



Eight Successful City Drug Control Programs

Case studies of eight prevention
and policing programs

December 1990



The United States
Conference of Mayors

129181

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Foreword

Drug abuse and drug trafficking continue to be among the greatest problems facing America's cities. They have led to increased murder and crime rates and threaten the future of many neighborhoods. In response, many initiatives have been undertaken. Some have met considerable success in terms of increased arrest rates, decreased drug use, and community involvement. Programs such as these can serve as models for other cities.

Eight Successful Drug Control Programs highlights efforts in eight cities. It provides detailed information on each program, the source of funding, and the circumstances that lead to the program's initiation. Among the programs highlighted:

- **Phoenix's Demand Reduction Program** focuses on user accountability and incorporates drug enforcement, treatment, and education without further overburdening the criminal justice system;
- **Houston Crack Down**, is a 40-member steering committee comprised of citizens and local business leaders which formulates action plans to combat substance abuse in Houston;
- **New Orleans's Narcotic Enforcement in Public Housing** provides broad-based approach to reducing narcotic trafficking in public housing through the use of police patrols, intelligence gathering, and citizen involvement;
- **Oakland Church Community Organizations** is a federation of 15 church community organizations established to improve the quality of life in Oakland by eradicating crack houses;
- **Colorado Spring's Patrol Drug Intervention Program** is a community-based effort that addresses the problem of street level narcotics distribution at its source;
- **Philadelphia's Probation and Parole, Creative Supervision** was initiated by two governmental probation and parole agencies to provide treatment and rehabilitation to arrested persons who test positive for drug use;
- **Through Tampa's Quick Uniform Attack on Drugs** problem drug distribution areas are identified and infiltrated by squads (40-member officer teams) which are responsible for continuously monitoring and developing enforcement strategies within the drug infested communities;
- **Boston's Safe Neighborhoods Plan** was established to alleviate the increasing gang problem by expanding economic opportunity, coordinating law enforcement, and fostering community and family responsibility.

J. Thomas Cochran
Executive Director

December 1990

Program Title: Demand Reduction Program

**Prepared by: John L. Buchanan, Lieutenant
Phoenix Police Department**

The Maricopa County Demand Reduction program represents a new and different approach to the drug problem at the local level. Every law enforcement agency in Maricopa County is committed to the project, which focuses on:

- 1) Narcotics Enforcement - user accountability;
- 2) Treatment - pre- and post- complaint diversion for first time offenders; and
- 3) Education - the D.A.R.E. (Drug Abuse Resistance Education) program, work place initiatives and an aggressive media campaign with the theme, "DO DRUGS. DO TIME".

The overall goals of the program are to 1) change attitudes about the acceptability of drug use, 2) establish a leadership role for law enforcement in the effort to combat drug abuse in all parts of the community, 3) provide treatment for users, and 4) accomplish these goals in an already overburdened criminal justice system. The program requires a high degree of commitment and cooperation by all the agencies involved. In addition, the chief executives of each organization must be willing to accept and defend the demand reduction strategy. At the same time, they must also project an optimistic "can do" attitude, regarding the ability of law enforcement in the community, to make progress against drug abuse.

Background

In February 1988, the Drug Enforcement Administration (DEA) hosted a conference in Phoenix to develop a demand reduction strategy. Among those attending was Phoenix Police Chief Ruben Ortega. Ortega was convinced that the supply of drugs was too great to overcome. Users, therefore, must be held accountable, and a regional program had the best chance for success. The Phoenix Police Department and the Phoenix Office of the Drug Enforcement Administration arranged for all law enforcement agency heads, including other federal authorities, the county attorney, and the sheriff, to meet and discuss the demand reduction concept on several occasions. After it was determined that there was sufficient interest across Maricopa County, planning began.

The goal was to implement new strategies to address the demand for illegal drugs and combine those with existing efforts to form a comprehensive plan. This had to be accomplished without overburdening already strained criminal justice resources. An executive committee made up of chief executives of all the participating agencies was created and the following principles for the new project were agreed upon:

- 1) Constitutional Soundness - suspects must be afforded full protection under the Constitution;
- 2) Popular and Institutional Support - the program must be supported by the community;

- 3) Flexibility - the unique needs of participating agencies and the communities they serve must be addressed;
- 4) Effectiveness Tempered by Fairness - the program should provide the opportunity for drug users to change their behavior while maintaining their right to function effectively in society.

A smaller group of agency heads was designated as the Program Coordination Committee, responsible for policy making. Based on the established priorities, the formal structure of the Demand Reduction Program was designed.

The advisory subcommittees made recommendations regarding legal issues, enforcement coordination, and media relations. On March 7, 1989, the Maricopa County Demand Reduction Program containing three major components narcotics enforcement, treatment, and education was announced. Descriptions of the three major components are listed below.

Description

Narcotics Enforcement - An Enforcement Coordinator (a Phoenix police captain) was created to enhance communication and coordination of major cases among agencies in the county. The new focus on demand reduction does not mean that major case investigations are less of a priority. Agencies across the country continue to conduct major investigations involving search warrants, undercover operations, and wiretaps. The enforcement coordinator is charged with the responsibility of monitoring developments in these areas, maintaining liaison and improving coordination.

A User Accountability Enforcement Coordinator (a Maricopa County Sheriff's Office major) was assigned to oversee operations directed at drug users county-wide. Three local police lieutenants (from the cities of Glendale, Phoenix, and Chandler) were placed in charge of task forces for the west, central, and east regions of the county. Each task force consist of officers from departments in the region who come together on an ad hoc basis approximately once per month. Targets are chosen with input from local departments; operations generally last only one or two days. The goal of each operation is to arrest drug users.

Task force activities allow significant resources to be applied to problem areas. In addition, small jurisdictions can take advantage of a larger manpower pool to deal with local problems. However, the most important aspect of the task force's activity is the public attention that the operations generate. High volume arrests of drug users in sting operations and at night spots and concerts draw media attention. The exposure for user accountability keeps the demand reduction idea in the minds of the public. News stories verify that public service announcements concerning efforts to combat drug abuse have been meaningful.

Task Force operations do not account for most of the drug possession arrests, although they are the most visible. Uniformed officers have been instructed and encouraged to aggressively enforce drug possession statutes. Cases made by officers in uniform constitute the vast majority of drug arrests across Maricopa County.

Regardless of who makes the arrest, the user is booked into the Maricopa County jail and usually released within 24 hours pending follow-up by the Maricopa County Attorney's Office.

Treatment - If an arrested person is deemed by the county attorney's office to meet the screening criteria (no prior felonies or drug-related offenses) he or she is notified that a diversion into treatment prior to the filing of a formal complaint is possible. The treatment program is conducted by the Treatment Assessment Screening Center (T.A.S.C.) - a non-profit corporation, in Phoenix under an agreement with the Maricopa County Attorney's Office. Post-filing programs have been available in the past, but this is the first time that a person is able to take advantage of this opportunity before the complaint is filed. The benefit to the system is that the courts and corrections agencies will not have further involvement in those cases where the defendant takes the diversion. If the defendant refuses the treatment option, felony charges are filed.

The individual must admit to the offense in question and pay T.A.S.C. for the treatment program and the Sheriff's Office for jail expenses incurred. In addition, each defendant must pay a drug assessment fee. This fee is transferred into the county general fund by the county attorney. Total costs to the defendant vary from several hundred dollars to over \$2,500, depending on the seriousness of the person's drug problem and the type of substance they were in possession of when arrested. The treatment program also varies in length from a few weeks to over a year.

If a defendant is truly indigent, all fees will be waived. For those of limited means, a sliding scale is available that charges fees based on ability to pay.

The T.A.S.C. treatment program consists of screening and evaluation, individual and group counselling, lectures, and random urinalysis testing. If the defendant fails to complete the program successfully, the case is referred back to the prosecutor and felony charges are filed. Successful completion of the program is also reported to the county attorney which guarantees that the charges that precipitated the diversion will not be filed.

Education - A Drug Enforcement Administration agent from the Phoenix office serves as the Educational Services Coordinator for the Demand Reduction Program. Prevention and educational efforts are underway or are planned in several areas. Drug Abuse Resistance Education (D.A.R.E.) is the major outreach into the schools. Presently, efforts are underway to expand D.A.R.E.

The major initiative in the work place, thus far, has been the encouragement of businesses throughout the county to adopt substance abuse policies. It is estimated that non-addicted drug users are three and one-half times more likely to be periodically absent from or late to work, six times more likely to be the subject of worker's compensation claims, and operate at 65 percent of the level of productivity of those who are drug free. In light of these estimates, increasing numbers of businesses are willing to consider implementing a drug abuse policy.

The Maricopa County Demand Reduction Program strongly favors the adoption of such policies. The program has sponsored seminars to educate and encourage local businessmen to take a strong stand against drug abuse in the work place. The efforts in this area have been rewarding. One well known local restaurant has taken strong action after task force drug arrests were made in the restaurant's parking lot. The owner of the company changed the management team and began

testing employees for drug use. The business is profitable again and the owner attributes his success to the new substance abuse policy. The Maricopa County Demand Reduction Program is now working closely with the owner of the restaurant to hold a conference for other hospitality industry executives in the Phoenix area.

Another major education initiative involves a multi-media campaign to inform the public that Maricopa County is serious about reducing drug use. The theme for this campaign is "DO DRUGS. DO TIME." It is important to note that "TIME" may refer to time in a treatment program. Cramer-Krasselt and After Hours Consultants, both Phoenix advertising firms, donated their talents to create and produce television and print advertisements. Phoenix Residents Organized Against Crime Task Force (P.R.O.A.C.T.) provided funding and other assistance.

The products of this public/private partnership were unveiled on July 11, 1989. Since that time, the program has county-wide support and advertising donations in excess of \$500,000. Maricopa County has been saturated with the "DO DRUGS. DO TIME." message through television public service announcements, print advertisements in newspapers and magazines, bumper stickers, billboards, bus advertisements, posters, slides in movie theatres, and the message has appeared on sports stadium scoreboards. A recent survey conducted by the Arizona Institute for Criminal Justice indicated 85 percent of those polled were familiar with the "DO DRUGS. DO TIME." campaign. Cramer-Krasselt and After Hours have received prestigious awards for creating the campaign and are presently developing the next stage of "DO DRUGS. DO TIME."

Source of Funding

Each law enforcement agency in the Maricopa County Demand Reduction Program has absorbed overtime costs related to Task Force Operations. The Maricopa County Attorney's Office has requested two additional support positions to supplement the current five. The cost of treatment is paid by the defendants, unless they are found to be indigent. Expansion of the D.A.R.E. program has been included in the various departments' regular budgeting processes. Since March 1989, drug assessment fees totaling \$523,495 have been returned to the Maricopa County general fund. These fees are paid by defendants in the diversion program.

In April 1990, a \$125,000 grant was awarded to the Maricopa County Demand Reduction Program from the Arizona Criminal Justice Commission. In addition, the Drug Enforcement Administration has made contributions to the program since its inception.

Conclusion

The long-term objective of the Maricopa County Demand Reduction Program is to change attitudes. Reducing social tolerance and acceptance of drug use will be difficult to accomplish. However, significant attitude changes about drinking and driving have occurred in recent years. The county believes that the time is right to achieve similar results in regards to drug abuse. The "DO DRUGS. DO TIME." media campaign is a key factor in the efforts to inform the public that attitudes must be altered.

The Maricopa County Demand Reduction Program has been in operation since the beginning of March 1989. By May of 1990, 6,199 users were arrested; 3,143, or 50.7 percent, were eligible for diversion. Of the 3,143:

- 1,300 (41.4 percent) Chose diversion
- 271 (8.6 percent) Refused diversion
- 846 (26.9 percent) Did not respond to the diversion program notice, and charges were filed.
- 373 (11.9 percent) Did not respond to the diversion program notice, and the case is pending.
- 353 (11.2 percent) Were offered diversion and are pending cases with T.A.S.C.

Maricopa County is enthusiastic about the potential of this program. In response to numerous inquiries, the county is encouraging other jurisdictions to consider demand reduction efforts. The commitment of Maricopa County Attorney Richard Romley, Maricopa County Sheriff Tom Agnos and Phoenix Police Chief Ruben Ortega was essential to obtaining the cooperation of all other law enforcement agencies in the county. There are 19 police departments and seven federal, state, and county agencies involved. To be successful such an inclusive effort is vital.

The Maricopa County Demand Reduction Program is an important supplement to enforcement directed against drug suppliers. Users of illegal drugs must be held accountable for the part they play in the American drug problem. First time offenders are given the opportunity and the motivation to change their behavior before they become addicted. The taxpayers are not burdened with the expense of treatment and the criminal justice system is not flooded with additional cases.

America's attitudes must change. Illegal drug use must be recognized for what it really is - a major threat to society that will not be tolerated in neighborhoods, schools, or jobs. This message is relayed clearly in Maricopa County, Arizona.

Program Title: Houston Crackdown

**Prepared by: Janice Ford Griffin, Director
Houston Crackdown**

Houston Crackdown is the collaborative effort of the city's public and private sectors to develop solutions to problems associated with drugs. Houston Crackdown was initiated as a result of recommendations submitted by Mayor Kathryn Whitmire's Task Force on Substance Abuse, which was established in 1987. It represents a commitment by leadership in Houston, at all levels, to fight the substance abuse problem through law enforcement, treatment, and prevention. By uniting every level of government, the private sector, schools, and non-profit organizations, Houston Crackdown has worked to involve every citizen in the war on drugs.

Background

The Mayor's Task Force on Substance Abuse studied the drug abuse problem in Houston for 18 months. Among its findings:

- Approximately 300,000 - 420,000 Houstonians were abusing a variety of drugs;
- Approximately 72 percent of all homicides in Houston in 1988 were related to narcotics;
- More than 1,200 Alcoholics Anonymous meetings are held each week in Houston;
- According to a 1984 study by Research Triangle Institute for the Texas Commission on Alcohol and Drug Abuse, illegal substances have cost Texans \$11.2 billion. Houston with 20 percent of the state's population can be said to have paid, through its citizens, \$1.12 billion;
- An estimated 41 percent of Houston high school seniors had tried illegal drugs at least once;
- The only services available to all citizens regardless of economic status, ethnic background, and age were "12- step programs" such as Alcohol Anonymous, Alanon, Cocaine Anonymous, Narcotics Anonymous or Naranon;
- Only 23 beds were available to treat adolescents at Harris County Psychiatric Hospital;
- Only 40 beds existed for indigent individuals, excluding facilities operated by The Shoulder which serves only adults.

Description

Houston Crackdown is guided by a 40-member steering committee chaired by Mayor Whitmire. It is also comprised of eight standing committees:

Media, Legislation, Law Enforcement, Judiciary, Education, Community Awareness Prevention, Business, Treatment and Research.

More than 250 citizens meet regularly to formulate action plans for total community involvement in the Houston Crackdown project.

Source of Funding

On loan to the project from other agencies are three assistant directors who are responsible for various areas of the project. For example, the Assistant Director of Education is from the Houston Independent School District, the Assistant Director of Treatment is from the Houston Department of Health and Human Services, and the Assistant Director of Law Enforcement is from the Houston Police Department.

Through the cooperation of neighborhoods and schools, Houston Crackdown seeks to provide prevention education to all citizens. The program also seeks to provide treatment on demand for substance abusers. Another goal of Houston Crackdown is to support the law enforcement and criminal justice systems in prompt apprehension of drug criminals and in speedy disposition of cases.

Houston Crackdown has provided the focal point from which the federal and state grant application processes are facilitated and coordinated. Public events have been held to raise money, which is donated to community-based organizations on behalf of Houston Crackdown for education awareness and prevention.

Conclusion

The Houston Crackdown program has been successful since February 1990. This success is measured by a system that tabulates the number of calls and the number of citizens who receive information and assistance. Records are also available that keep track of the number of activities and citizens attending rallies, seminars, and special events provided by the Houston Crackdown office.

A Houston Crackdown Certificate of Appreciation has been developed to present to citizens who have made significant contributions in the war on drugs.

The Houston Crackdown program has encouraged citizens to:

- pledge to be drug free
- help others by utilizing the Help Line, operated in cooperation with United Way, to obtain treatment assistance
- report illegal activity to the Houston Police Department by calling 4NO-DOPE
- organize a Neighborhood War on Drugs Project

Program Title: Narcotics Enforcement in Public Housing

**Prepared by: Ellen McKinnon, Grant Writer and Administrator,
New Orleans Police Department;
Lieutenant Robert Williams, Management Controls Section,
New Orleans Police Department**

Narcotic Enforcement in Public Housing (N.E.P.H.) is the New Orleans Police Department's answer to controlling drug trafficking in public housing. The NEPH is a specially designed task force of skilled and experienced field officers that focuses on drug interdiction through selected enforcement strategies. Enforcement action is based on intelligence gathered internally and information learned from other law enforcement agencies. NEPH has lead to the arrest of individuals and the identification of organizations engaged in the distribution of narcotics.

Background

The City of New Orleans has one of the highest rates of assisted housing residents per capita in the United States. Nearly 10 percent of the population live in one of the city's federally subsidized housing units. This estimate does not include citizens living in scattered site public housing and only includes people who are legal residents. It is almost impossible to estimate how many unattached males are living in apartments, unaccounted for in official statistics. Therefore, demographic statistics provided are conservative estimates of the population. The percent of low-income citizens taking advantage of public housing should also not be underestimated. Approximately 50,000 citizens reside in public housing units.

Statistics reveal that public housing developments are overwhelmingly populated by black women and their underage children. The vast majority of these residents are law-abiding citizens, but drug traffickers have invaded these neighborhoods and they have become dangerous places to live. Drug distribution networks have set up command posts in these complexes. Drug dealers may take over apartments through coercion or intimidation, leaving legal residents no longer in charge of the space. The drug dealers are all well armed, and violence is used as punishment, discipline, or revenge. Whatever the reason, violent encounters over a drug deal gone bad are now commonplace. During the first 52 days of 1989, 36 people were murdered in New Orleans. Fifteen, or 42 percent, of these murders occurred in one of the city's public housing developments. The chart below provides a five year history of drug-related homicides in the city:

1984	35 percent of total crime
1985	37 percent of total crime
1986	52 percent of total crime
1987	70 percent of total crime
1988	75 percent of total crime

If this trend is applied to the public housing developments, then it is estimated that 11 of the 15 murders were drug-related. Homicide investigators have indicated that this figure could be a conservative estimate of the role drugs play in violent crimes occurring in public housing developments.

Criminal activity in the housing developments has not been limited to homicide. Crime analysts indicate that most street crimes are either directly or indirectly related to the level of narcotics trafficking in an area. The chart below provides information on the criminal activity in the housing developments during the first month of 1989:

Murder	9
Aggravated Battery	39
Rape	5
Burglary	39
Armed Robbery	24
Simple Robbery	<u>13</u>
Total Crimes	129

Some of the activity listed above can be attributed to addicts who steal to support their habit. Intelligence information has revealed that armed robberies have been committed to finance drug deals. Nevertheless, the city's housing developments have become violent battlegrounds with innocent bystanders caught in the middle.

These figures again represent an undercount. It should also be noted that a large number of crimes go unreported. Official statistics are often difficult to compile due to the unwillingness of those involved to cooperate with the police department. Inculpable bystanders fear retaliation and offenders, obviously, want to discourage police involvement.

Recently, federal funds were allocated to the New Orleans Police Department to fund task force operations. Task force personnel pinpointed areas of high drug trafficking and concentrated their efforts accordingly. As a result, approximately 80 percent of the 2,158 arrests made during the operation were in or near one of the city's ten housing developments.

The problem of narcotics distribution is obvious and the police department has shown its ability to impact the situation. The solution has to be creative and comprehensive, however. NEPH emphasizes intelligence gathering, enforcement, and citizen involvement as the first phase of a long-term operation.

Description

The New Orleans Police Department received a grant for the reduction of narcotics trafficking in public housing. Through this grant, an approach was taken to solve the problem which combined enforcement, intelligence, and public awareness to stop the proliferation of street corner narcotics sales within the targeted housing projects. Efforts were concentrated on housing developments that exhibit the greatest narcotics activities as identified by a combination of crime reports and arrest statistics.

The three facets of the approach were combined to present a broad-based attack on drug dealers:

- **Police patrol** - a combination of uniformed and plainclothes patrol. The patrol objective is to enforce narcotics laws. They also re-introduce, on a regular patrol basis, a police presence within the targeted areas. Project personnel want to increase

public awareness of law enforcement's ability to impact criminal conduct within housing developments, and to restore the self-confidence of the residents in their ability to carry on a normal life-style.

- **Intelligence gathering** - a concerted effort to develop a computer database containing the names and associations of those individuals engaged in narcotics distribution within the targeted housing project areas. This database will be utilized by project officers in the preparation of arrest/search warrants directed at those individuals above the retail level in the distribution chain; to identify criminal organizations operating within the target areas; and to coordinate efforts across artificial boundary lines with other city, state, and federal agencies, sharing information and assets. The information on the database will be gathered through arrest, observations, and citizen contact by patrolling officers, as well as data shared by other agencies.
- **Citizen awareness and involvement** - an approach to combine the resident's input through, local tenant advisory councils, the Housing Authority of New Orleans, and city and community leaders, both as individuals and as members of associations. There are plans to install a "Narcotics Hotline" to provide the residents and other interested persons access to a confidential method of providing information on narcotics activities within their neighborhoods (targeted housing projects). A vigorous effort to secure and maintain on-going media interest and support will be conducted to raise the level of awareness of residents and to encourage their participation in project efforts. This will also increase the violator's perception of the chances of apprehension, should they continue their activities.

All three approaches outlined above will serve to increase the security of the housing project residents, increase the potential for apprehension of criminals within the target areas, and increase the understanding of the general public of the severity of the narcotics problems facing citizens, and of the ability of police to impact the problem successfully with efficient funding and a clearly defined objective.

Source of Funding

The NEPH project was funded through a federal discretionary grant awarded by the Bureau of Justice Assistance of the Department of Justice. New Orleans and Denver were the only cities chosen out of a field of 38. Applicants were limited to those cities which had developed a program for combatting the drug abuse problem in urban public housing developments. This project has been quite successful. The Police Foundation's evaluation of the program indicated that NEPH has impacted the availability to drugs in the two designated developments.

Unfortunately, this grant is not available for a second year. The New Orleans Police Department will continue to vigorously pursue drug users and traffickers on a citywide basis, but the department cannot continue this concentrated effort on public housing because of budgetary constraints.

Conclusion

The most obvious impact this project has had on the community an improved relationship between law abiding residents of public housing developments and the Police Department. The project has also forged new levels of cooperation with the local housing authority. Tenant council members have supplied valuable information that has led to increased arrests and a reduction in drug supply. The New Orleans Police Department has been working closely with the Housing Authority's Task Force, a group that evicts residents who are arrested for the distribution of narcotics. The most recent progress report quotes, "This has been an effective tool in disrupting the "easy" pattern of drug trafficking that was previously widespread in public housing".

Success has been measured both quantitatively and qualitatively. The cooperation in the community has been greater than the number of tips received. With a large intelligence base the number of arrests and search warrants executed have increased. On all levels, the amount of overtime available has allowed NEPH to stretch its 11 contingent officers to the limit. Every piece of surveillance equipment purchased has been used to insure maximum benefit.

As of June 30, 1990 the unit has made 571 felony arrests. Twenty-five arrest warrants and 16 search warrants have been served. This has resulted in the seizure of over 8,500 grams of drugs at a value of over \$144,000.

**Program Title: Oakland Church Community Organizations -
Community Response to Drug Abuse**

Prepared by: Ronald Snyder, Executive Director

Oakland Community Organizations (OCO) is a federation of 15 church-community organizations with a combined membership of 15,000 families. Established in 1977, OCO's goal is to improve the quality of life for Oakland's families. The neighborhoods served by OCO organizations have a population of 180,000. These neighborhoods are poor, working class, minority communities. OCO is a part of the PICO Network comprised of similar church community-based organizations in 30 cities in California, the Midwest, and Southern regions of the United States.

In 1989, OCO was invited by the National Crime Prevention Council to develop a Community Response to a Drug Abuse Demonstration Project (CRDA). The purpose of the CRDA project was to test two components of a community-police partnership and to address the crack house problem in Oakland. The following two components have general and specific applications:

The primary component is the implementation of an organizing model through which leaders are developed, people are empowered, and church communities are organized to use power to effect positive change in their communities. In this demonstration project, a model was developed to involve 7,500 families in identifying and abating "crack houses" in the community.

The secondary component is to develop a relationship with public officials to discuss issues, identify resources, and conduct negotiations to change the conditions in communities. In this demonstration project, these relationships involved the development, implementation, and expansion of the Police Beat Health Program, which has abated 250 crack houses in the past 18 months.

There are two unique aspects of the Oakland Church Community Organizations Response to Drug Abuse that have contributed to its success. One is the size and strength of the participation by the families involved. The second is the creative force developed through a successful partnership of the police and the community.

Background

In January of 1988, 150 leaders from 11 OCO organizations launched a campaign against the drug epidemic. The decision to launch a campaign was based on 5,000 one-to-one visits by OCO leaders with families in the community. The most common sentiment stated by the families was that drugs were affecting every aspect of their family life. Many families were besieged by drug dealers operating from the street and from crack houses. Recognizing that their children could someday be the target of a drug deal, communities made the drug epidemic a top priority.

OCO's first task was to do research. OCO systematically met with over 30 agency leaders to identify available resources. OCO found during its research an uncoordinated, piecemeal

approach to drug enforcement, treatment, and prevention - the elements needed for a comprehensive plan.

By the end of June, 1988, a series of public meetings was held involving approximately 3,500 citizens. As a result of the public meetings, elected officials from the city, county, and state named the drug problem their top priority and agreed to work together to develop a comprehensive plan. During the course of these public meetings, questions were raised concerning the failure to use Nuisance Abatement Laws and other civil procedures to deal with the growing crack house problem.

At the same time, families from the St. Bernards Parish Organization were meeting with District Police Sergeant Robert Crawford concerning a crack house on the corner of 50th Avenue and East 14th Street. Once again, questions were raised concerning why civil codes could not be used to deal with a property obviously in violation of housing and safety codes.

Over the next six months, Sergeant Crawford began developing a relationship with housing inspectors, public utility persons, and other agency representatives in an effort to close the crack house on 50th Avenue and East 14th Street. The results were immediate and obvious to the families on that block. This cooperative effort also initiated the idea of the Beat Health Unit which became a success through the support provided by OCO, the community, and public officials.

OCO employs the PICO Network model of community organization which is based on the principal that power, the ability to get things done, flows from the relationship that people have with one another. Fundamental to the success of building a powerful organization is developing a relationship with public officials around issues identified by the community.

Relationships are built in the community through extensive one-to-one visits by OCO leaders to families in their communities. During these meetings specific concerns are identified. These concerns become the subject of public meetings with the police. In the course of a disciplined and community-conducted one-hour meeting people testify about specific crack house concerns and receive commitments from the police to respond to these concerns. The police are then committed to monitor the locations identified.

Over the past two years, 11 church organizations have conducted at least two public meetings each, with attendance between 100 and 450 people. These people came because of their relationship with OCO church leaders and they have continued to participate because of that relationship. Over 200 specific crack houses have been identified, reported, and monitored.

OCO meetings have involved over 3,000 citizens over the past two years. Many of these meetings were used to express the need for and to receive commitments to expand the Beat Health Unit. Other enforcement, treatment, and prevention issues have also been addressed during these meetings. Through the initiative of Mayor Lionel Wilson, the Beat Health Unit has been increased through funding by the Oakland Redevelopment Agency. The funding will give the Beat Health Unit the capacity to abate a least 200 crack houses per year.

Through the use of the PICO model of church community organizing, a large number of families can successfully work on an ongoing effort. Fundamental to the effort is the time and attention

devoted to developing relationships of respect, trust, and accountability between organizer and leader, leader and leader, leader and followers, and the organization and public officials. While the following methodology can be duplicated, it will not be successful unless the organizing staff understands what it means to develop leaders and organizations. The following are steps which are critical to the success of this demonstration project:

Pastor Contact: OCO staff meet with church pastors to develop a relationship and to secure an invitation to start a local church-community organization. It is at this stage that the pastor frequently relates how the drug epidemic is destroying families and the church community.

Leadership Contact: OCO staff meet individually with leaders, identified by the pastor, to hear concerns and see if they wish to build a church organization to address these concerns. In these meetings, staff frequently hear the horror stories of how crack houses affect families.

Organizing Committee: At the invitation of the pastor, leaders come together for training in building a community organization. At this point, leaders frequently compare their experience and seriously examine the pressures that the drug epidemic is exerting on their families.

Leader One-to-One: Leaders from the organizing committee do extensive one-to-one work in their community, listening to concerns and inviting participation in community efforts to address those concerns. It is through these one-to-one meetings that issues relating to crack house are identified and relationships of trust are built, which allow people to get involved, many for the first time.

Research Action: Based on the information and discussion of the organizing committee, a decision is made about concerns to be addressed. The committee also does research on the resources available to address the concern. OCO organizations meet with Sergeant Crawford to learn how the Beat Health Unit works. It is through this activity that leaders learn how to relate to public officials.

Community Action: Based on this research, officials are invited to public meetings to respond to the needs of the communities visited. Over 20 such public meetings have been held with Sergeant Crawford in the past two years.

Follow Up: Organizing committee members meet monthly, stay in contact with their community, and monitor the effect of the community action. Accountability sessions with public officials occur within three to six months. It is through this type of work that solid relationships are built.

Federation Decision: Each newly formed church-community organization makes a decision to join the OCO federation by paying dues and sending leaders to federated leadership meetings. At this level, common issues (i.e. the need for an expanded Beat Health Unit) are reviewed. Recommendations for citywide action are taken back to the local organizations for a decision and implementation. From the time the Beat Health Unit

was formed in October of 1988, and the end of the first quarter of 1990, it had closed over 200 crack houses and other properties blighted by the actions of substance abusers. Many of these properties have been fixed up and are now occupied by law-abiding citizens. Neighborhoods that were terrorized have returned to normal.

The Beat Health method of eliminating crack houses brings city, county, and state agencies together in a Specialized Multi-Agency Response Team (SMART). The objective is to bring a property up to the health standards required by law. The idea is to render the "nest" uninhabitable for the criminal element. This is done by doing the following:

Identification: The Beat Health Unit receives complaints directly from neighbors or through an organization.

Investigation: Before action is taken, alleged activity must be verified and the persons involved identified. Police records are reviewed and the Drug-Hotline checked. Property ownership records are reviewed and a decision is made regarding the owner's involvement in the problem. Public utility records are checked. A residence without water and heat is uninhabitable and must be vacated for health and safety reasons.

Inspection: The police observe the premises to determine who lives there or is on the premises, and their status. Housing inspectors check for substandard housing and health conditions. Unfit housing conditions contain filth and health hazards. When housing is found to be unfit, inhabitants are removed immediately, especially if children are involved.

Secured Properties: Once properties have been secured they need only a minimal amount of follow-up, in terms of police patrol and monitoring by neighbors.

Drug Nuisance Abatement: The California Drug Nuisance Abatement Act allows private citizens, city attorneys, and district attorneys to file suit in civil court against property owners who allow drugs to be used or placed on their property. After appropriate legal steps, in which a trial concludes the existence of a drug nuisance, the court can close the building for a year, levy civil penalties of up to \$25,000, and seize assets of the owner.

In most cases, the property owners are very cooperative and negotiate solutions. One case in Oakland went to court in which a settlement was negotiated that included the sale of the property and payment of \$10,000 to the police department.

Source of Funding

Oakland Church Community Organizations are funded entirely by private sources. OCO views this demonstration project as part of its ongoing work to build organizations and change conditions for families. OCO has an operating budget of approximately \$150,000. OCO is supported annually by local church dues, congregational contributions, foundation contributions, and corporate and business contributions. OCO received a \$30,000 special grant from the National Crime Prevention Council for a Community Response to Drug Abuse Demonstration Project which is used as part of the general operating fund. OCO will continue to solicit funding

from these private sources in the future. The Oakland Police Beat Unit receives funding from the Oakland general fund and the Oakland Redevelopment Agency Fund.

Conclusion

The impact of the Oakland Community Organization is measured by the following:

The number of people involved: In the past two years, 300 leaders have been actively involved in one-to-one visits, conducting research and leading action. More than 7,500 individuals have participated directly in public activities to reclaim their neighborhoods from the ravages of the drug epidemic. Children see their parents standing up for something important. People believe that getting involved can work. Skepticism and apathy about the political system are reduced.

The number of crack houses abated: In the past 18 months over 250 crack houses have been closed. The effect on the families in those neighborhoods is profound. Children are able to play in their front yards again. People are willing to get involved in other issues to provide a positive alternative for their children.

The image of Oakland: President Bush recognized OCO efforts at a White House luncheon. National and local media coverage have resulted in inquiries and visits from public officials, administrators, and organizations from across the country.

Oakland Community Organizations plans to continue its work to improve the quality of life for the families of Oakland. It is the goal of the leaders of the organization to continue to develop more church-community organizations and more leaders, to involve and empower more families, and to work in cooperation with the government and private sector to change conditions.

Program Title: Patrol Drug Intervention Program

**Prepared by: Thomas F. Paine, Planning Section Manager
Colorado Springs Police Department**

Background

The Colorado Springs Police Department serves a city of 278,000 residents in a land area of 180 square miles along the front range of the Rocky Mountains. Military installations, high-technology industries, tourism, service industries, and educational institutions make up a large part of Colorado Springs economy.

Colorado Springs is a heterogeneous community with an increasingly diversified racial and ethnic composition. It also has a nationwide reputation for excellence in its quality of life and community participation.

The crime rate is low in Colorado Springs in comparison with other cities. The serious crime rate (per capita) has remained stable over the past ten years, and falls below the national average for cities in its size category. However, Colorado Springs has not been immune to the plague of drugs sweeping the country during the past years. Drug use in Colorado Springs, as reported in community surveys, surpasses national averages. The city is experiencing an ever increasing number of clients at the Health Department's drug treatment center. The Probation Department reports that over 90 percent of the intensive supervision clients have documented drug/alcohol problems. The city also has an emerging pattern of gang involvement in drug-related crimes such as homicide, robbery, assault, burglary, and theft.

Recognizing the unique differences, needs, and strengths of the city's various neighborhoods, Police Chief James Munger formally decentralized the police department's operations into three area commands. Police services are fielded from division command centers where they are more responsive to the unique needs and problems of the neighborhoods.

The regional narcotics enforcement group has been successful in drug confiscations (over \$4 million in drugs were seized in 1989) and in arresting high and mid-level narcotics dealers (over 500 felony drug arrests were made in 1989).

However, it is evident that street-level drugs, and the accompanying crime and other nuisance activities, were a real problem in many neighborhoods. Repeat reactive responses by patrol officers, and the occasional attention of the regional narcotics group, did little to eliminate the problem. When the police left, the dealers, their customers, and associated crime returned. Building on the strengths of the community and individual neighborhoods, the police department extended its newly embraced philosophy of community-oriented policing.

The Patrol Bureau, under the guidance of Deputy Chief Pat McElderry, developed a plan for a patrol-based drug intervention effort. The plan, drawing from the principles of community-based problem-oriented policing, included identifying problem drug areas, conducting problem analysis, and taking a total community approach to addressing drug-related problems.

Description

The Patrol Drug Intervention Program has been in effect for two years. It is a community-based approach that addresses street level narcotics problems. A community-based model of policing is responsive at the neighborhood level. While drugs were a citywide concern, drug problems manifested themselves in a variety of ways throughout the city. Some neighborhoods had problems with drug dealing and drug-using youth gangs who roamed about intimidating others, being disorderly, and committing vandalism. Other areas had clusters of itinerants, who were using and selling drugs (and alcohol), and committing property crimes. Many areas had none of these, but were justifiably concerned about their children's exposure to drugs at school and elsewhere.

Typically the police react to problems. This "incident driven" mode of policing is inefficient, because the police are dealing with a continuous stream of snapshot problems by applying, at best, temporary solutions. This is graphically demonstrated when an agency looks closely at its calls for service and finds clusters of repeat calls at particular addresses or areas. The police are continually responding to problems at those locations, but are not dealing with the underlying problems. A problem-oriented approach requires the police to develop the capacity and the vision to step back and look at these problems in a broader time and space perspective.

The police department trained its patrol officers in problem-oriented policing techniques for the districts and neighborhoods where they patrol. Managers and supervisors were instructed to encourage officers to use these techniques, and the Communications Center shielded officers from low priority calls-for-service while they were engaged in problem-solving directed activities. Problem-solving committees were established at each of the three area commands.

Patrol officers were trained in highway drug intervention tactics. Using newly acquired drug courier recognition skills, in conjunction with regular traffic stops, patrol and traffic officers began to make significant drug courier arrests and narcotics and vehicle seizures.

The regional narcotics group, unable to work the many tips and investigative leads on street level drug activities, assigned these leads to patrol units through the weekly Crime Analysis Bulletin. The Crime Analysis Unit was able to connect tips with other related tactical crime information in the area.

The police department had previously purchased and retrofitted a 40-foot mobile home as a Mobile Command Center. This was an impressive and authoritative looking vehicle, and was intended to be a command operations center that could be moved into an area experiencing an unusual occurrence such as a major natural disaster or a riot. Since Colorado Springs does not frequently experience such disorders, it was decided to use the Mobile Command Center as a mobile neighborhood policing post.

This gave birth to the Neighborhood Policing Unit (NPU) which was formed in 1989, and consists of a sergeant and five officers. As drug-related and other crime problems identified are in the city's neighborhoods, both residential and business, the NPU moves into the area, placing the Mobile Command Post vehicle in a highly visible spot. Working out of the Mobile Command Post, the NPU officers handle all calls for service in the area to help acquaint them with the people living

and working there, and with their problems. The NPU officers are not bound by traditional means of policing. They move about the area on foot, by bicycle, or in patrol cars, depending on what works best.

The NPU officers look for patterns and trends associated with the neighborhood's problems, and then identify police and community resources needed to address the problems. NPU officers work together with neighborhood residents, business people, community agencies, and city departments to solve problems. During its first year, the NPU was deployed into four target areas, all of which were experiencing crime and disorder problems, many related to drugs. The Prospect Lake area in Memorial Park, a scenic city park, had become a haven for drug dealers. It attracted undesirable persons and was a site for disorderly activities. Situated within a residential area, the residents, many of whom are minority, were afraid. They were also frustrated about the apparent inability of the police to rid their neighborhood of these problems. Working closely with the residents, the NPU began working in the area, and high visibility patrols were initiated.

Narcotics investigators conducted enforcement actions against the drug dealers, and set up reverse stings for drug purchasers, discouraging other potential drug buyers from returning. The police department worked with the Park and Recreation Department, which made a series of environmental design changes to make the park more attractive to residents and children. The strategy was to help replace the undesirables with families drawn to the park. The area of the "outdoor drug market" was redesigned through land grading and the removal of obstructive vegetation, and a variety of playground equipment and other recreational amenities were placed in the park. This was all done with the active support of the residents, who became more forthright and vocal in demonstrating their opposition to crime in their neighborhood. Crime in the area decreased. Today, long after the high visibility police presence was removed, the Prospect Lake area is an attractive and popular spot for families and others to enjoy its natural and man-made amenities.

The city's anti-drug tactics are not confined to enforcement efforts. Community-based demand reduction strategies include D.A.R.E. (Drug Abuse Resistance Education), in which officers instruct a special drug resistance curriculum in all 65 of the city's elementary schools. Through an Adopt-a-Cop program, schools "adopt" the officer assigned to their area, and the officer works with the school in addressing its particular police service needs, with emphasis on drug and crime prevention.

While the community-based problem-oriented approaches have varied, the success has been repeated in other areas of the city. It was discovered that patrol officers not only have the capacity to analyze crime and disorderly problems in their districts, but they also are creative when it comes to identifying and applying solutions. By becoming personally involved, they take on a vested interest in and commitment to solving a community's problems. Officers who are given the opportunity to solve community problems, and succeed, take pride in their accomplishments.

Source of Funding

The Patrol Drug Prevention Program is funded through the city budget and utilizes existing resources. One major exception has been the D.A.R.E. program, which is funded by a local philanthropic group, the El Pomar Foundation. El Pomar awarded the police department \$600,000

for a multi-district D.A.R.E. program with eight officers for a year and a half. This effort demonstrates the community's commitment to its police department.

The police department also acquired federal anti-drug funds in 1988 for a Narcotics Interdiction Program. While the emphasis of this \$65,500 program was on enhancing the regional narcotics operation, some funds were dedicated to training patrol and traffic officers in highway drug interdiction tactics, and overtime for deployment.

The City of Colorado Springs has received approval, through the state, for federal anti-drug funds to conduct a Comprehensive Drug Enforcement Program. The program will augment the capacities of the regional narcotics enforcement group, creating a computerized drug tactical information system, and increasing patrol anti-drug activities, particularly around schools.

Conclusion

Overall, the Patrol Drug Intervention Program has been successful. The Neighborhood Policing Unit target areas have all shown decreases in crime following the NPU intervention. Patrol and traffic officers have made sizeable drug seizures and arrests of drug couriers using roadways to transport contraband.

The community-based policing approach to drugs and related crime has strong support where it counts—in the neighborhoods. In 1989, the NPU made over 6,000 citizen contacts. With the support of the police department, neighborhoods have become empowered to help themselves in eliminating drug-related problems.

Currently, the Colorado Springs Police Department is planning to expand community drug intervention strategies. This year the state legislature passed a Drug Free School Zone law, which increases penalties for certain drug-related crimes around schools. A significant number of officers will be assigned, through grant-funded overtime, to selected junior high, middle, and high schools to conduct both drug and crime intervention activities. Officers will be specially trained to work in these areas, and Drug Free School Zone signs will be posted. The project is receiving strong support from the local school districts.

Using a "neighborhood team" approach, the police department is working with the CARE Coalition, a community drug education group, on a model program in which an officer is a part of a neighborhood advisory group, identifying and implementing solutions to drug-related problems. Presently, a proposed program to target public housing neighborhoods with drug-related problems has been initiated by Colorado Springs Housing Authority and CARE Coalition.

Program Title: Probation and Parole, Creative Supervision

**Prepared by: Robert F. Armstrong, Director
Philadelphia Drug Control Policy Office**

Recent studies have shown an alarming correlation between illegal drugs and forms of criminality. The Drug Use Forecasting program, sponsored by the National Institute of Justice, indicates that in the Philadelphia area 82 percent of arrestees admit to drug usage and 74 percent of arrested persons tested positive for cocaine. These percentages are based on a participation rate of 99 percent of arrestees.

Statistics such as these show the importance of providing treatment and rehabilitation programs for addicted persons who enter the corrections system or who come under the supervision of probation and parole agencies. It is less costly to rehabilitate these individuals than it is to build more correctional facilities and to house and feed them.

In Philadelphia two governmental probation and parole agencies, the Court of Common Pleas Probation and Parole and the Pennsylvania Board of Probation and Parole, have initiated unique efforts to provide treatment and rehabilitation.

Description

Accelerated Pre-Sentence Investigation Drug Program

In 1988, the Adult Probation and Parole Department implemented the Accelerated Pre-sentence Investigation Drug Program with funding from the Pennsylvania Commission on Crime and Delinquency. The program expedites the sentencing of offenders convicted for the sale and use of dangerous narcotics by reducing the processing time of presentence investigation reports from eight to four weeks. The program staff also screens offenders for drug usage, identifies intravenous drug users, and supervises offenders on bail awaiting sentencing. Supervision can include monitoring an offender's activities, providing drug education and counseling, and making referrals to drug treatment programs. Since the program was implemented over 1,000 drug defendants have been processed.

The success of the Accelerated Pre-sentence Investigation in reducing the sentencing time has been linked to a court Differential Drug Case Management project, which is designed to expedite the disposition of cases, thereby, reducing the large inventory of cases resulting from the drug problem.

Recently, a grant for over \$1 million was received by the Pennsylvania Commission on Crime and Delinquency to establish a model drug abuse program of intensive supervision, coordinated with local treatment agencies. The program features the use of drug urinalysis monitoring and electronic surveillance to foster compliance with treatment conditions imposed by the court. The program's overall goal is to reduce the level of criminal activity and drug use among drug abusing

probationers and parolees.

The primary goals and objectives of the program are as follows:

Goal 1: To establish an electronic home monitoring component for drug abusing probationers and parolees by:

- providing night-time electronic monitoring and intensive outpatient treatment to 40 drug abusing clients every three months;
- providing 2,800 electronically monitored supervision days each quarter;
- providing seven days per week surveillance of each client;
- making three personal and two telephone contacts per client per week; and
- conducting one urinalysis per client per week.

Goal 2: To establish an intensive drug supervision component by:

- establishing and maintaining a component caseload of 80 clients;
- making three contacts per client per week;
- ensuring that 80 percent of the clients are placed in a drug treatment program;
- providing seven days per week surveillance of each client; and
- conducting one urinalysis every two weeks on each client.

Goal 3: To intensify supervision and treatment services of addiction services by:

- establishing and maintaining caseloads of 80 cases per officer;
- conducting two personal and four collateral contacts per month on each active client.
- conducting a minimum of one urinalysis every three months on each active client; and
- placing 80 percent of the clients in a drug treatment program during their probation or parole.

Goal 4: To nurture working relationships with area treatment agencies by:

- establishing written working agreements with two treatment agencies.

Special Intensive Supervision Drug Project

On January 1, 1988, the Pennsylvania Board of Probation and Parole initiated a Special Intensive Supervision Drug Project in Philadelphia. The project was made possible by a federal Narcotics Control Assistance Program grant from the Pennsylvania Commission on Crime and Delinquency with supportive client treatment services provided by the Department of Health.

The objective is to provide special intensive supervision, including frequent urinalysis, for approximately 350 parolees who have had a history of drug dependency, are considered at high risk through the use of the Board's client assessment process, and reside in densely populated areas of the city where neighborhood drug use is high. The project's goal is to reduce new criminal activity by the parolees in the project through frequent personal contacts with parole staff, intensive urine monitoring, immediate placement in drug treatment as an alternative to reincarceration, and a strictly enforced set of sanctions for violations of technical parole conditions.

The Haddington area of Philadelphia mirrored the grant criteria in terms of population, crime, and high neighborhood drug usage. The program was entitled the "Haddington Project". Six experienced parole agents, a supervisor, and two clerical staff were assigned to the Haddington sub-office. Clients assigned to the project had drug-related criminal histories or one or more recent positive urine analysis tests. Each client was brought into the office for an individual interview with the parole agent and supervision requirements were explained and imposed. It is interesting to note that many of the clients tried to talk their way out of being assigned to the project by stating that they did not have a drug problem, or that they had lied to the judge about having a problem because their lawyer told them that they would receive an easier sentence.

The Haddington Project consists of three phases with the amount of supervision decreasing as each phase is completed. The requirements shown are minimums and are as follows:

	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
Client Field Contacts	1/week or 4/month (1 must be a curfew check)	1/week or 4/month (1 must be a curfew check)	3/month
Client Office Contact	2/week	1/week	2/month if employed 1 week
Collateral Contacts	1/week	1/week	2/month
Urinalysis Test	6/month	4/month	2/month
Curfew	6 to 8pm	10pm week 11pm weekend	Midnight
Travel Permits	None	None	Limited family
Electronic Monitoring	Selective Max-60 days	None	None
Employment/Training	Encouraged but not required	Employment group community	Employable adv. empl. service

Phase I lasts a minimum of six months and phase II lasts a minimum of three months. Curfews may be modified if the client is employed.

When initially placed in the program, many of the clients were hostile, especially in regard to the curfew limitations. These same individuals quickly exhausted the sanctioning process. These individuals also failed to report on time and tested positive in urinalysis testing. This resulted in house arrest or revoking parole for these persons.

The positive side to this program is that during the initial stages, one out of every three urines tested positive for drug use. This is a remarkable turn of events and a good barometer to measure the project's effectiveness.

Agents who have been assigned to this project report an increasing number of sincere requests for treatment. Through the cooperative working agreement with the Department of Health, inpatient as well as outpatient services are available and provided.

Both of these probation and parole agencies are committed to community involvement. They are active participants in school drug education programs, attend police sponsored community workshops, and march side by side with city residents in an ongoing program to take back the corners from drug dealers.

Program Title: Quick Uniform Attack on Drugs

**Prepared by: A.B. Hatcher, Major, Tactical Division
Tampa Police Department**

Begun in February, 1989, the Q.U.A.D. program has contributed to the reduction in crime, the increase in police and citizen cooperation, and a dramatic decrease in street level drug sales. By enlisting the help of citizens to work in a partnership with the police, it has given the citizens the capacity to fight back and rid their neighborhoods of drug dealers. The Q.U.A.D. program is Tampa's effort to take back the streets.

Background

Tampa, Florida has a population of 280,000 and is located in West Central Florida on a large bay opening into the Gulf of Mexico. Because of its proximity to Central and South America, deep water harbor, international airport, thriving economy, educational system, leisure and recreational activities, and warm climate, Tampa is an appealing place to live.

Prior to 1989, Tampa's appeal began to decline due to rising crime rates and a growing illegal drug problem. In 1985, the number of Uniform Crime Report Index Crimes was 41,766 and the rate per 100,000 residents was 14,732. The numbers for 1986 rose to 48,246 index crimes, which is a rate of 17,018, and the numbers for 1987 were 49,360 index crimes with a rate of 17,410 per hundred thousand residents.

During the summer of 1985, Tampa was introduced to crack cocaine, which began a new era of drug-related violence. Open street drug dealing replaced drug trafficking in poolrooms, private homes, etc. and dramatically increased street violence. Police calls for service increased from 490,509 in 1984 to 567,471 in 1988. Police officers became overworked; holding calls for service was the rule. This made directed, preventive, and other proactive patrol tactics difficult to perform because officers were plagued with too many calls for service. Local, county, and state jails overflowed with inmates, crowded cell-blocks and inadequate custodial staff resulted in early release practices becoming the standard which endures to this day. This problem was compounded by failed attempts of various forms of community control and other inmate reduction strategies.

The quality of life for residents living in or near these drug infested areas declined rapidly. Complaints to elected officials and representatives of the police department reached unprecedented levels.

Description

On February 26, 1989, a decision was made to establish a separate functional unit within the police department with the primary role of suppressing street level drug sales. The decision to establish a separate street level enforcement unit was based on the belief that street level drug enforcement

required close supervision, specialized training, carefully selected officers with maturity and good judgement, extensive intelligence information, flexible work hours, and use of both specialized and traditional tactics.

Certain enforcement tactics required the availability of several dozen officers at one time on short notice. Such operations were disruptive to normal police patrol operations. To alleviate the problem, 61 locations were identified and classified as heavy incident "dope holes." The city was then divided into four quadrants with each quadrant identified as either A, B, C, or D. The quadrants were equally divided according to the number of drug sales occurring in the area rather than geographic size.

Forty officers were assembled into four ten-officer squads. A squad consisted of a sergeant, a corporal, eight officers, and one canine handler. A police lieutenant was also added to the team and designated overall team leader. Each squad was given the authority and flexibility to deploy itself based upon the intelligence data available, the unique characteristics of the quadrant, and the level of citizen support available. It was emphasized that each squad's activities must be visible to the citizens. The squad was also responsible for continuously monitoring and developing enforcement strategies at all "dope holes" within their quadrant. Squads were representative of the community in which they served in terms of ethnic and sexual make-up.

The Tampa Police Department's plan to utilize street level drug enforcement incorporated ten principles:

- 1) The strategy must be citywide.
- 2) There must be a long-time commitment to the plan, i.e., "for as long as it takes."
- 3) Adequate resources must be allocated.
- 4) Citizen involvement must be solicited and maintained.
- 5) There must be a method to communicate with individual citizens without exposing them to retaliation.
- 6) There must be an immediate or guaranteed response to a citizen's complaint.
- 7) The strategy must involve officers from each division or bureau of the police department rather than just a specialized unit.
- 8) The strategy must involve other city departments in support of the police department.
- 9) There must be a system to assure constant monitoring of conditions prevailing throughout the city.
- 10) There must be active media involvement to enhance public education and support.

Recognizing the importance of record keeping for analysis purposes, a weekly statistical activity report was devised. These reports included the number of arrests, age, sex, and race of arrested persons, type of charge, special techniques utilized, number and type of citizen involvement, location of arrests, and the status of current "dope holes", i.e., active or inactive. The location of a new street sales site was also identified in the report. After six months, the weekly reporting system was changed to a monthly report.

Other aspects of the Q.U.A.D. program are that drug dealers are charged with drug related and common violations such as disorderly conduct, littering, traffic and parking violations, contributing to the delinquency of minors, and child abuse or neglect. Vehicles used or owned by the drug

dealers are also towed or confiscated whenever such actions are warranted. Searches are conducted by officers assigned "drug sniffing" canines to locate street drug supplies or "stashs." These canines, however, are not always able to identify the dealer. The teams could check up to six or more suspected drug locations within their quadrant each day. By walking through neighborhoods, officers also bring comfort to the area residents.

To encourage citizen involvement, the City's Public Safety Administrator, Chief of Police, Deputy Police Chiefs, other staff officers, and individual members of the Q.U.A.D. squads take an active part in dozens of small and large neighborhood meetings. These meetings help locate "dope holes" or crack houses previously unknown to the police, help identify citizens who are willing to support police efforts, enable the citizens to be introduced to their Q.U.A.D. officer, and convey to the residents a sense of urgency and the level of commitment the city and police department have to the operation. Q.U.A.D. officers are issued telephone beepers to provide direct police-citizen contact and to allow for citizen anonymity when reporting activities in their neighborhoods. No arrest or police stops are conducted based on the information supplied by a citizen without full and independent verification by a Q.U.A.D. officer.

Citizens are also invited to participate in the department's "Ride-A-Long" program with Q.U.A.D. squads to observe enforcement activities firsthand. This has proved to be an effective educational and community relations tool.

In areas where drug problems persist, Q.U.A.D. officers attempt to foster the development of neighborhood associations, formal and informal, and encourage joint police/neighborhood planning sessions to combat the drug problem and the possible environmental reasons for the existence of the problem. The aim is to establish a relationship between citizens and police as natural allies and to improve the self-protection defenses of neighborhoods to maintain the progress made.

One of the elements considered to be important to the success of the street level drug enforcement program is the involvement of the entire police department. In Tampa, this was achieved by having Q.U.A.D. sergeants attend uniformed patrol officer's roll call and by holding other joint meetings. Patrol supervisors are provided with the locations of target "drug holes" and the work schedules of Q.U.A.D. squads. During the absence of Q.U.A.D. officers, uniformed patrol officers provide a continuing presence in the target areas. Patrol officers provide the intelligence data and take enforcement action whenever necessary. During the first six month period, uniformed patrol officers accounted for 39 percent of the total enforcement activity within the target areas.

Q.U.A.D. squads are also paired with a squad of plainclothes undercover narcotics detectives. These narcotics detectives assist in drafting search warrants, filing federal charges, processing assets seized, and providing general guidance in some investigations. In instances where a Q.U.A.D. squad becomes entangled in protracted investigations, the incident is reassigned to a narcotics squad. The objective of this practice is to keep the focus of the Q.U.A.D. squads on the suppression of street level drug sales.

Q.U.A.D. squad officers are kept informed of all drug-related complaints through a daily computer printout provided by the police communications section. The detective division also provides Q.U.A.D. supervisors with a report of all drug-related crimes thought to be of importance.

To further increase the impact of the Q.U.A.D. squad the mayor spoke with city departments and emphasized that the control of street narcotics sales is a priority in the city. All city departments were instructed to develop liaisons with the police department and to cooperate to the fullest. Within a short period of time, Q.U.A.D. officers were able to develop close relations with other city departments. City zoning, fire, and code enforcement inspectors often accompany Q.U.A.D. officers on their investigations. When a warrant is served on a house or business establishment, civil inspections take part in the operation. City parks and recreation workers also are paired with individual Q.U.A.D. officers. They exchange beeper numbers and cooperation has been enlisted. Tampa established a "Drug Free Parks" program which provided training in drug recognition and appropriate response for all recreation workers. Parks, playgrounds, and schools receive special attention from Q.U.A.D. officers.

The parks and public works departments responded to Q.U.A.D. officers' requests to mow and clean vacant lots or overgrown right-of-ways. In several instances, Q.U.A.D. officers working with neighborhood associations organized or participated in neighborhood "clean-ups." Following the clean-ups, residents and police generally participated in picnics, cookouts, or other social activities.

Prior to the implementation of the Q.U.A.D. program, members of the police department were designated as agents for the local public housing authority. This permitted individual police officers to take police action on housing authority premises during the absence of authority representatives. The practice proved to be effective in keeping non-tenant drug dealers off housing authority property and has since been expanded to include private businesses, when there is a special need. Locations under this special police scrutiny were identified by bright orange notices.

Although the success of the Q.U.A.D. program is measured by the absence of visible street drug sales, its effectiveness is also supported by a summary of weekly/monthly Q.U.A.D. activity reports which provide additional information.

During the period between February 27, 1989 and February 28, 1990, the following activities were reported:

- Q.U.A.D. officers arrested 2,742 persons and charged them with 3,257 felony and 1,085 misdemeanor offenses. An additional 378 warrants were served; 2,963 of the charges were for narcotics offenses. (During this same period, an additional 2,522 persons were arrested for narcotics offenses by officers assigned to uniform patrol);
- Narcotics seized included 2,743 grams of cocaine, 38 grams of heroin, and 2,743 grams of marijuana. (This does not include drugs seized by other departmental units);
- Two-hundred sixty-two motor vehicles were seized and are being processed under forfeiture proceedings;
- Q.U.A.D. officers confiscated \$175,951 in currency which is being processed under forfeiture proceeding;
- One-hundred ninety-three traffic citations were issued.

Of the 2,472 arrests, 1,992 were males, 480 were females, 2,207 were adults, 265 were juveniles, 543 were buyers of drugs, and 1,929 were street level dealers.

Of the 61 original targeted "dope holes," only seven percent of the locations were active (require constant enforcement efforts), 11 percent were moderately active (require some enforcement on a weekly basis), 16 percent were minimally active (require occasional police presence), and 66 percent were totally inactive, i.e., there was no evidence of street drug sales. Throughout the year an additional 80 locations were added to the Q.U.A.D. squads targeted areas. Since February 28, 1990, of the total 141 locations, six percent were active, 10 percent moderately active, 12 percent minimally active, and 72 percent totally inactive locations.

In summary, 118 locations representing 84 percent of the total 141 locations showed little or no street-level drug sales activity. Drug sales remained at 16 percent of the targeted locations. However, the volume of drug sales at the remaining 16 percent have been greatly reduced from the previous year.

Although the exact relationship between crime and drugs remains to be proven, it is widely accepted that a direct relationship does exist and the Tampa experience lends support to that relationship. In 1989, Tampa experienced a 12.4 percent reduction in its crime rate. The number of index crimes per 100,000 residents declined to 16,400. This is a level comparable to that reported in 1986.

The positive effects of the Q.U.A.D. program can also be seen in the improved appearance and conditions of several neighborhoods. With the disappearance of drug dealers, citizens have resumed their normal outdoor activities such as taking walks etc., and several neighborhood associations have been organized.

Source of Funding

The Q.U.A.D. program was funded by the City at a cost of approximately \$1,315,400 for 1989-90. The cost represents the salaries of 32 officers, four corporals, four sergeants, one lieutenant, and an investigative fund of \$10,000.

Conclusion

By every standard of measurement, the "Quick Uniform Attack on Drugs" program implemented by the Tampa Police Department has been successful. The overall results have been extremely positive and the level of citizen satisfaction very high. Although drug dealing continues to occur on Tampa's streets, the level has diminished to the level of the "pre-crack" era. The long lines of drug buyers at locations throughout the city are no longer present. The streets of Tampa are safer than they were a year ago and the level of violence associated with street drug sales has declined significantly.

To date, over 80 cities have requested and received information concerning the Q.U.A.D. program. Several jurisdictions have sent observers to Tampa and one location requested an on-site visit by

representatives of Tampa's Q.U.A.D. program. Representatives of the Tampa Police Department have also scheduled appearances before local, state, and national law enforcement and other governmental groups to discuss the Q.U.A.D. strategies.

The Q.U.A.D. program could not work without a partnership with the community. Strong law enforcement, community involvement, and commitment means drug free neighborhoods. The Q.U.A.D. squads and the concerned citizens of Tampa have shown this to be a winning combination.

Program Title: Safe Neighborhoods Plan of the City of Boston

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The Safe Neighborhoods Plan of the City of Boston is a comprehensive blueprint which reflects the involvement of hundreds of people and numerous community organizations. Neighborhood meetings, seminars, and discussions have produced hundreds of ideas which have been distilled into dozens of points comprising an action agenda for Boston's Safe Neighborhoods Plan. The action agenda contains several items, each of which demands sustained attention and priority.

The plan has three themes, which create a balanced approach:

- Improve the educational system and expand economic opportunity - without hope and opportunity, drugs and despair will continue to threaten a whole generation of young people.
- Coordinate law enforcement - city, state, and federal law enforcement must work together in a coordinated effort, and the criminal justice system must work effectively for the people.
- Foster community and family responsibility - parental responsibility must be fostered to prevent criminal behavior by youth and make parents accountable to the community when such behavior occurs.

Background

Cities across the country are experiencing a surge in gangs, along with the spread of guns, drugs, and violence. Recently, gang violence has emerged in Boston, bringing fear into neighborhoods and violence into the streets. To formulate a plan to alleviate gang violence countless hours of research and community meetings were held. Observations were made of cities such as Los Angeles and San Diego, where youth gangs are deeply entrenched. In Los Angeles County there were 80,000 gang members profiled in the criminal justice system - accounting for 543 gang-related homicides in 1989.

Two lessons were learned from Los Angeles. First, if the gang problem is to be solved, it must be dealt with aggressively and early. Second, leaders need to listen to the community and involve the community in solving the problem. These lessons encouraged the City of Boston to address its gang problem at an early stage and to solicit encouragement and support from its citizens.

Description

Boston's Safe Neighborhoods Plan is not an instant solution to the gang problem. While there is much that can be implemented immediately by the city, there are also some suggestions that are long term. Some suggestions depend on state or federal action, or require changes in state or

federal legislation. Some suggestions cost money; many do not. However, much of it can be done now and at the local level.

The Safe Neighborhoods Plan encompasses several points, including expanding economic opportunity, coordinating law enforcement agencies, and fostering community and family responsibility. The following are descriptions of these points followed by summary highlights.

Expand Economic Opportunity

Economic justice is the keystone to a successful Safe Neighborhoods Plan. It is through economic growth that new jobs and new opportunities are created for families. Continued economic growth results in the meaningful jobs that are essential for building strong families and strong neighborhoods. Boston will continue to use its strength as the economic leader of the region to stimulate growth, and will continue to encourage development that leads to a strong economy.

Economic development creates opportunities which lead young people away from crime and violence. To bring young people into the economic mainstream, the community needs both access to downtown employment and the development of new neighborhood businesses. In the past, city resources have been used to help build bridges between a strong downtown economy and the neighborhoods. These efforts will continue to link the opportunities of downtown with young people and families and to replace drugs and despair with hope and opportunity. Large scale investment must be balanced with small scale commercial development. Boston will continue to work with neighborhood organizations and assist them in rebuilding neighborhood commercial centers which gives a sense of pride and economic strength to a neighborhood.

The City also plays an important role by providing the infrastructure to support economic development. Over the past five years, the City of Boston has invested hundreds of millions of dollars of its capital budget in the rebuilding of roadways, sidewalks, bridges, neighborhood parks, schools, and police and fire stations. This public investment has established a foundation for private investment and strong further growth. One immediate and concrete demonstration of economic opportunity is the hiring of neighborhood youth. Summer jobs are essential to enable young people to learn the value of work and to provide them with meaningful ways to spend their time when they are not in school. However, summer jobs must lead to part-time employment which lasts throughout the school year, and which in turn leads to long-term career opportunities.

The involvement of businesses and local universities must expand and begin to provide direct service to inner-city youth. New businesses, owned and operated by minorities and women, must be encouraged and supported. These are important sources of new jobs and role models within the community.

At the heart of economic progress for the community is investment in the education and training of young people. The Boston Public Schools represent the largest and most important investment in educating young people. There must be efforts to continue to improve both the physical environment of schools and the quality of education so that graduates can take advantage of the economic opportunities created. In addition, community-based job training programs must be structured to complement necessary improvements in the public school system.

Among the program's highlights:

- 1) Urging the business community, area colleges and universities, and suburban residents to get involved and renew efforts to work with Boston's youth in volunteer programs. The successful mentoring programs, managed by the city last summer, illustrates that these programs can improve the lives of young people throughout the city.
- 2) Guaranteeing a job for every teen who wants to work during the summer through a combination of private and public job programs.
- 3) Stimulating economic growth in areas of the city hardest hit by crime and gang violence by using city and state resources, offices, and capital investment projects.
- 4) Strengthening pending federal housing and economic development legislation to insure that it addresses the needs of Boston's neighborhoods.
- 5) Fostering a more positive social and economic climate in minority neighborhoods to attract economic development and jobs.
- 6) Improving the Boston Public Schools to ensure greater student progress.
- 7) Restructuring employment and training programs to reflect Boston's new economy.
- 8) Greatly expanding career and college counseling by involving college and university students with Boston's youth.

Coordinate Law Enforcement: Streamline the Criminal Justice System

Police, judges, prisons, probation officers, and social workers are all part of a criminal justice system that is only as strong as its weakest link. Therefore, a coordinated strategy which includes all of the branches of government is paramount. Without a comprehensive and coordinated approach, however, crimes which occur in Boston can become no more than docket numbers in state and federal courts. Executive actions by the city, the state, and federal authorities can become disjointed, and at times counterproductive. The government must coordinate its response.

Where the city has the ability to unilaterally affect change - specifically the Boston Police Department - plans have been developed and are being implemented. Where the City does not have exclusive authority, a concerted effort with state and federal officials must be obtained. Often this can best be done in a collaborative fashion through inter-agency groups or task forces and at other times by the work of a single agency.

Obviously, there are areas where even the state and federal government cannot act without a change in existing law. The City of Boston, in accordance with the law, can work with senators and representatives to create legislation which responds to current needs. The Safe Neighborhoods Plan program identifies actions which can be taken by the City of Boston, the Commonwealth of Massachusetts, and the federal government. Some of these actions can be implemented immediately, others will necessitate further discussion, negotiation, or legislation.

Among the highlights in this area:

- 1) Implementing the Boston Police Department's "Anti-Gang Violence Strategy" which includes creation of an Anti-Gang Violence Unit to provide intense, high visibility, street level enforcement while working closely with the community; and the creation of a Gang Intelligence Unit which will keep the police abreast of any gang activity taking place in Boston.
- 2) Working to insure that the courts process the cases, that there are enough jail cells to hold convicted criminals, and that probation programs are expanded and strengthened.
- 3) Creating "Federal Days" for gang members who engage in criminal activity involving drug trafficking and weapons offenses across state lines. These individuals would be targeted for arrest and prosecution by federal authorities in federal courts where the bails are higher and the penalties are stiffer.
- 4) Advocating strong safeguards on deadly firearms at the state and local level to rid Boston streets of guns. Advocating a national solution to the problem by; supporting pending legislation banning the sale of assault weapons and supporting the Brady seven-day waiting period for the sale of handguns.
- 5) Passing legislation which provides that juveniles be tried as adults for using guns in the commission of a crime.

Foster Community and Family Responsibility

Neighborhood organizations, block watches, churches, families, health care providers, social service agencies and individuals all share a common responsibility to their communities to insure that neighborhood youth are contributing to society, rather than waging war upon it.

As the Safe Neighborhoods Plan has been developed and reviewed three themes have emerged from community leaders and parents: (1) parents need to be responsible for the actions of their children, while at the same time recognizing that many parents are children themselves and need support, counseling and services; (2) the need for prevention and intervention - to invest in and support young people as leaders; and (3) the role of the media as it pertains to providing a balanced and true image of what takes place in city neighborhoods.

In several meetings these recurring themes were raised by parents and teens alike. A desire for grassroots, informal, volunteer programs to help families was also reiterated. In addition, more formal programs were suggested to provide young people with the guidance and discipline they may not be receiving at home.

As a result, an ambitious action agenda was developed not only for Boston and the Commonwealth to take action on, but also neighborhoods and communities.

Highlights in this area include:

- 1) Expanding and offering programs of support, education, and counselling to young families overwhelmed by the challenge of parenting by sponsoring grassroots, neighborhood efforts which support and educate young people and families.
- 2) Expanding the parent aide mentoring program which matches young parents with mentors from local churches.
- 3) Hiring additional trained street workers and peer leaders to work with gang members and at-risk youth on the streets.
- 4) Expanding the nationally renowned Violence Prevention Program at the Boston City Hospital to insure that community agencies, street workers, peer leaders, parents, and health workers are trained in anti-violence curriculum.
- 5) Expanding the hours of community school facilities as suggested by the Boston School Committee and implementing non-traditional programs such as a Late Night Basketball League.
- 6) Coordinating outreach programs through a Youth Leadership Development Center so that young people can be nurtured as tomorrow's leaders. The Center would also serve as a central training area for all street workers citywide.
- 7) Calling upon the media to be mindful of the fact that the vast majority of the children in Boston are good and are not involved in the violence associated with drugs and gangs.

Conclusion

The success of Boston's plan will be a reflection of the extent of continued community involvement. All over, people are willing to get involved. They are rolling up their sleeves to help end the violence. They come from the boardrooms of downtown businesses and from the rectories of neighborhood churches. Volunteers are stepping forward; they are young people trained as peer leaders, elected officials, neighborhood activists. The City of Boston has a mission and it is shared by all: Boston isn't just fighting gangs, we are working to win back youth and invest in their future.



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