7:00 p.m./Saturday: 8:00 a.m. - 1:00 p.m.
- Aggressive outreach (neighborhood workers)
- Service team approach (CFSW/SWNW)
- Purchase of services capability
- Levels of service
- Mental health component (psychological/psychiatric)
- No referral criteria restrictions
- Case follow up with all closed cases

V. STAFF

- 1 - Social Service Supervisor
- 2 - Social Worker II
- 2 - Social Worker I
- 4 - Community Family Service Workers
- 2 - Clerk Typist
- 15 TOTAL

The department has requested the City of Miami's Department of Economic Development to participate financially in the special Overtown project in the following areas:

1. provision of office space in the Overtown area at \$10,000 per year,
2. provision of project transportation at \$15,000 per year, and
3. afterschool program at \$50,000 per year.

The following are the responses of the Department of Youth and Family Development to questions raised by the Environmental Considerations Subcommittee:

1. How many agencies are providing services in the Overtown area similar to or the same as ours, and what are our planned efforts to coordinate our work with the agencies so that duplication of services can be prevented or avoided?

"At the present time, nine service providers, including ours, are based in the Overtown/Culmer Neighborhood Center. These agencies include the Community Action Agency, Health and Rehabilitative Services, James E. Scott Community Association, Dade County Department of Human Resources, the City of Miami Overtown Jobs Program, the City of Miami Police Department, and Early Intervention Program, and the New Washington Heights Community Development Corporation. In addition, several human service programs operate within the Overtown area, but outside the confines of the neighborhood center. These include the Culmer Outreach Project, which is operated out of the Booker T. Washington Junior High School in conjunction with the YMCA program, and Dade County's Department of Human Resources Methadone Clinic.

"All of these agencies impact in various ways on families and children in the Overtown area; however, none are providing the same kinds of services as our department--that is, family-focused social and psychological outreach services to problem children and families. We see our proposed Overtown service project as complementing, supporting, and being also supported by the other neighborhood services, but not duplicated by them. We welcome the establishment of a coordination and services review mechanism which can help to assure the maximum

effectiveness of all services and the prevention of wasteful, unguided duplication of services. We are ready and willing to join with all other agencies in a coordinated service effort."

2. How many clients and families are served by your department, and what are the number that you propose to serve in our Overtown Outreach Project?

"In FY 1981-82, our department served 4,831 families and 12,311 clients....In the Overtown area specifically, our two assigned staff members served 185 families and 350 clients during 1981-82.

"The Special Outreach Project in Overtown proposes to serve in FY 1983-84, 700 families and approximately 1,850 clients. These projects are based upon a direct service staff of 12 carrying an on-going caseload of 25 families and 75 to 80 clients. Based upon a projected turnover of cases every four to six months (with some cases running longer), we estimate an ability to serve this number of people. The availability of different levels of staff proposed by the project will also provide additional access to clients and help to be more responsive to the problems of the people of Overtown."

Florence N. Parnell of the Dade County Department of Youth and Family Development identified the following major problems faced by Overtown residents:

1. unemployment among youths and adults,
2. substandard housing,
3. mental and physical ill health, and
4. drug abuse and prostitution.

The Department of Youth and Family Development recommends that the following actions be taken:

1. The Blue Ribbon Committee should address the serious environmental problems in the area, particularly the problems of drug abuse, prostitution, substandard housing, mental and physical ill health, and the high rate of unemployment among adults and youth.
2. Provide support for a strong afterschool recreation and leadership training program for youth in the area.
3. An effective mechanism for the coordination of social services. This could be a committee of major services provider agencies in Overtown which would regularly monitor services, review program progress, establish accountability requirements, assist with inter-agency communication, and

report periodically to the community on the results of services.

4. A citizen advisory board (Overtown residents) should be established to assist with the identification of needs, assure citizen input on the review of service efforts and results, and provide citizen support for the provision of social services.
5. More Overtown children should be allowed to attend schools in their own neighborhoods. This could help to assure more parental participation in the operation of schools and in the educational process. This can also help to promote greater community involvement in their own schools.

(SOURCE: Arthur J. Foehrenbach, Director, letter to the Environmental Considerations, June 22, 1983.)

The Overtown Youth and Family Project has been funded by Metro-Dade County for fiscal year 1983-84 at a reduced level of \$300,000; however, according to Ms. Parnell, the prognosis for Overtown as a whole is guarded without full cooperation of all private and public resources.

Concept House, Inc. is a private, non-profit, State-licensed drug abuse treatment center in Miami. It was founded 13 years ago by Dr. Ben Sheppard to address severe problems of narcotic addition and drug abuse. According to Robert E. Reed, Interim Director of Concept House, Inc., a major problem for

Overtown residents is the lack of drug treatment facilities. He recommends the establishment and operation of 100 residential slots in Overtown for long-term treatment and rehabilitation of persons addicted to narcotics and other dangerous drugs. The estimated minimum cost is \$8,000 per slot per year. The prognosis for resolving this problem was reported as poor.

Jackson Memorial Public Health Trust reports the availability of the following services to Overtown residents:

I. Medical Services

- A. Outpatient Services - Scheduled appointments for 96 specialty and sub-specialty clinics. Open five days a week, 8:00 a.m. to 4:30 p.m.
- B. Ambulatory Care Unit - Provides medical treatment for the individual who does not need to be treated in the Emergency Room, but cannot wait for a scheduled appointment and must be seen that day. Open seven days a week, 7:00 a.m. to 11:00 p.m. - Monday through Friday; 9:00 a.m. to 5:30 p.m. - Saturday and Sunday.
- C. Emergency Services - Open 24 hours a day, seven days a week.
- D. Jackson Memorial Hospital serves as primary hospital for necessary in-patient care specializing in secondary and tertiary medical services.

II. Health Education Initiatives

- A. Have provided and will continue to provide Cardio Pulmonary Resuscitation training and blood pressure screening for senior citizen groups in the Overtown area.
- B. Worked with Culmer Citizens Group in coordinating a health fair, which features blood pressure screening, counseling regarding diet, exercise, etc. Also included has been representation from the American Heart Association. This effort will continue.
- C. Working with Culmer Citizens Group to coordinate presentation of the Health Care-A-Van to the Overtown community during the summer. This is a health education-on-wheels program.

III. Volunteer Services

- A. Coordinates a Teen Volunteer Program, the purpose of which is to provide exposure to health careers and provision of health services in a hospital environment.
- B. Of approximately 800 volunteers (teenagers and adults), 55 percent are Black; the majority are recruited from areas surrounding the Hospital.

- C. Volunteer Services staff attend various youth fairs and school career days in an effort to recruit volunteers as well as stimulate interest in the health profession.

IV. Employment/Training

- A. The Employment Office has been sensitive to applicants and referral agencies from the Overtown area. Since the summer of 1982, personnel have been actively connected with groups and agencies working with youth from the Overtown area (i.e., New Careers). As of this date (June 7, 1983), the Hospital has provided training and offered employment to seven participants from New Careers. These programs place their enrollees in public and private firms for purposes of training. After having completed the training phase, the Hospital has offered full-time jobs to two participants of the New Careers Program.

- B. The Employment Office staff has worked directly with several representatives from the Culmer/Overtown Neighborhood Service Center and the Tri-City Community Association. These agencies have been added to the Hospital's mailing list for job vacancies.

- C. The Hospital receives a steady flow of referrals from the Florida State Employment Service in the downtown area, which serves the Overtown area as well. Since January, approximately ten individuals have been hired.

- D. Employment Office staff have participated in several recruitment sessions in the Overtown area. Personnel specialists attended the "Partners for Youth Advisory Council Program," which called upon community leaders to listen and respond to concerns of the youth.

- E. The Hospital has participated in the "Careers for Health and Allied Occupations" for Dade County youth, sponsored by the Career Education Department of the Dade Public Education Department.

- F. Personnel specialists have participated in outreach activities in the community to recruit for Medical Records Technicians, Respiratory Therapy Technicians, and Laboratory Assistants (Medical Campus/Miami-Dade Community College).

- G. Employment Office personnel regularly attend career fairs and job jambories in local high schools and community colleges. School sites include those in the Culmer/Overtown area.

V. Opportunities for Minority Vendors

- A. Participated in April 20, 1983, Matchmaker Seminar at Business Assistance Center.
- B. Coordinated Bidder-Buyer Card Exchange Seminar throughout Dade County.
- C. Several meetings with Ron Frazier (Past President, Miami-Dade Chamber of Commerce) to share information regarding needs, concerns, availability of Black vendors.
- D. Workshops for minority vendors held at the Hospital and at the City of Miami's Downtown Administration Building. The purpose of these workshops is to acquaint vendors with bidding procedures and potentials, as well as to respond to any concerns regarding awarding of contracts.
- E. Bid lists are mailed weekly to Miami-Dade Chamber of Commerce, Black Affairs Office, and other community organizations and vendors.

VI. Contracts

The Public Health Trust was the first to award a construction contract in accordance with the new Dade County

Race-Conscious Ordinance. To date, the Trust has awarded two such contracts.

(SOURCE: Fred J. Cowell, President, Public Health Trust, letter dated June 7, 1983.)

The following recommendations for improvements in health services to/for Overtown residents were provided by Sandy Sears, Director, Community Health Services Division, Public Health Trust (June 14, 1983):

1. Primary Health Care - It is acknowledged that a primary care center built in the Overtown community would provide for greater convenience and accessibility of health care to residents of that community. At the same time, in studying the feasibility of building such a center in the Overtown area, it is encouraged that careful consideration be given to the close proximity of the Overtown community to the Jackson Memorial Medical Center complex and the implications of such for duplication of costs and services.

2. Health Education and Preventive Medicine
 - a. Encourage agencies, in addition to JMH, to bring more health education and health programs to the community; i.e., Public Health Department, American Heart Association, American Cancer Society, Muscular Dystrophy, etc.

- b. Involve religious centers and schools in the Overtown community in offering health education programs-- literature, counseling, health screening, etc.
 - c. Have various Overtown community organizations (i.e., citizens' groups) sponsor monthly health seminars, blood pressure screening, CPR training, etc.
3. Health Careers and Employment/Training
- a. Invite health care professionals to various meetings (schools, churches, clubs, etc.) to speak to young people about career opportunities in the health profession.
 - b. Encourage/invite health care providers (Public Health Department, Civic Center hospitals, primary care centers) to participate in and/or host job fairs and career days in schools, churches, clubs, and the community-at-large.
4. Vendors/Contractors
- a. Invite health care providers to community to exchange business cards, share information regarding needed supplies and services, and discuss information regarding the bidding procedures.

The Youth Development Unit (Juvenile Unit) of the Miami Police Department provides parental and juvenile counseling on a limited basis. The youth/police programs are designed to deter criminal activity. The major problems in the Overtown community were defined as: (1) a breakdown in family structure in relation to a juvenile/parent relationship, and (2) a lack of respect on the part of juveniles for other people and property.

Strict accountability for parents in child abuse, child neglect, and juvenile criminal involvement was recommended as one of four solutions to the problems identified. The other solutions were:

1. Compel parents to appear at all conferences, court hearings, and make restitution when necessary.
2. Better system for HRS youth counselors in dealing with juveniles and parents.
3. A positive police/juvenile relationship.

The resources needed to impact the problem were identified as salaries for investigators and officers engaged in counseling sessions and youth programs, and provisions for additional social services agencies dealing with family counseling, pre-delinquent and delinquent youth; more emphasis on juvenile diversionary programs; and additional youth recreation programs dealing with character building. Implementation of these recommendations were believed to result in a favorable prognosis.

The Temple Israel of Greater Miami is planning several projects to address the needs of Overtown residents. The following were identified as major issues:

1. Better understanding and communication is needed among White and Black neighboring communities in and around Overtown.
2. Where specific unfilled needs exist in the Overtown community, all agencies in the county should be more forthcoming in offering assistance.

Dorothy Serotta, Chairperson of the Committee of Concern, recommends that the following actions be taken to resolve these problems:

1. Specific projects for education and fellowship, joint wherever possible, not just "feel good" meetings, but continued planning sessions which create do-able goals that can be accomplished with both groups interacting and cooperating.
2. Specifically, a chain of day-care centers to avoid "Adam Walsh" situations and to help with employment problems which are generally aggravated when the needs of children are involved.

Mrs. Serotta feels confident that the prognosis is better than ever for resolving the problems identified due to the work of the Environmental Considerations Subcommittee and the permanent agencies that will succeed it.

The New Horizons Community Mental Health Center provides mental health services to individuals in the Overtown community. Dr. Herman Dorsett, in his June 16, 1983, presentation to the Subcommittee, characterized the Overtown area as "a mental health disaster area" for the following reasons:

1. There is a dramatic increase in the number of severe forms of mental illness in the Overtown area: depression, schizophrenia, reactive disorders, and the like.
2. There is a dramatic increase in the number of persons recently discharged from South Florida State Hospital who are residing in boarding homes, private homes, and other substandard dwellings in the Overtown area.
3. There is a significant number of young persons in this area who are experiencing severe emotional problems in the elementary and secondary schools. These youngsters are, in many instances, acting out their problems in the schools.
4. There is a dramatic increase in the number of patients, or clients, who experience either chronic or episodic mental illness.

5. There is a dramatic increase in the number of adults and young people who receive services for exposure to chronic stress and/or exposure to situational stress. Examples of exposure to situational stress would be the reaction to the Neville Johnson killing. New Horizons, around this time, treated more than 14 young men and women who witnessed the event, were related to persons who witnessed the event, or who were interrogated by various law enforcement officials. We saw also at this time a rise in the number of our clients who live in the Overtown area who visited New Horizons for professional services.

6. We continue to see today a decline in the academic performance of young men and women who reside in the Overtown area, as compared to youngsters in other areas of Dade County.

Dr. Dorsett also provided the following 16 recommendations for the resolution of the aforementioned problems:

"We, at New Horizons, strongly urge you to lobby, to become involved in putting more funds in preventive services...but we do feel that preventive services need to be increased, or funding for preventive services needs to be increased.

"Secondly, we are recommending that more funds are put in clinical services and that you put more emphasis on mental health services within the schools.

"Thirdly, we are recommending that there be a broad-scale attack on the multiple causitive factors. We are talking about economics, health, poverty, racism, and the like, and that these attacks be put on these multiple causitive factors as vigorously as possible. We happen to know that racism is a major contributing factor to economic insufficiency, to bad health, to poverty, and so on, and we feel that we must emphasize that racism is an area that this Committee needs to put some attention on, that it needs to be brought to the attention of the community that racism must be overcome. It must be fought very, very vigorously.

"Number four, we are recommending that you attempt to sensitize the residents of the community to the sociopolitical realities in their community. We know, for example, that lots of things are happening with respect to decreasing the size of Overtown, to bringing in higher income housing, moderate income, and so on, from the east and from the south and then so on. What we are suggesting is that those of us who do know--those of you who do know, need to sensitize the residents that they, if they wish, can take some intelligent actions on their own parts.

"Number five, we're suggesting that more community institutions must be involved in the community. We're talking about as it relates to community mental health care. We're suggesting that not only the police, the schools, volunteers, and courts become involved in community mental health, and community mental health is not simply having somebody coming to an agency for therapy or medication or whatever for a couple of hours a week and be sent away. The Community--the capital 'C'--and it has to be emphasized such that while we are working with the patient, or the client, and his or her family--we're talking about relating to the institutions which serve to make more difficult living in the environment.

"We are suggesting, number six, that this Blue Ribbon Committee lobby the legislators and other government officials--that for the most part, what's happening in Tallahassee has very little bearing on what needs to happen in Overtown, and we few instances such as what the Black Caucus and Senator Meek in terms of housing bills, etc.

"Number seven, we're suggesting that you attempt to assist in re-establishing satellite treatment facilities back in the community.

"We are suggesting, number eight, that you attempt to develop a type of Marshall Plan--a Marshall Plan similar in concept to what was built in Europe following one of the massive wars--that you

assist in trying to develop a Marshall Plan for the Overtown community which would place major financial and human resources in the area with specific goals, time tables, benchmarks, and accountability factors.

"Number nine, we are suggesting that there be some training programs to train what we call the natural care givers, such that they can render mental health services also. Some of the natural care givers are people like hairdressers, retired people, grocery store operators, the unemployed, ministers, the elderly, etc.

"Number ten, we're suggesting that the Committee attempt to pressure the private entities to contribute funds and staff to the Overtown area.

"We're suggesting, number eleven, that the Committee attempt to encourage people to volunteer to provide administrative, maintenance, landscape, recreational, and other kinds of various services to the mental health programs. These types of services will augment the services of the paid staff in the mental health centers.

"Number twelve, we're suggesting that this Committee go on record as reinforcing or really coming to support the expansion of the cultural, social, and economic events being held in the Overtown area.

"Number thirteen, we are suggesting that you try to support such groups as the Black Archives.

"Number fourteen, I would also ask that this Committee take some positions or moral judgment. I would suggest, in support of what Dr. Anders and some of my other colleagues were suggesting, that you attempt to try to reverse the displacement, the push-out trend so that sects of people begin to feel hopeful rather than hopeless.

"Number fifteen, we are recommending that the housing situation try to--that you attempt in trying to improve the housing situation so that the Marty Fines of Dade County would begin to (not only [sic]) invest in Overtown--and the Tibor Hollos and Cal Covens, if you will, will begin not only to invest in Kendall and east Perrine and Bal Harbour, but they will begin to put some of those funds within the Black community as well--that this is a significant human resource, which cannot be put out to pasture.

"Number sixteen, we're recommending that this Committee encourage Black institutions to invest and reinvest in their own communities, similar to the kind of thing that St. John's Baptist Church is doing now."

Evaluation of Findings

A number of support systems have been instituted to combat the problems of Overtown residents; however, those support systems have been inadequate to

meet the plethora of complex and longstanding problems that threaten the survival and quality of life of the current Overtown residents and of other residents who have been relocated to other depressed areas without adequate social planning.

Recommendations

1. An inventory of social and health services provided in Overtown by State, County, and City governments should be conducted in order to identify these services and develop means of strengthening and expanding them to meet the needs of the community.
2. Programs instituted to address the social problems in Overtown should be evaluated and adjusted accordingly.
3. The City and County governments should collectively plan a reorganization of social services, such that duplication of services can be avoided and so that direct services have their intended impact.

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Courtesy of The Miami Herald

FINAL REPORT :
Police Policies, Practices & Procedures Subcommittee

INTRODUCTION

Crime is a symptom of political, economic, and social inequalities; it cannot be controlled by the police.¹ The Black community in Miami exists with chances, opportunities, and options unequal to those in the Anglo and Latin communities.² Unless and until structural changes are made in our society, it is doubtful that the symptoms of these inequalities, such as crime, will be effected.³ Any possible modifications in our society are to be made at the political level, and it will take at least an all out "war on poverty"⁴ at the local level and the national level to have any effect.

Because the government is unlikely to engage in a war on poverty and this Subcommittee was formed to investigate police policies, practices, and procedures, our comments will be limited to the relationship between City government and the City police.

The Miami Police Department operates in the community as a formal organization designed and ordered in the interests of achieving its goals: the maintenance of order, law enforcement and service to the community.⁵ Police share with other organizations a contradictory-normative environment, a variable resource base and clientele, and a bureaucratic structure.⁶ Problems with policing in America in general, and Miami in particular, include the mandate to maintain order, protect society against crime and other threats to civility, and to do so while extending procedural safeguards to the persons responsible for crime and disorder. These contradictory expectations create an environment in which balance is almost impossible to achieve.⁷ On the one

hand, police must be responsive to calls for help and service, and on the other hand, they must operate efficiently within their fiscal constraints. These two conflicting expectations lead to disharmony. The bureaucratic structure of a police department should facilitate routine policing by linking needy citizens with available officers, but a necessary side effect of the bureaucratic structure is that it hinders effectiveness because of external constraints on policy, practices and working conditions.⁸ The major external influence on policing is the cooperation (or lack of) between police and other community and political groups. Although the Miami Police Department is controlled locally, it should not necessarily be well integrated into the local community. Police are faced with this dilemma: if they are too isolated from the community, they are likely to be less responsive to community needs than they should be, and if they are too integrated into the community, it is likely that objectivity and ability to enforce unpopular laws will be minimized.⁹ In other words, civil accountability of police comes in many shapes and many forms. There are checks and balances, influences and counter-influences. When a balance of these external issues is reached, police officials will be able to create and administer internal controls.

Although this report will focus on mostly internal policies and issues, it must be emphasized that crime control remains in the political arena just as crime prevention remains a social problem. Before we turn to the internal police issues we found most significant, we must comment briefly on politics and crime control.

The Miami Police Department is but one segment of the Miami City government. Under the City Charter, the police chief, like other heads of

departments, reports to the City Manager who is responsible to the City Commission which is chaired by the Mayor. The Police Department's budget is a matter for City Commission deliberations, but the Department's daily operations are overseen by the City Manager. Contradictions may exist between these agents of municipal funding which control the police, yet expect effective and efficient policing, and the Police Department which seeks independence and flexibility. This inherent discord provides one check on the Police Department and any major abuse of power. Along with this authority, however, goes the liability for responsible actions. The political arena in which the police and the community live is controlled by the power elite and has potential for widespread abuse. It is important to recognize how the potential impact of political abuses and in-fighting of politicians is felt in minority communities. Raising the expectations of one group for a political gain may well be interpreted as just another sign of inequality which could lead to racial isolation, unrest, and violence.¹⁰ Based upon the hundreds of hours of testimony and thousands of pages of transcripts, our major conclusions are that:

1. THE ACTUAL OR PERCEIVED USE OR MISUSE OF POLITICAL POWER AND THE MANIPULATION OF MINORITY-GROUP CONFLICTS CONTRIBUTE TO RACIAL UNREST IN MIAMI.
2. STRUCTURAL CHANGES IN THE SOCIAL AND ECONOMIC FABRIC OF MIAMI NEED TO BE MADE TO REDUCE INEQUALITIES.
3. IT IS NECESSARY TO MONITOR AND EVALUATE THE VARIOUS FUNCTIONS AND ACTIVITIES OF THE POLICE DEPARTMENT TO ENSURE COMPLIANCE WITH COMMUNITY STANDARDS.

It is toward the improvements and management of these police functions that our report now turns.

FOOTNOTES

1. Bazelon, "Crime: Toward a Constructive Debate," 67 A.B.A.J. 438 (1981).
2. City of Miami, 1983 Overtown Employment Survey Report (1983). Hill, The Illusion of Black Progress (1978).
3. Supra, Note 1.
4. Wilson, The Declining Significance of Race (1980).
5. Blau and Scott, Formal Organizations (1972), and Etzioni, Modern Organizations (1964), and Wilson, Thinking About Crime (1983).
6. Ibid.
7. Rubenstein, City Police (1973).
8. Lundman, Police and Policing (1980).
9. Wilson, Crime and Public Policy (1983).
10. United States Commission on Civil Rights, Confronting Racial Isolation in Miami (1982) pp. 25-26.

RECRUITMENT AND SELECTION

The quality of law enforcement in Miami is directly related to the competence of individual police officers. The exercise of discretion in critical decisions affecting the life and liberty of citizens is one of the most crucial areas of policing.¹ Although there are numerous stages in the career of a police officer, and each stage is important in determining the quality of police, the recruitment phase is the first and, for that reason, perhaps the most critical stage of a police career decision.²

Recruitment involves the interaction of two factors: (1) the decision of an individual to become a police officer; and (2) the selection process used by the police department. The reasons for which an individual seeks a career in law enforcement are not different from selecting entry into any occupation: status, rewards, minimal educational requirements, and conditions of service.³ National surveys of police officers routinely indicate three major reasons why they chose law enforcement as a career: job security, material benefits, and the nature of police work.⁴

The City of Miami and the Police Department have done an impressive job advertising its openings for police officers within all segments of the community. From the pool of individuals who apply for position of police officer, only some are selected to enter the academy. Selection is a multi-faceted, complex process which involves several administrative agencies, tests, and checks for security.

According to testimony and documentation provided to this Committee by the Miami Police Department and its representatives⁵, an individual must apply for an examination based upon criteria established by the City's Human Resources Department. If the applicant fits the appropriate profile, he or she is moved through the screening and selection process. There are two major issues concerning selection which we feel should be discussed. They include the legal action taken in the U.S. vs. City of Miami⁶ and tests used to select police recruits⁷ which resulted, in part, from that law suit. The consent order (Part 4, page 4) states that the City must assure fairness and non-discrimination in selection of police officers and promotion to the positions of lieutenant and captain in the Police Department. The Resolution of Pending Claims states that promotions must be made "...in an affirmative action program...in such a way that the City will be able to achieve a minimum promotional rate of 50 percent for minorities and women at the rank of police sergeant and police lieutenant, as long as these are qualified applicants on a promotional register" (pp. 1-2).⁸ This has forced the Miami Police Department to operate in a manner consistent with the testimony of Major Kenneth Harrison:⁹

"The Commission added to the Police Department's budget, over the last two years, through direct action of the Commission, approximately 300 positions; 186 positions last year and 100 positions the year before. That's 286 positions, plus 50 positions to be added the first of April this year. Recognizing this statistically, we have found that only 20 percent of those people that apply, actually become police officers; we knew we had to recruit over 1250 people

to apply for these positions. The consent decree, that is in existence now, specifically states that we must actively try to make the Police Department reflect the makeup of the community, which indicates that we must target our recruitment effort. The Commission, through formal action, adopted a policy that we must recruit 80 percent minorities and women, which meant that we were given some very strict parameters on how to do our recruiting. We moved forward from those positions, knowing that we had to hire a lot of people, recruit a lot more people, and still come up with bottom-line figures that would meet the Commission's desires and the order of the consent decree. In order to do that, we directed, specifically, our recruitment efforts for Black male participants.

"That was the emphasized target group that we went after for the last two years. We also recognize the responsibility to recruit in the Hispanic community and did heavy recruiting in that area also, and once again, recognizing that we still had to operate within the parameters of the Civil Service rules, the consent decrees, the State Commission on Standards and Training as well as the medical requirements that were established in the consent decrees."

Due to the extraordinary constraints placed upon the City of Miami and the Police Department, we find their ability to influence recruiting and selection minimized. While the policies of 1983 and 1984 attempt to right the wrong of previous decades, it places the majority of recruitment and selection decisions about police officers in the hands of other public organizations.

The tests used to select police recruits are taken by all applicants which the City's Department of Human Resources certifies as being potential police officers. The test is comprised of three parts. The third part, the psychological test, has some serious flaws. The final report of the validation of this test¹⁰ included some serious problems which require investigation. On pages 16 and 17, the underlying statistics used to structure the tests are explained. As the report notes on page 16, "Factor analysis identifies the underlying concepts from a set of measures and then reduces the data to that set of factors. These factors can then be interpreted in terms of the variables which contribute to them..."

Since individuals do not agree precisely in their judgements about any given stimulus value, there will always be a certain amount of variance in individual scores around the group averages. When individual deviations from the group mean are mostly random, coherent patterns, such as the slope and response level, differences will rarely be evidence. Typical respondents may give an estimate below the group mean for one value of the stimulus continuum, then above the mean for the next value, and perhaps, below for the next, with no regular pattern. When, however, individuals differ from the group in patterned ways, individual deviations on adjacent stimulus values will tend to correlate with each other. The individual will tend to deviate from the group mean in the same direction on all of the stimulus values of a particular type.

Factor analysis can be used to detect such patterned deviations. If no patterned deviations exist, factor analysis will produce about as many factors

as there are stimulus values of the continuum under investigation. Clearly patterned deviations, by contrast, will produce a much smaller number of factor dimensions, each one connected with a particular pattern of individual deviation.

The report, on page 17, notes that "when the factor is rotated, the arrangement of variables is adjusted to provide a clearer picture of what variables are predominant in each of the factors." Factor loadings are essentially the correlations between the original items and the composite factors. A factor loading approaching 1.0 indicates that the factor is practically identical with the original variable, and a factor loading of zero means the variable contributes nothing to that particular factor.

In this report, however, it is not clear how many variables are included in the factor analysis, or how they are loaded into the equation. Assuming it is all done according to appropriate statistical methods, the validation is flawed.¹¹ Factor 1 has 10 measures which loaded with $\geq .6$. Factors 2 and 3 have no measures with such a high loading. Factor 4 has two such measures, etc. Factor 3, which is called "accidents and reprimands" has the "reprimands" measure loading at .967 and the "accidents" measure loading at .354. No other measures make any difference in that factor. One good example of how this report is flawed is that "accidents" load on Factor 1 at $-.909!!!$ This means that "accidents" are more important to Factor 1 than Factor 3.

In sum, there is only one factor of any statistical significance in this report. Factor 1 is important and captures 10 of the 16 significant measures

(> .40) at a very liberal entry level, but it is unclear what this factor means. Using seven factors is either an ignorant or dishonest interpretation of these data.¹²

THE COMMITTEE HAS SERIOUS CONCERNS THAT THE PSYCHOLOGICAL TEST USED BY THE DEPARTMENT OF HUMAN RESOURCES TO SELECT POLICE OFFICERS MAY BE PROVIDING SCORES WHICH MEAN SOMETHING OTHER THAN THE CURRENT INTERPRETATIONS, OR SCORES WHICH MEAN NOTHING AT ALL. IT IS IMPERATIVE THAT THE CITY OF MIAMI POLICE DEPARTMENT NOT BE FORCED TO HIRE OR PRECLUDED FROM HIRING SOMEONE BASED ON THE FAULTY INTERPRETATION OF A TEST. TESTIMONY BEFORE OUR COMMITTEE MAKES CLEAR THAT THE ADMINISTRATION OF THE POLICE DEPARTMENT DOES NOT KNOW WHAT THE RESULTS OF THE TEST MEAN. IT IS IMPERATIVE THAT THE CITY OF MIAMI POLICE DEPARTMENT NOT BE FORCED TO HIRE OR PRECLUDED FROM HIRING SOMEONE BASED ON THE FAULTY INTERPRETATION OF A TEST.

FOOTNOTES

1. Davis, Police Discretion (1973).
2. Spielberger, Police Selection and Evaluation (1979).
3. Boyley and Mendelsohn, Minorities and the Police (1969).
4. Ibid.
5. February 17, 1983, and June 29, 1983, Miami Police Department Presentation to the Overtown Blue Ribbon Committee on Recruitment and Selection.
6. United States vs. City of Miami, 664 F. 2d 435 (5th Circuit 1981). This en banc decision of the 5th Circuit reversed and remanded the case to the trial court. The parties have agreed upon a settlement the terms of which are contained in the consent order and resolution of pending claims.
7. Froemel, "Final Report on the Current Validation of Tests to Select Recruits into the Miami, Florida Police Department," Human Resources Center, University of Chicago (1972). Submitted to the Committee on September 3, 1983.
8. Supra, Note 6. This agreement remains in full force and effect until September 29, 1984.
9. February 17, 1983, pp. 37-38. These remarks were made before the Final Resolution of Pending Claims, but are still appropriate.
10. Supra, Note 7.
11. Ibid. Table 9.
12. Rummel, Applied Factor Analysis (1970).

ACCOUNTABILITY SYSTEMS

One of the major concerns raised by the testimony of community members was the issue of leadership and accountability of police. Accountability of police actions can be interpreted by arrests, police-population ratio, administrative, civilian, and judicial review. The leadership of any organization must meet the needs and demands of the community it serves. There are established checks and balances to oversee those issues. A more intense issue in Miami concerns the appropriateness of civilian review of police activities.

In theory, a civilian review board functions as an appellate court. Citizens who feel they are victims of police misconduct and who are dissatisfied with how the police department has dealt with a complaint may initiate a review of the action.

On the one hand, civilian review can help improve police-community relations by increasing communications trust between police and civilians. It can provide an independent evaluation of citizen complaints. On the other hand, police should be able to discipline their own members. In addition, civilian review boards in other communities have been criticized for creating trials by publicity and for functioning effectively only in the midst of a controversy or crisis.¹

The City of Miami operates an Office of Professional Compliance, which "is a civilian instrument of the City Manager's Office housed within the Miami Police Department."² Although this office has been criticized for not responding well to all citizen complaints³, it has been commended for its independence.⁴ There is an unusual amount of rhetoric surrounding this issue of internal/external review.

THE COMMITTEE RECOGNIZES THE STRENGTHS AND WEAKNESSES OF THE OFFICE OF PROFESSIONAL COMPLIANCE. THE COMMITTEE SUGGESTS A SERIOUS RESEARCH EFFORT BE UNDERTAKEN TO DETERMINE THE MOST EFFECTIVE AND EFFICIENT MANNER TO HANDLE COMPLAINTS ABOUT ANY PUBLIC EMPLOYEE. THE COMMITTEE RECOGNIZES THAT WE DO HAVE A VERY POWERFUL CIVILIAN REVIEW BOARD FOR CRIMINAL CONDUCT: THE GRAND JURY.

FOOTNOTES

1. Lundman, Police and Policing (1980).
2. Office of Professional Compliance, 1982 Overtown Disturbance Report and MDP Analysis (1983).
3. Testimony, June 22, 1983.
4. Ibid.

POLICE TRAINING

The socialization of a police officer trained in this section of the state usually begins in the South East Florida Criminal Justice Institute and continues through his or her pre-service and in-service training. In this and other types of formal organizations, normative standards are established by those in the particular area of concern. Most police officers, for example, are trained in local or regional training facilities which are administered by police professionals who tend to perpetuate the training they received in previous years.¹ These trainers are also called upon to evaluate the effectiveness of training facilities in other jurisdictions and often, and incorrectly, evaluate them with criteria from their home communities and/or personal ideals.² This relationship between and among police professionals leaves out one of the most important groups involved--the community. Police talk to each other more often than they talk to members of the communities they serve. The result of this incestuous relationship can be a set of standards for police training which may be unacceptable to the community. Coupled with political management of a social institution, special care must be given to police training.

We found that our police training is superior to that which is available to most other police departments throughout the country; yet, we find that this training must be improved.

Miami is a unique community in its cultural diversity and its physical location. Perhaps it is because of these attributes that our police

department's training has gone through severe changes during the past few years. We must take a momentary look at the history of police training in Miami to understand where we are today. At the end of the 1970s, the Miami Police Department was under-staffed and under-budgeted to hire and train officers to meet community needs. It was virtually impossible to maintain safety and remove from the streets, for training, experienced officers.³ The on-going training at that time was regarded as superior to what was available in other jurisdictions around the country,⁴ but its implementation was being impeded by two major obstacles:

1. The lack of evolutionary change among many of the older, experienced police officers who did not believe in either the "new" philosophy of policing or the changes in the law; and
2. The crisis management method by which the department was being administered.

First, the distance between the rookie and the "old pro" in any work environment has potential for causing problem.⁵ It is just that in police work, the problems may end in the most serious of consequences.⁶ In the case of Miami police training, it is believed that since the older, experienced officers had to remain on the streets to keep order, they were denied some of the innovative training which was received by younger, less-experienced officers.⁷ This necessary order-maintenance decision isolated younger officers from older ones and created problems in their relationships. Many rookie officers who were put out on the street after graduation under the supervision of an experienced officer encountered conflicting and

contradictory signals. We have reason to believe that the older officers would tell their trainees something to the effect that "OK, now here's how we do it for real."⁸ Unfortunately, this advice would be coming from trainers who were trained themselves years before and who, in many instances, had developed their own style and method of handling potential conflicts.⁹

Second, while it is hard to change the attitudes and behavior of police officers and administrators from within, constraints from the outside also play a significant role. The hiring practices forced upon the Miami Police Department by litigation, community pressure, and politics have changed the ways in which officers are selected and subsequently trained.¹⁰ Since the Chief of Police is responsible to the City Manager who is in turn responsible to the City Commission, it is from these chambers and offices that resources are allocated and many final decisions about police work and training are made. Unfortunately, a review of police hiring and subsequent training is a history of crisis management. Police seem to function at a minimal level until a crisis occurs, and then they are often blamed for the problem.¹¹ As the crisis is controlled, police administrators often request larger budgets, more equipment, and more personnel. It is embarrassing to our community that it takes a crisis to bring to the public the problems of a government agency. **The peak and valley hiring will perpetuate the problems experienced by the Miami Police Department, and we urge that this agency, and all others, grow in relation to community needs for service.** Unless and until changes in resource allocation come about, Miami will suffer the plight of other metropolitan areas and be forced to handle crises as they occur, rather than providing a level of service which will eliminate the need for symptomatic outbreaks.¹²

Collective violence in major U.S. cities has little to do with police actions and are often analyzed as being symptoms of social, economic, and political unrest.¹³ As these types of structural changes are unlikely to take place in the near future, we must rely upon police and other agents of social control to protect and serve the communities rather than change the basic conditions.¹⁴

Police, like many other organizations, are forced to operate without the benefit of long-range research and planning, save immediate justifications for resource requests. This is a common fault of most criminal justice agencies, and requires them to provide out-dated services in out-dated facilities.¹⁵ In most situations, the agency-provider is not aware of a shortcoming until some sort of crises occurs. The Miami Police Department has been a victim of continuing its course without sufficient resources to develop long-range administrative policy. Although changes may have been planned and attempted, there were precious little data on which to rely. As the crisis of the law suit¹⁶ was draining time and resources, the crises of the Liberty City and Overtown disturbances shook the foundation of the City.¹⁷ From these incidents and others, it is clear that not all were happy with the Miami Police Department's training.

Police training is paramilitary and suffers from all the shortcomings of that chosen style. In general, emphasis is placed on authoritarian personality traits and physical and mental toughness. Specifically, Miami has recently enlarged its training in humanitarian skills and cultural awareness needs. We acknowledge that officers spend time in classroom training, but we

do not know how much of that learning is practiced on the streets. We recognize a need to evaluate that training, reward its implementation, and punish its violation. The Committee agrees with the Assistant Director of the FBI Academy (Mr. James D. McKenzie) who states that "the first way to solve a problem is with your brain."¹⁸ Mr. McKenzie continues to say that defensive tactics and force follow, and that deadly force is the last resort.¹⁹ The Committee fully endorses those ideas. The training at the FBI Academy is symbolized by role-playing and real-life experiences. The Committee endorses this model and recognizes the efforts made by the Miami Police Department in its survival training at Virginia Key. Our recommendation is to expand and evaluate role-playing as a major tool in police training.

OUR SUGGESTIONS FOR THE IMMEDIATE FUTURE RELATED TO TRAINING, THEN, CAN BE REDUCED TO THREE GENERAL RECOMMENDATIONS: (1) TRAINING SHOULD BE ORIENTED TO REDUCE POTENTIALLY VIOLENT SITUATIONS; (2) POLICE AND PROCEDURES SHOULD BE MONITORED AND EVALUATED TO DETERMINE IF THEY ARE EFFECTIVE AND EFFICIENT; AND (3) THERE SHOULD BE AN OPPORTUNITY FOR COMMUNITY MEMBERS TO DISCUSS PROBLEMS AND POTENTIAL SOLUTIONS IN THE AREA OF POLICE TRAINING (AS WELL AS OTHER ASPECTS OF POLICE).

1. As indicated by the new FBI training and other innovative academies, role-playing is an important step in helping police to react to potentially violent situations.²⁰ We encourage any increase in the use of role-playing in police training.

2. Any new or potentially controversial policy, procedure or regulation established by or for police should be monitored and evaluated. The nature and scope of training should fit the needs of the police officer, his or her division and the community. If training does not meet those needs, then it must be modified. Research and evaluation are the best methods to determine the needed changes or adjustments in training.²¹

3. The community deserves a forum by which its members can communicate appreciation or dissatisfaction with City services in general and police work in specific. We suggest a public forum which would rotate around the various neighborhoods in the City. (See section on Community Education and Information).

NOTES

1. Bartollas, Miller and Wice, Participants in American Criminal Justice, 1983.
2. Spielberger, Police Selection and Evaluation, 1979.
3. Assistant Chief Michael Cosgrove, testimony before Police, Policies, Practices, and Procedures Subcommittee, Overtown Blue Ribbon Committee (unrecorded).
4. Since no comparative analyses were performed at that time, we rely solely upon the memories and impressions of local and national experts for this comparison.
5. Supra, Note 1.
6. Supra, Note 3.
7. Goldstein, Policing in a Free Society, 1977.
8. United States Commission on Civil Rights, Who is Guarding the Guardians, 1981.
9. Ibid.
10. See U.S. vs. City of Miami, 684 F. 2d. 435 (1981), Consent decree and Resolution of Pending Claims.
11. Walker, The Police in America, (1983).
12. Ball-Rokeach and Short, "Collective Violence: The Redress of Grievance". (Forthcoming) American Violence and Public Policy (L. Curtis ed.), 1984.
13. Ibid.
14. Lundman, Police and Policing, (1980).
15. Supra, Note 1. In fact, many prisons in this country were built in the 1800s.
16. Supra, Note 10, and United States Commission on Civil Rights, Confronting Racial Isolation in Miami, (1982).
17. Ibid.
18. "G-Men of Today Loosen Straight-Laced Image," Atlanta Journal and Constitution, November 27, 1983, page 8-A.

19. Ibid.
20. Dade County Grand Jury Final Report, Spring Term, 1983.
21. Without proper research, many problems are unknown until a crisis occurs. The Miami Police Department has modified its policies and procedures regarding shotguns since their use and abuse has been investigated thoroughly.

COMMUNITY POLICING

The police presence is an important aspect of providing services to members of the community. Although crime-related activities comprise less than 20 percent of all police work,¹ that aspect of policing is the most visible.² Contact between police and minority group members is disproportionate as residents of low-income areas are the most likely to be "consumers" of police services. Surveys of crime victims and official arrest statistics demonstrate that these minority group members are the most victimized as well as the most likely to be arrested for committing a crime. Therefore, police are accustomed to seeing these people in emergency situations and being seen in such situations.

This unequal distribution of services and predominantly negative contacts within minority communities suggests that a serious analysis be made of how those services are provided. On the one hand, the patrol car gives an officer the most efficient way to police a large area and to respond quickly to a call for service some distance away. On the other hand, the patrol car isolates the police officer and prevents regular, positive contacts between police and citizens.³ If police are to protect individuals, then the patrol car is probably the most appropriate way of providing service. If police are to protect communities and preserve a sense of safety, then alternative methods of patrol are appropriate.⁴

BECAUSE MIAMI IS A TRI-ETHNIC CITY, WITH A HISTORY OF RACIAL UNREST, THE COMMITTEE FINDS THAT A BALANCE OF PATROL METHODS BE EMPLOYED TO PROTECT AND

SERVE MEMBERS OF THE COMMUNITY. WE HOPE TO SEE MORE NEIGHBORHOOD POLICE STATIONS, MORE OFFICERS ON HORSE PATROL, AND MORE OFFICERS ON FOOT PATROL. WE SUGGEST THIS APPROACH EVEN IF IT MEANS A SACRIFICE OF EFFICIENCY FOR EFFECTIVENESS. FURTHER, POLICE OFFICER DEPLOYMENT MUST NOT BE MADE ON THE BASIS OF RACE OR ETHNICITY, BUT ON THE BASIS OF COMPETENCE.

FOOTNOTES

1. Walker, The Police in America (1983).
2. Ibid.
3. Ibid.
4. Wilson and Kelling, "The Police and Neighborhood Safety,"
249 Atlantic Monthly 29 (1982).

FIELD TRAINING OFFICERS

The rookie police officer's probationary period on the street includes a 12-month assignment with field training officers (FTOs). Conceptually, the FTO is an excellent method of determining the ability of an inexperienced police officer to translate into practice what he or she has learned in the academy. This technique of training and testing is most effective when the FTO has several years of experience on the street and has passed a thorough examination using real-life examples to test his or her ability to teach young officers on the streets. The Spring Term 1983 Dade County Grand Jury noted the problem of young officers training other young officers and called for the end to that practice. We concur with their findings, but recognize that since the Miami Police Department was forced into a mass-hiring situation, the administration was also faced with a large number of young officers with precious few years of experience. Again, we note that while this policy of relatively inexperienced officers training other young and inexperienced officers is deplorable, it is a symptom of peak and valley hiring and crisis management.

We find that the FTO program will function effectively when a sufficient number of officers reach a level of maturity and the ability to train others as good police officers--not just officers in their own image.

CALLING THE POLICE

Vehicles need to be developed to enhance the public's view of the police department, and also to encourage the police to be more responsive to the public they serve. Although the Miami Police Department contacts certain citizens who call the police for the most serious crimes, we could encourage the funding of an expanded program to sample all citizens who call the police.

It is our conclusion that a minor organizational change can have a major impact on community relations and the interrelationships between citizens and police. We believe that confidence in the police will be enhanced if the police measure and make more visible the activities they perform. Moreover, police work is usually rewarded by the gratitude an officer receives from those he or she helps. Status in the department, promotions, raises, commendations, etc., rest largely on his or her crime-fighting activities, the number of arrests, crimes he or she solves, etc. As a result, the patrol officer may regard service calls as a necessary evil.

The organizational change we suggest has been called "Calling the Police: An Evaluation of Police Service."¹ We suggest that the Miami Police Department perform a routine, random check on police calls of all types. The results of such an evaluation process, through the use of standardized questions, should produce the following:

- Police will be able to detect trends and shifts in citizen reaction to the police.

- Consumer surveys will reveal variations within the communities, enabling police to concentrate their efforts on areas in which satisfaction is low.
- Consumer reports will help identify problem officers.
- The knowledge that these surveys are being conducted will deter police from abusing their power.

It is our suggestion that a high-ranking officer in uniform, accompanied by a patrol officer and/or civilian (volunteer, reserve, student intern or community leader), visit with a sample of citizens who made calls for the police. Through a standardized set of questions, they could determine the citizen's satisfaction with the police response to his or her call, and whether he or she thought that the police were courteous and efficient in handling the complaint.

¹Furstenberg and Wellford, "Calling the Police: The Evaluation of Police Service," 7 Law & Socy. Rev. 393 (1973).

POLICE MEDIA EFFECTIVENESS TRAINING

Public perception of the police over the last 20 or so years has fluctuated between poor and indifferent. Yet, most of the community never has any official contact with a police officer. There is little doubt that the media has a large impact on the attitudes of those it reaches. The police official dealing with media sources can and often allows a negative impression as to the effectiveness, honesty, or credibility of the police. There have been many examples of this over the last few years which at best casts a shadow of suspicion on the honesty and integrity of the agency.

Business and industry spend millions of dollars every year to train their senior executives in media relationships and "how to meet the press." One would think that governmental agencies, dependent on public goodwill and opinion for increased budgetary considerations, would be more sensitive to this problem. This, however, has not been the case. Police agencies, unlike Chambers of Commerce, tourist departments, and other agencies involved in the public eye, have only minimal funds for positive image making and public relations. The police public image is at the pleasure or displeasure of the local media. A positive image can be created by knowing how to handle the media, their questions, and surprises. Major departments around the country are beginning to seek such training for their personnel. We recommend that the City of Miami Police Department do likewise.

THE COMMITTEE RECOMMENDS THAT PERSONNEL IN THE CITY OF MIAMI POLICE DEPARTMENT'S PUBLIC INFORMATION UNIT BE TRAINED TO COMMUNICATE MORE EFFECTIVELY WITH THE MEDIA.

COMMUNITY EDUCATION AND INFORMATION

The United States Civil Rights Commission Report, Confronting Racial Isolation in Miami, warns that "...unless a racially conscious effort is made to overcome the social and economic disadvantages imposed on Black Miamians and to offer them the opportunity to develop a prosperous community again, the present sense of alienation and frustration will continue to pervade Black life in Dade County."¹ This type of statement appears safe to make as Blacks throughout the United States are living in depressed economic, social, and political conditions, and the situation of Blacks in Miami probably mirrors other metropolitan areas.² The Civil Rights Commission Report, and its "update"³, describe the criminal justice system in Dade County and the City of Miami as unable to deliver justice equally among the ethnic groups. These reports also describe the strong negative attitudes that Blacks hold of the criminal justice system.

In many social issues, beliefs are based on emotions, attitudes, values, and pre-conceived notions.⁴ Most of these social issues are discussed without the benefit of data to test hypotheses. In the attitude domain of satisfaction or dissatisfaction with the criminal justice system of Black Miamians, we have heard witness after witness inform us of all the hatred, distrust, and dissatisfaction with all aspects of criminal justice. None of these witnesses' testimony was controversial, and most members of the Committee accepted their testimony as the gospel. Fortunately, a survey was conducted by Delta Systems, Inc., under the direction of the Miami City Manager's Office in April-May 1983, which provides us with specific interview data from residents of Overtown.⁵

Several items included in this survey help us understand systematically the opinions of Overtown residents. First, these residents were asked to rate the effectiveness and usefulness of police protection. Surprisingly, a full 55 percent responded that their police protection was effective. On a similar note, when asked "what the single most thing that can be done to improve living conditions in the Overtown area,"⁶ only 1.9 percent suggested improving police departments, and a mere 1.1 percent suggested improving police relations. The need for more jobs and better housing was offered as most important by almost 50 percent of those asked. When asked to rank the severity of problems that exist in Overtown, more than 73 percent reported the fear of crime as a severe problem. The Committee believes that while crime is a serious problem in Overtown, it is symptomatic of economic, political, and social ills, and not a matter dependent upon perceptions or actions of the police. On the one hand, the empirical data indicate a serious concern with crime. On the other hand, there is no serious dissatisfaction with police. The relatively small but vocal witness who testified before us must not represent those questioned in the survey.

To address the vocal minority and those who have serious reservations about police behavior but were not part of this study, or did not voice their opinion, the Committee suggests the development of a program to educate and inform the community of the role, structure, and function of services, including police, available to residents of Miami. These meetings can be organized by topic areas and brief presentations can be made by department heads or their representatives. This information seminar can travel into different neighborhoods and inform any interested resident of services

available and can serve as a complaint-handling forum. Standardized forms should be available to citizens to commend or criticize an individual or a service.

The Committee proposes neighborhood meetings at which time residents can be informed about available services and discuss these services with high-ranking officials.

REFERENCES

1. United States Commission on Civil Rights, "Confronting Racial Isolation in Miami," (1982), vi-vii.
2. Ball-Rokeach and Short, Collective Violence: The Redress of Grievance, (forthcoming) American Violence and Public Policy, (L. Curtis, ed.) 1984.
3. Metro-Dade Community Relations Board, Miami Update: Conference on Racial Isolation, May 1983, page 55.
4. Rokeach, Attitudes, Values and Beliefs (1967).
5. City of Miami, 1983 Overtown Employment Survey Report (1983).
6. Ibid at 16.

DEADLY FORCE

A law enforcement officer, or any person whom he has summoned or directed to assist him, need not retreat or desist from efforts to make a lawful arrest because of resistance or threatened resistance to the arrest. He is justified in the use of any deadly force which he reasonably believes to be necessary to defend himself or another from bodily harm while making the arrest or when necessarily committed in retaking felons who have escaped or when necessarily committed in arresting felons fleeing from justice.¹

Florida is one of the 23 states which does not limit a police officer's use of deadly force to defense-of-life situations. Legally, a police officer may use any force necessary to protect himself or herself or others, and/or in arresting a fleeing felon, violent or not! In 1980, the City of Miami Police Department adopted a more restrictive policy which limits the use of deadly force to:

1. prevent death or substantial harm to the officer or another person, or
2. to prevent escape of a fleeing felon who would pose a real threat of death..., or
3. to affect the apprehension of a fleeing felon where the officer reasonably believes that the felon has just committed a felony resulting in death or substantial bodily harm."²

This conflict of law and administrative policy leaves a wide gap between the two. For example, a police officer who shoots a non-violent fleeing felon, such as an individual who has shoplifted an item of a value greater than \$100.00, or someone in possession of an ounce of marijuana, may be subject to administrative discipline, but not subject to criminal prosecution. The Committee urges State-wide adoption of the Miami policy as State law.

Police shootings have been a source of media sensationalism for years. An important fact to remember when considering police shootings is that "compared to the total number of contacts police officers have with civilians, police-civilian shootings are extremely infrequent events."³

What we know about police shootings often contradicts what we hear or read. Comparative research on this topic has been faulted by methodological problems and design differences.⁴ For example, the most common perceptions about police shootings are that younger, less experienced police officers shoot more often than older, more experienced police officers, and that these shootings are characterized by White officers shooting Black subjects.⁵ Before turning to our recommendations, we would like to discuss several major findings of a local study on police use of deadly force conducted by the University of Miami for the Dade Association of Chiefs of Police:⁶

1. The average age of a City of Miami police officer discharging his/her weapon intentionally is 29.4 years, compared with the average age of uniform patrol officers which is 27.9 years. Similarly, these officers have an average time of 5.7 years employed as a City of Miami police

officer, compared with the average length of 3.2 years of experience for all uniform patrol officers.

These data refute the young, inexperienced officer shooting "model." Unintentional discharges of firearms are, however, disproportionate by age and length of experience.

2. The geographic distribution of intentional discharges reveals the following pattern:

<u>Percent of Discharges</u>	<u>Community</u>
1%	Haitian
3%	Anglo
14%	Mixed
29%	Hispanic
53%	Black

Without full information on who is deployed where and when, so the chances of using deadly force can be computed, these statistics must be evaluated carefully. Studies in other communities reveal the geographic areas of discharges of firearms as follows:⁷



Courtesy of The Miami Herald

BACKGROUND & INTRODUCTION

NEIGHBORHOOD COMPOSITION

<u>City</u>	<u>Black</u>	<u>White</u>	<u>Hispanic</u>
Philadelphia	71%	27%	1%
New York	58%	19%	23%
Chicago	70%	20%	10%
Los Angeles	53%	23%	22%

3. The ethnicity of officers who discharge their weapons intentionally is similar to the ethnic composition of the Miami Police Department.

ETHNICITY OF OFFICERS

	<u>Those Who Fire Weapons Intentionally</u>	<u>All Police Officers</u>
Black	16%	16%
Hispanic	30%	38%
White	54%	45%

The same caution is offered in making cross-jurisdictional comparisons, but the data are offered to demonstrate what takes place in other areas.

In a most recent survey of the research literature, William Geller concludes:

"...it seems that a community's culture of violence is the best available explanation for variations across

cities in levels of police shootings. A city's overall rate of police deadly force use seems frequently to be of less concern to many people, however, than rates for specific racial groups of victims...using population figures to standardize the number of civilians shot or shot at by police in different jurisdictions, Blacks have been found to be 3.8 times as likely as Whites to be shot by police in Chicago...and six times as likely in New York...In Chicago...Hispanics were half as likely as Blacks, but twice as likely as Whites to be shot by police..."⁸

To alter this pattern of police shootings, the Committee recommends that the Police Department place added emphasis on its recruitment, academy training, and in-service training activities. In addition, the appropriate governmental agencies should create and implement clear and precise policies to respond to shootings by police officers.

As officers are recruited and selected, special real-life, role-playing experiences should be required to attempt to sort out the obviously violent and candidates who are prone to violence. A second opportunity to discover these unsuited candidates should be at the academy level, and a final opportunity should be the probationary period when rookie officers are observed by their field-training officers. We have learned that it is beneficial to focus our training on the steps prior to a shoot/don't shoot alternative,¹⁰ and we must exclude from the force officers who are unwilling or unable to diffuse potentially violent situations. The continuity of role-playing training at several steps in recruitment, selection, and training

should help identify for removal high-risk individuals and educate successfully those who will make police officers.

Since it has been impossible to discriminate between officers who purposely discharge their weapons and those who do not, and screening procedures prove effective in identifying only the most unconventional applicants, the serious collaborative effort between police officials and the State Attorney to investigate all police shootings should be continued and expanded. This will help identify officers who discharge their weapons when it is not necessary. In addition, each officer who discharges his or her weapon purposefully should be required to undergo immediate psychological counseling to deal with any immediate or future problems.¹¹ This counseling should be mandatory and reassignment to duty dependent upon certification of fitness. Situational and psychological profiles can be created and compared, and can assist with the MPD Early Warning System. The MPD should institute a program to reward officers who demonstrate restraint and avoid violence. It is all too common for police officers who discharge weapons, to be seen as heroes, especially among other officers and in the media.¹²

The community as well as the government must react properly and swiftly to police shootings. In addition, the media must react in a responsible manner and report the event in its total context and not as an isolated incident. They should also attempt to cover events where police officers avoid (deadly) force and reduce potentially violent situations into non-violent ones.

REFERENCES

1. Florida Statutes 776.05.
2. Deadly Force Policy, City of Miami Police Department, 1980.
3. Geller, "Deadly Force: What We Know," Chapter 5 in Kluckars, Thinking About Police (1983), page 313.
4. Blumberg, "Research on Police Use of Deadly Force", forthcoming in Blumberg, The Ambivalent Force (1984).
5. Ibid.
6. Miami Police Department, "Discharge of Firearms Statistical Study" (1983). We recommend that interested parties request more complete information from the Miami Police Department.
7. Supra, Note 3.
8. Supra, Note 3 at 322.
9. New York Times, May 23, 1983.
10. Testimony of Dr. Larry Sherman, April 15, 1983, page 27.
11. MPD Order 7, Chapter 13, Post Traumatic Experience Counseling, does not explicitly require officers to seek counseling.
12. Note 4, Supra.



Courtesy of the Black Archives

MINORITY OPINIONS



MIAMI - DADE CHAPTER
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April 19, 1984

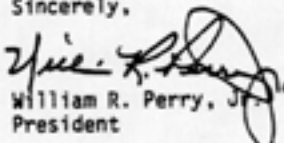
Dr. Adam Herbert, Dean
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Miami, Florida 33181

Dear Dr. Herbert:

I have only had the opportunity to read the first section of the draft "Overtown Blue Ribbon Committee Report". Obviously, it was written by someone with little sensitivity to factors which caused the disturbances and no knowledge of what occurred. The document reads as if written by a wide-eyed graduate student. As a member of the Black community, I resent its nothingness. Perhaps what is reflected here is indicative of the committee's value of the subject. The recommendations are extremely weak with an apologetic flavor. As a taxpayer, I wish to know who wrote the report and how much of our tax dollars were given to this person.

I am advising you that I will submit a minority opinion along with recommendations to be a part of the report. However, the proposed time frame (by April 23rd) seems totally unreasonable. Thus, the minority opinion and recommendations should be ready by May 14, 1984. Furthermore, I am of the opinion that this report should not be submitted to the City Commission.

Sincerely,


William R. Perry, Jr.
President

cc: Ms. Juanita Shearer

MINORITY REPORT

IN

RESPONSE TO OVERTOWN BLUE RIBBON COMMITTEE REPORT:

POLICE POLICIES, PRACTICES AND PROCEDURES

SUBMITTED
BY

John D. Due, Jr. - Chairman Legal Redress
Committee, Florida State
Conference NAACP

Bill Perry - President, Operation
PUSH Miami - Dade

April 29, 1984

POLICE POLICIES, PRACTICES AND PROCEDURES

INTRODUCTION

Let the record reflect that the writers of this minority report feel constricted by time constraints (six days), lack of resources, space limitation of three pages and dearth of testimony by citizens of Miami and residents of Overtown. However, we feel compelled to share with the Commissioners and the community some of our concerns as relates to Police Policies, Practices and Procedures. Due to an almost total lack of testimony from persons negatively impacted by prevailing conditions in the Overtowns of this city, vis-a-vis the abundance of testimony from "professional" law enforcers, we have serious concerns about the validity of the report.

The entire process raises suspicion relative to intent-especially, out of neighborhood meetings and secret, non-recorded meetings held at 7:30 A.M.

The writers of this minority report have as a basis for their report: gut level interactions with participants in the disturbance; first-hand observations by being on the streets during this disturbance and others; being victimized by law enforcers; shared input from our members; complaints received by the two organizations herein represented; and confidential information received from Black law enforcers. Consequently, we are of the opinion that the following is reflective of that sector of the Black community which has been historically denied access, often rejected, alienated, terribly misled and disenfranchised.

Problem:

In recent years, this community has experienced a rash of killings of young Black males by police. Additionally, there have been numerous incidents and complaints from the Black community relative to excessive use of force and abusive treatment by police. Statistics reflecting what is happening in New York, Chicago, Philadelphia, etc., are not indicative of what is happening here.

Rationale:

Numerous cities have attempted various models of civilian oversight of police functions and many have failed primarily due to resistance on the part of the F.O.P. Philadelphia stands out as a prime example. However, the Dade County Civilian Review Board seems to be functioning fairly well with no resistance. Although the Board lacks real power, it is having a positive impact.

One could readily imagine what this country would be like if the military was not under the control of civilians.

RECOMMENDATION 1: We strongly recommend that the City of Miami restructure the police department in order to establish a civilian review process. It is further recommended that the Detroit plan be studied and visits made to Detroit in order to determine the efficacy of establishing a similar model in this community.

Problem:

Miami due to its history of denial and rejection of the vast majority of its Black citizens by the private and public sectors has essentially created a climate indicative of a lack of trust by Black citizens. Various bond issues, Metro-rail exclusion, economic exploitation, the fiscal and physical destruction of Overtown, catering to a favored few by elected officials, "rent a Negro" projects, at-large elections and other debilitating devices promoted by the public and private sectors have created a sense of impotency and hopelessness. Police being highly visible and perceived as representing only the interest of the oppressor have become the depository for the Black community's frustration and anger.

Rationale:

Obviously, there is a need for stronger ties between the community and the police. It is safe to assume that efforts at crime reduction will only be effective to the extent police and citizens work with one another. It is also reasonable to assume that Black citizens are desirous of having crime-free neighborhoods, thus are willing to work cooperatively with police. However, cooperation, trust and positive relationships do not just happen as a result of occasional encounters. There must be some vehicle by which to make the police a permanent fixture in the Black community similar to teachers and schoolhouses.

RECOMMENDATION 2: It is recommended that permanent, new police sub-stations be built in communities such as Overtown, Liberty City and Coconut Grove. These stations should be operational 24 hours per day and manned by a full complement of police. Residents and business persons within the respective communities should be encouraged to make use of the facilities. We abhor and completely reject the notion of store-front police sub-stations. The Black community has for too long been the recipient of second class treatment, including store-front operations, hand-me-downs, part-time operations, etc.

In order to enhance the sub-stations, we recommend that resources be allocated on an as needed basis. In other words, there should not be equal resources to meet unequal needs.

Problem:

Miami and its vicinity have been cited in several studies as having an overabundance of white police policing Black neighborhoods. The Civil Rights Commission Report is the most recent one. All of the latest police

killings of young Black males resulted from actions taken by other than Black police. The killing which prompted this report (and others) was precipitated by the police. Rarely do we receive complaints from Black citizens against Black officers.

Rationale:

Improved relations between police and the community appear to be a major objective of the city government administration. As demonstrated in the most recent disturbances, color of the police does make a difference. It has been claimed that the presence of Blacks in command positions helped to have relieved tensions as well as diminished destruction and violence.

RECOMMENDATION 3: We recommend an all out effort to place and retain more Black police officer trainees in the academy. Just as we have witnessed a large increase in Hispanic police officers, there should be a corresponding increase in Black police officers. There should be more Black police officers patrolling Black neighborhoods.

It might be helpful to closely examine entry level standards - not with the intent of reducing standards but for the purpose of determining if cultural differences have a negative impact on recruitment of Black officers.

Problem:

After five years we are still failing to recognize the "combat," hostile relationship which exist between the street community and the street police. Efforts at sub-stations, salt-and-pepper team policing units and Citizens Advisory Councils are commendable, but all of these actions do not preclude another Officer Alvarez from perceiving himself in a "life and death" situation.

Rationale:

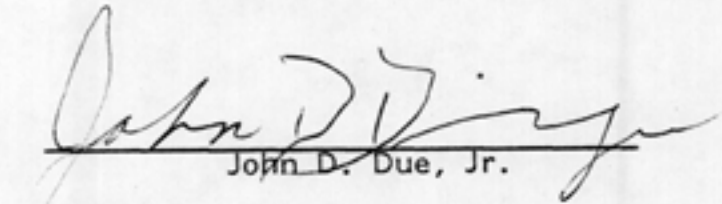
Street police who patrol certain streets have been quoted as identifying these areas as combat zones, where illegal activity is a way of life, that members of these communities are the criminal elements and are hostile. The members of these communities mutually have the same attitude about police. They believe the police are racist if white or Hispanic, or are Uncle Toms if they are Black (therefore being the enemy). Side products of these perceptions are fear and anger. Flowing from these judgements and beliefs each group reads signs in the behavior of the other as validating their judgements, and as signals of danger that become stimuli to behavior, which in reality, are the results of misunderstandings, miscommunication, myths and stereotypes.

RECOMMENDATION 4: We recommend that the city in conjunction with the police department organize and establish Police/Street Councils. Such councils should include gang leaders, unemployed street people, youth, the elderly, etc. The councils will not replace existing councils but should enhance their effective operation.

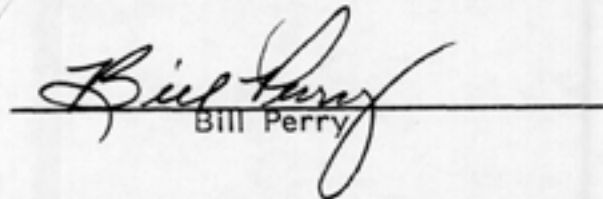
SUMMARY:

Time and space prevent adequate treatment of the above subject. One area in serious need to be looked at is leadership. Perhaps with the new changes in command this problem will diminish. Nevertheless, we suggest that in future efforts leadership should be examined. We are of the opinion that the findings of the report submitted to the Commission lack substantive testimony from residents of the community. There is an over reliance on cited references rather than seeking and analyzing information from the "real experts" - persons who live in the community and who were directly impacted by the shooting and disturbances.

We strongly urge the Commissioners to take this entire matter out of the political arena and to allow the City Manager the opportunity to continue with the reorganization of the police department, including a meaningful mechanism for civilian oversight. The Manager has demonstrated that he is quite capable of diffusing the disturbances. Now it is time to assist him in resolving the insidious causal factors which give rise to such community unrest.



John D. Due, Jr.



Bill Perry

