



Research and Evaluation

Washington State
Department of Community Development

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Evaluation of the Washington
State Urban Pilot
Demonstration Program

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August 1993

Stronger Communities For A Better Washington

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Stronger Communities For A Better Washington

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TABLE OF CONTENTS

	Page
List of Charts	v
Executive Summary	vii
Program Overview	1
Overview of Projects and Findings	5
Seattle:	5
Enhanced Drug Trafficking/Records System	6
Findings	7
Narcotics Street Team Personnel Enhancement	8
Findings	8
Case Tracking System	9
Findings	10
Tacoma:	11
Special Emphasis Team	12
Pro-Active Patrol Team	13
Findings	14
Spokane:	15
School Resource Officer	16
Neighborhood Resource Officer	17
Summer Work/Occupation Information	18
Findings	19
Yakima:	21
Rebound Plus Program	22
Findings	22
Conclusions	25
Recommendations	29

APPENDICES

	Page
A: Washington State Map with Urban Pilot Demonstration Project Locations	31
B: Yearly Program Activity Report	33

LIST OF CHARTS

	Page
Urban Pilot Projects: SFY 1992 - FFY 1991	2
BJA Funded Programs: SFY 1992 - FFY 1991	3
Urban Pilot Demonstration Projects - Seattle	6
Urban Pilot Demonstration Projects - Tacoma	11
Urban Pilot Demonstration Projects - Spokane	15
Urban Pilot Demonstration Projects - Yakima	21

EXECUTIVE SUMMARY

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During 1991, the Washington State Legislature appropriated slightly over 10 percent of the U.S. Department of Justice, Bureau of Justice Assistance (BJA), Drug Control and System Improvement Formula Grant funds available to the State and mandated that these funds be offered to urban areas. These urban areas were to set-up pilot demonstration projects aimed at addressing the unique locally identified needs related to illegal drug use issues. Projects could be in the areas of interdiction, intervention, or treatment. Urban pilot demonstration projects, as defined by the Washington State Department of Community Development (DCD), which administers these federal funds, must be new, unique, and innovative.

Four urban areas were selected to receive these funds. The level of funding was determined through a weighting of population and crime rate. The urban areas selected and the projects which they funded during federal fiscal year 1992 were:

URBAN AREA	PROJECT
Seattle	Enhanced Criminal Drug Trafficking/Records Information System
	Narcotics Street Team Personnel Enhancement
	Case Tracking System
Tacoma	Special Emphasis Team
	Pro-Active Patrol Team
Spokane	School Resource Officer
	Neighborhood Resource Officer
	Summer Work/Occupation Information
Yakima	Rebound Plus Program

Of the \$799,926 of BJA funds targeted for these projects, the City of Seattle received \$293,989; the City of Tacoma received \$184,371; the City of Yakima received \$174,560; and the City of Spokane received \$147,006.

Analysis of data supplied by the individual projects, as well as information supplied through interviews, revealed that only in the case of the City of Spokane were the funded projects new, unique, and innovative. The other three cities used their BJA funds to support/expand existing programs or replace funding for programs which no longer existed. This statement is not meant to imply that these projects (programs) were not effective and worthy of support (some were even innovative), only that they did not meet all the criteria necessary to be a pilot demonstration project. Based on this finding, the following recommendation is presented:

Proposals submitted by applicants which do not meet the requirement as set out in the DCD composed application for funding should be returned to the applicant for revision and resubmission. Toward this end, a screening protocol should be developed and a one-month extension should be granted to cities whose application has been returned for failure to meet the minimum requirements.

It was also found that certain cities with two or more projects which served similar populations, did not segregate out performance figures for each discrete project. Rather they compiled figures and reported them in the aggregate. Also, certain cities which used these funds to support currently existing programs would report overall performance figures and not isolate out the BJA funded component. Enactment of the recommendation noted above makes this latter obstacle to accurate data reporting moot, but the former obstacle would still exist. As such, the following recommendation is presented:

Applicants must keep separate performance figures for each project and report on each project separately. These reports are to be submitted on a quarterly basis.

A number of funding recipients stated in their application that they would collect data on certain variables. Upon requesting this data, it was found that no such data collection took place. In addition, a number of funding recipients proposed that project activity would have a positive effect as compared to the pre-implementation situation. Since no pre-implementation data was ever submitted, it is impossible to validate this proposition. As such the following recommendation is presented:

Cities/projects receiving funds must submit performance data as outlined in their application. Also, applicants who propose increased levels of effectiveness over pre-project levels, must submit relevant pre-implementation data at the time of application, DCD project approval, or contract award.

Requests for Quarterly Activity Reports, which are a contractual obligation, often went unheeded by funding recipients. As such the following recommendation is presented:

At the DCD level, voucher processing should be directly tied to receipt of Quarterly Activity Reports. During the contract award stage, as well as during training and in all related correspondence, fund recipients should be reminded that failure to submit the required reports in a timely, thorough, and efficient manner will halt voucher processing and subsequently, fund reimbursement. A one-month grace period should be granted to allow for data collection and processing as well as extenuating circumstances.

In two of the cities which had more than one demonstration project, the federally required local match funds were either devoted to only one of the BJA-funded projects or there was no way to determine the proportion of locally supplied match which went to each of the projects. As such, the following is recommended:

In the case where more than one demonstration project is funded in an urban area, locally supplied match funds should, to the extent possible, be spread across all projects.

PROGRAM OVERVIEW

PROGRAM OVERVIEW

During mid 1991, the Washington State Department of Community Development (DCD) submitted requests for proposals related to Urban Pilot Demonstration Projects to a select number of municipalities. The funds used to support these projects were made available through the Drug Control and System Improvement Formula Grant which Washington State received through the U.S. Department of Justice, Bureau of Justice Assistance (BJA). A November 22, 1991, application deadline was imposed.

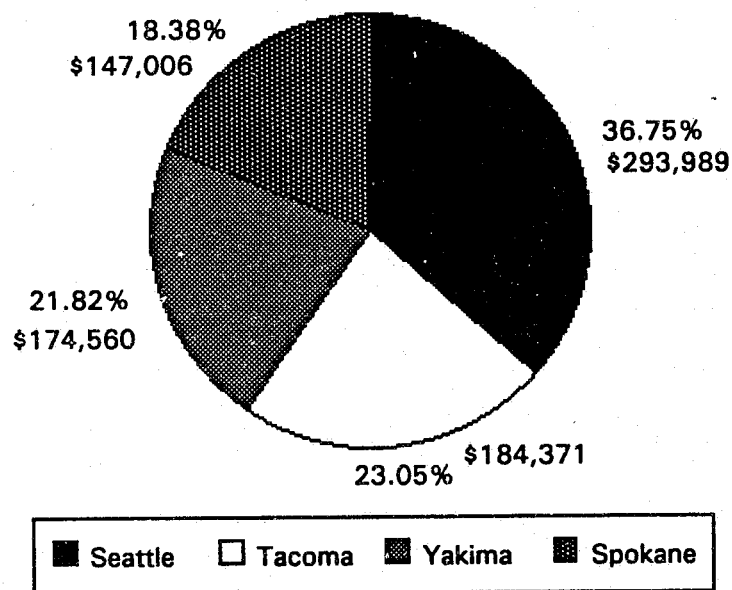
Recognizing the unique needs and problems of urban areas, the Washington State Legislature appropriated slightly over ten percent of the BJA funds and targeted them to be used in urban centers. An overview of the intent of the Urban Pilot Demonstration Project was presented in the application packet:

Drug abuse, drug trafficking and related crime has had a continuing impact on every community in the State of Washington. This impact is especially severe in large urban areas. Resources in these areas are strained by the need to support the varied measures necessary to address all aspects of the drug problem. These aspects include interdiction, prevention, intervention and treatment. The purpose of this grant is to support demonstration pilot projects in large urban areas impacted by drug abuse, trafficking, and related crime. Cities which participate may choose to support projects which provide greatest benefit for their population, whether interdiction, prevention, intervention, or treatment. We encourage urban areas to select innovative projects which demonstrate a reduction in the supply and demand of illegal substances. Funding may not be used to supplant existing resources or services. (p. 1)

The key features of programs funded as an urban demonstration project is that (1) the project be a pilot project, (2) it be innovative, and (3) it addresses the unique local urban needs with respect to substance abuse issues. In addition, certain

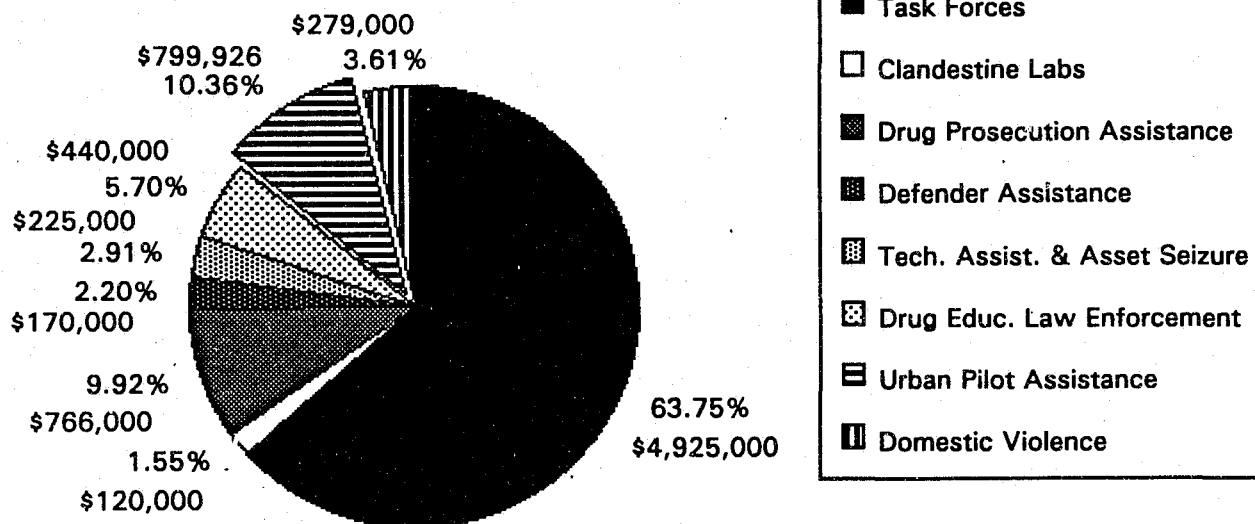
screening criteria were imposed by DCD. A needs index was computed utilizing population figures compiled by the Washington State Office of Financial Management and crime statistics compiled by the Washington Association of Sheriffs and Police Chiefs. This procedure had the net effect of screening out certain urban areas while rank ordering four others. These four municipalities were selected to submit demonstration project proposals (see State Map, Appendix A). The following chart identifies these municipalities and the amount of funds they were awarded.

URBAN PILOT PROJECTS: SFY 1992 - FFY 1991



This total amount, \$799,926, represents 10.4 percent of BJA funds for this funding cycle. The following chart displays all program areas supported by BJA dollars during this period.

BJA FUNDED PROGRAMS: SFY 1992 - FFY 1991



In addition, each municipality was required to contribute, at a minimum, an additional 25 percent match amount. These match funds were cash contributions which brought the total amount expended on these Urban Pilot Demonstration Projects in 1992 to \$1,053,394. Both Seattle and Spokane provided an amount equal to 33.3 percent of their respective BJA dollar amount. Tacoma provided 33.4 percent match and Yakima provided 25.8 percent match. Across all four municipalities the average match amount was 31.5 percent.

Nine demonstration projects were supported by these BJA funds. The following is a list of these projects per municipality.

Seattle: Enhanced Criminal Drug Trafficking/Records Information System
Narcotics Street Team Personnel Enhancement

	Case Tracking System
Tacoma:	Special Emphasis Team
	Pro-Active Patrol Team
Spokane:	School Resource Officer
	Neighborhood Resource Officer
	Summer Work/Occupation Information
Yakima:	Rebound Plus Program

The following section will review the goals, objectives, and structure, of each of these nine Urban Pilot Demonstration projects. After each project or city review, project performance will be assessed. Data presented were submitted by the fund recipients as part of this evaluation activity. A copy of the Yearly Program Activity Report form used to collect this data can be found in Appendix B. Data was also obtained through interviews with DCD program managers and select project participants.

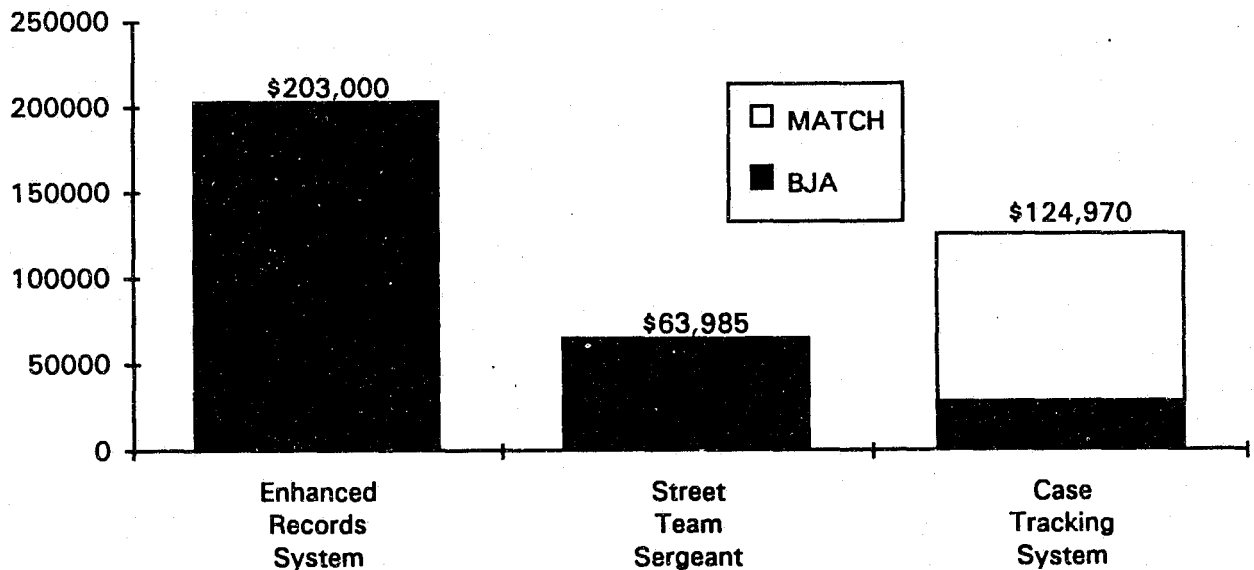
OVERVIEW OF PROJECTS AND FINDINGS

OVERVIEW OF PROJECTS AND FINDINGS

SEATTLE

Originally the City of Seattle proposed using its BJA and local matching funds to support four Urban Pilot Demonstration Projects; an Enhanced Criminal Drug Trafficking/Records Information System project, a Case Tracking System project, a Narcotics Street Team Personnel Enhancement project, and a Remote Terminal Computer Access project. This later project was discontinued by the City and the contract was amended to allow these project funds (\$3000) to be used to support the Records Information System project. The \$293,989 awarded by DCD to the City of Seattle was divided among the three remaining projects. In addition, \$97,996 in matching funds was contributed locally (i.e., 33.3 percent of the federal dollar amount). This matching amount came out of the City Law Department budget and was devoted solely to the Case Tracking System project which that department administered. In total, \$391,985 was used to support the City of Seattle Urban Pilot Demonstration Projects in 1992.

URBAN PILOT DEMONSTRATION PROJECTS - SEATTLE
\$293,989 BJA + \$97,966 MATCH = \$391,955



All funds allocated to these Urban Pilot Demonstration Projects were expended.

Enhanced Criminal Drug Trafficking/Records Information System

This project was a continuation of a computer integration system which was defunded in 1990. Coordinated out of the Seattle Police Department, the main goal of the program was to integrate the various law enforcement information and computer systems which operated in the Seattle area in order to more effectively impact the local drug network. As noted in the application for funding:

"...none of the current information systems are integrated into a common data base. This is needed for proper analysis of the situation, development of proactive strategies, investigative work, and sharing of records with other agencies."

The primary means, as proposed by the applicant, to accomplish this objective was to purchase, install, and operate appropriate computer hardware and software. This project was funded under BJA Authorized Purpose Area number 7 and number 15. These purpose areas cover those programs intended to improve the operational effectiveness of law enforcement through the use of crime analysis techniques and those intended to improve drug criminal justice information systems respectively.

The applicant proposed two "key measures of project effectiveness." These "measures" were:

1. *"An increase in the number of suspects apprehended/incarcerated based on their repeat offender status."*
2. *"An increase in the quality and availability of information about drug related criminal activity as well as education/treatment programmatic needs."*

The BJA funds were to be used to obtain the appropriate software, access necessary user training, and purchase consulting services. A Users Committee was made up of representatives of Seattle Police Department Narcotics and Criminal Investigation and Data Processing. This committee identified the system's functional requirements.

Findings

A sole-source procurement contract was issued after RFP circulation. The software which was purchased included modules for Basic Law Enforcement Records Management, Evidence, Field Contracts/Known Offenders, Case Management, NCIC Interface, Wants/Warrants, Identification of Persons/Institutions, Personnel Sub-

system, Crime Analysis, and Utilities. This software was purchased mid-November 1992. No hardware was purchased during the contract period with these funds. This being the case, the two "key measures" of project effectiveness proposed by the contractor cannot be assessed.

Narcotics Street Team Personnel Enhancement

This project was concerned with supporting a detective level Police Narcotics Sergeant whose main function was to provide both supervision and management of a street-level narcotics enforcement team. The goal of this Narcotics Street Team was to target *"drug trafficking activities at the lowest level of consumption/ delivery."* The individual in this position was responsible for direct supervision of an eight-person interdiction street team consisting of two detectives and six police officers. As noted in the application for funding, the sergeant is responsible for:

"...concentrating Street Team work efforts on targets identified by the department's four Precinct Anti-Crime Teams, Community Police Teams and their Precinct Command staffs."

The project was funded under BJA Authorized Purpose Area number 7 which concerns improving operational effectiveness of law enforcement through street sales enforcement and number 21 which is concerned with programs whose primary goal is to strengthen law enforcement efforts in urban areas.

Findings

The street team conducted 340 felony arrests, served 173 search warrants, raided three marijuana grow operations, conducted ten "Buy-Bust" operations and 15

video surveillance, and seized 41 weapons, \$22,000 in cash, and ten automobiles.

In addition, the drugs seized by the street team (marijuana, cocaine, and heroin) had a street level valuation of \$1 million. The contact person for this project reports that of those individuals arrested through this project's efforts, 95 percent were successfully prosecuted. The sergeant supported by these BJA funds participated in 32 hours of training in surveillance techniques, investigation case management, narcotics recognition, and asset seizure.

Case Tracking System

This project was operated by the Criminal Division within the City Law Department. Once implemented the system was to provide *"improved or previously unprovided service in the areas of:*

- *preparation of case documents, such as charging documents (complaints) and subpoenas,*
- *preparation of case discovery of all parties, tracking such information as defense attorney/agency information, and special case of discovery needs,*
- *tracking witness contact and other case activities, such as attorney, advocate and paralegal assignments, and special case assignments."*

The application also identified four primary project goals. These goals were *"to increase the criminal division's productivity by minimizing unnecessary manual efforts; to allow on-line screen entry of as much data as possible; to enhance management reporting efficiency by developing a comprehensive data base; to supply more accurate and timely information to the police, courts and other departments we interact with."*

Findings

The Case Tracking System was "unveiled" on March 3, 1993. The entire system cost nearly \$400,000 in federal and local funds. Included in this amount was the purchase of 30 computer work stations used by city prosecutors to track cases and generate necessary case documentation. Purchase of appropriate software and modifications to existing software cost \$33,630.

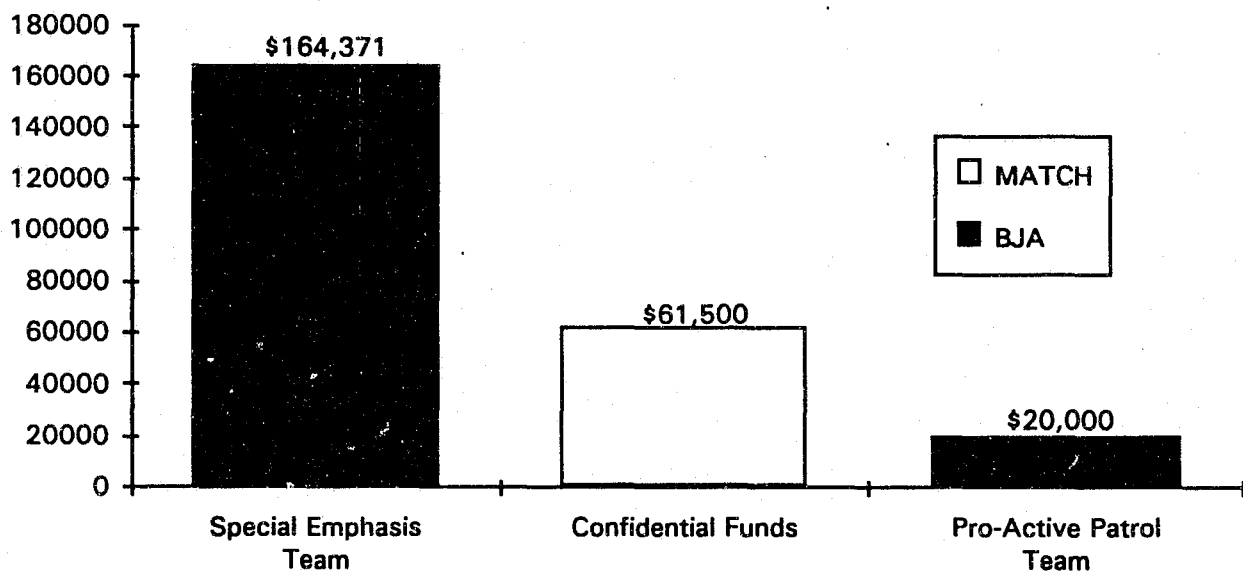
Although unveiled during March of this year, the Case Tracking System project had been implemented throughout 1991 and 1992 in stages. The Chief of the City Attorney's Office, Criminal Division, reports that, during the past 12 months, 60,000 defendants were tracked, 72,000 case documents were prepared, and 21,000 witness contacts were made. It should be noted that there was no breakout with respect to the number of cases which involved illegal drugs.

Information supplied by the City Attorney's Office indicates that, prior to the Case Tracking System, paperwork delays would often postpone a trial for four to six months, and prosecutors frequently went to court with "little or no preparation" having received case files "just moments before facing a jury." The new system has resulted in advancements to court of four to six weeks and assignment to trial, with corresponding preparation time of three to four weeks. This increase in prosecutorial efficiency has resulted in substantial savings, and "actual public defense costs in 1991 and 1992 were \$2 million below projections, and actual public defense savings of \$310,000 were achieved in 1992", and has also "helped reduce police overtime spent in municipal court in 1992, by almost 20 percent (\$60,000) over 1991."

TACOMA

The City of Tacoma used its BJA and local match funds to support two Urban Pilot Demonstration Projects: a Special Emphasis Team project and a Pro-Active Patrol Team project. The \$184,371 awarded by DCD to the City of Tacoma was divided among these two projects. In addition, \$61,500 in matching funds was contributed locally (i.e., 33.4 percent of the federal dollar amount). These funds were "confidential funds" which were used to support the drug enforcement activities of both projects. In total, \$245,871 was used to support the two City of Tacoma Urban Pilot Demonstration Projects in 1992.

URBAN PILOT DEMONSTRATION PROJECTS - TACOMA \$184,371 BJA + \$61,500 MATCH = \$245,871



At the end of the funding year, 4.8 percent of the BJA funds were left unspent (\$8,774.41).

Special Emphasis Team

This project was concerned with adding a Special Emphasis Team (S.E.T.) composed of uniform patrol officers and supervisors on overtime status. The S.E.T. project was not new to the Tacoma area and since its inception in 1989, "over 900 drug arrests have been made" and "nearly one million dollars has been spent dispatching teams of off-duty officers to areas of the community where street drug dealing was epidemic." Further, the City of Tacoma ceased funding this project in 1992. As noted in the application for funding:

"Teams of six to ten officers working overtime for a minimum of four hours per mission will target street drug sales and crack house operations. Methods of enforcement are to include "buy-bust" arrests, video surveillance, and use of paid informants. Also utilized will be high profile deterrence patrols of uniformed officers."

The project was funded under both BJA Authorized Purpose Area number 16, which is concerned with new and innovative approaches to drug offense law enforcement, and number 21 which is concerned with strengthening urban law enforcement efforts which target street drug sales. *The applicant proposed utilizing overtime records as a means of program measurement as well as statistics related to:*

1. *the number and type of drug arrests made by officers while on S.E.T. duty.*
2. *the type and quantity of drugs seized.*
3. *the type and quantity of assets seized and forfeited.*
4. *a comparison of the number of drug-related citizen complaints pre and post program implementation.*

Pro-Active Patrol Team (PROACT)

This project was concerned with supporting a team of nine patrol officers and one supervisor which would target specific criminal activities. PROACT existed as part of the Tacoma Police Department's Patrol Division at the time of application. It was noted in the application that the officers supported through this funding would "normally be exempt from responding to all 911 calls and can therefore devote full duty time to special projects." Aside from providing salaries for these officers, these project funds were also to be used for specialized training and purchasing "equipment necessary to the PROACT team mission." As stated in the application for funding:

"PROACT team target activities will include: the sale of controlled substances; criminal gang operations (i.e., drive-by shootings, drug sales); serial robberies and burglaries; patternistic sex crimes (i.e., molestations, exhibitionists); and incidents of urban disorder."

The main goal of this project was to impact certain criminal activities as they occur (i.e., "proactively") rather than after the fact (i.e., "reactively"). In order to accomplish this goal, "criminal intelligence information, surveillance, and high profile enforcement" practices were utilized. This project, like the previous Tacoma project, was funded under BJA Authorized Purpose Areas numbers 16 and 21. *As measures of project effectiveness, the applicant proposed using:*

1. *a report on the type, cost, and number of hours of specialized training which PROACT officers receive.*
2. *a report on the type and cost of equipment purchased to support the PROACT team.*
3. *data relating to the number and type of arrests made by PROACT officers.*

Findings

Due to a number of local factors, the City had to delay implementation of the funded projects for five months. Starting in May 1992, instead of December 1991, the two funded Urban Pilot Demonstration Projects were directly responsible for 588 drug-related arrests. Buy-bust operations resulted in 228 of these arrests and the remaining 360 arrests were the result of deterrence patrols. In addition, 274 were felony level and 314 were misdemeanor level. These 588 drug arrests were the result of 215 "missions" and, relating specifically to the Special Emphasis Team, 4768 hours of paid police officer overtime.

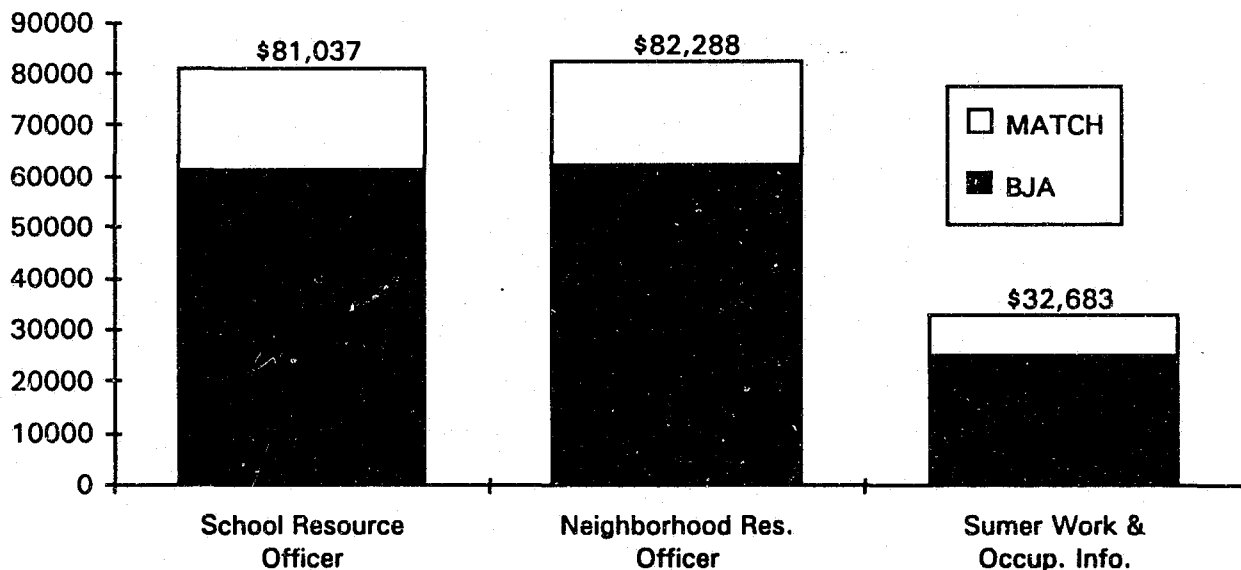
All individuals targeted during these 215 missions were involved with drug sales. Despite being one of the applicant's proposed measures, quantity of drugs removed from the streets through these operations was not tracked. The contact person for these two projects, though, reports that cocaine, heroin, marijuana, and methamphetamine were seized. In addition, \$14,806 in cash was seized from the suspects. During the reporting period, 1572 drug-related citizen complaints were received.

These BJA funds were also used to purchase methamphetamine lab certification training for three project police officers. In addition, the following equipment was purchased: citizen band radio, binoculars, belt mount microphone, bicycles, and night vision equipment.

SPOKANE

The City of Spokane used its BJA funds and local match dollars to support three Urban Pilot Demonstration Projects; a School Resource Officer project, a Neighborhood Resource Officer project, and a Summer Work/Occupation Information project. The \$147,006 awarded to the City by DCD was divided among these three separate projects. In addition, \$49,002 in matching funds was contributed locally. The total match amount equalled 33.3 percent of the BJA amount with \$20,259 devoted to the School Resource Officer project, \$20,572 devoted to the Neighborhood Resource Officer project, and \$24,512 devoted to the Summer Work/Occupation Information project. In total, \$196,008 was used to support the City of Spokane Urban Pilot Demonstration Projects during 1992.

URBAN PILOT DEMONSTRATION PROJECTS - SPOKANE
\$147,006 BJA + \$49,002 MATCH = \$196,008



At the end of the funding year, 13.9 percent of the BJA funds were left unspent (\$20,405.57).

Due to the similarity in the scope and focus of two of the three Urban Pilot Demonstration Projects in Spokane, performance figures will be presented in the aggregate after project discussion.

School Resource Officer

This project was concerned with supporting a police officer who was to work with seventh grade students who had participated in Drug Abuse Resistance Education (D.A.R.E.) training in the sixth grade. The rationale for this position was that these students, due to a number of local factors, were considered at risk for not only drug use but also gang-related activity. As noted in the application for funding:

"At the very time these young people move from their elementary schools into the more complex and sophisticated middle school years, the support programs, involving drug refusal skills, recognition of choices and the strengthening of self-esteem, all cease. This program is designed to provide this support."

The officer supported by these funds spent three days per week at a local middle school working with the seventh grade students either in the classroom or in physical education classes. Continuation and reinforcement of skills learned in the sixth grade D.A.R.E. curriculum was the primary concern of this program. In addition, the remaining two days per week were spent in the neighborhood working with the parents of students identified as at risk for drug use.

This project was funded under BJA Authorized Purpose Areas numbers 1, 4, 16 and 18. Respectively these areas are concerned with demand reduction education

programs with law enforcement officer participation; community and neighborhood programs which assist citizens in preventing and controlling crime; innovative programs which demonstrate new and different approaches to drug offense and other serious crime enforcement; and programs which improve criminal and juvenile justice system responses to domestic and family violence as well as child abuse.

Neighborhood Resource Officer

This project was concerned with supporting a police officer who was assigned to a neighborhood composed predominately of racial minorities. The application states that this neighborhood had "far higher than average calls for service." The rationale for this project was that a high profile, highly accessible police officer would have both a deterring effect and increase citizen comfort with the police. As noted in the application for funding, this project had three principal goals:

1. *to facilitate communication between the police and residents.*
2. *to result in a attitudinal change related to viewing the police as "a resource rather than a presence only in an emergency."*
3. *to encourage residents to become involved in neighborhood improvement and anti-crime and drug control activities.*

In order to facilitate these goals the officer was to be headquartered in a local community center. Part of each day was to be spent in a highly accessible role at the center and the rest of the day engaged in "knock and talks" with area residents, schools, churches, etc. School contacts, community center information, analysis of "calls-for-service" information, and officer observation, were to identify children

considered at-risk and requiring special attention. As noted in the application, "...the officer will act as an intervention and resource agent." In addition, the officer was to conduct a physical survey of the neighborhood and report code violations (e.g., abandoned automobiles, boarded-up buildings, insufficient street lighting, "dangerous nuisances", etc.) to the appropriate city department.

Like the previous Spokane Urban Pilot Demonstration project, this project was funded under BJA Authorized Purpose Areas numbers 1, 4, 16 and 18.

Summer Work/Occupation Information

This project was concerned with providing youths between the ages of 11 and 15 exposure to various local businesses and educate them to the skills required for entry into those fields. In addition, the youths were also required to participate in community service work. As noted in the application for funding, this project had four primary goals/purposes:

1. *to "demonstrate a correlation between work and financial reward."*
2. *to expose the participants to positive adult role models.*
3. *to identify youth at-risk for drug use.*
4. *to "broaden the horizons" of participants to employment opportunities.*

Once a week over an eight-week period 30 youths, accompanied by four adult supervisors, would leave by chartered bus from one of four neighborhood community centers. The participants would spend the morning involved in neighborhood

improvement projects (e.g., painting over graffiti, cleaning up neighborhood parks, yard work for the elderly or handicapped, etc.) and the afternoon would be spent at local businesses. A sack lunch was provided on these days and at the end of the day each youth was compensated for their work and participation at the rate of \$10 each.

Like the previous Spokane Urban Pilot Demonstration Projects, this project was funded under BJA Authorized Areas numbers 1, 4, 16 and 18.

Findings

In many respects these three projects overlapped a great deal, especially at the community level. The School Resource Officer spent a significant amount of time each week in the community and the Neighborhood Resource Officer worked with school aged youths and also visited schools in the area. Also, it is quite possible that some of the youths who interact with these two officers later participated in the Summer Work/Occupation Information project.

Between these three projects, 4315 youths received services. The majority (4000) received services through either the school or neighborhood project and the remainder (315) participated in the summer project. The activities which the youths participated in during the summer involved cleaning parks and vacant lots as well as removing graffiti.

The School Resource Officer spent 100 hours providing group in-class instruction and 250 hours providing one-on-one interaction. The Neighborhood Resource Officer spent 600 hours in neighborhood centers and initiated 50 neighborhood meetings. Project officers contacted 330 parents and 50 of these

received educational or vocational opportunities and 40 participated in related community activities. Nine community schools received project services during this year: six elementary schools, two middle schools, and one homestead school.

Project officers identified the homes of 25 youths which could benefit from drug and alcohol treatment services and an additional 25 which could benefit from mental health counseling services and 15 from public health services. In addition, 15 youths were referred to treatment services, ten were referred to various other social services, and 50 youths received various types of counseling services. Twenty parents also received counseling services and ten were referred to other social services.

Other law enforcement agency assistance was requested by resource officers 200 times for domestic disputes; 100 times for prowlers, burglars, or suspicious persons or vehicles; 80 times for drug and alcohol related incidents; and 30 times to check on health and safety matters.

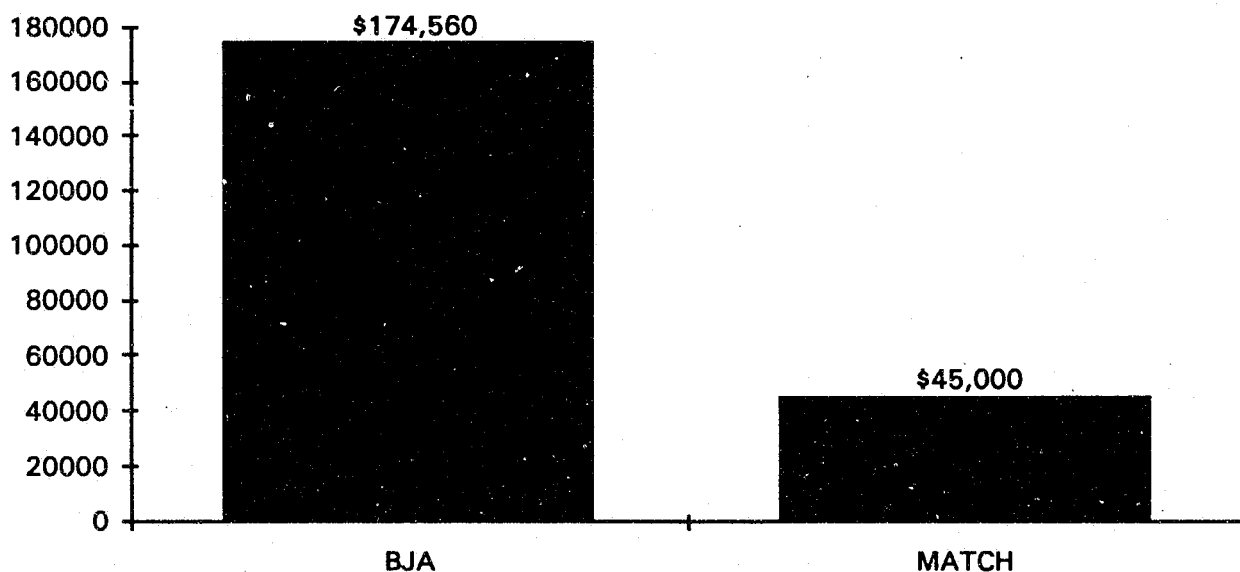
Through neighborhood clean-up activities, two properties were abated; 400 abandoned cars were removed; two abandoned buildings were cleaned up; and five streets or alleys repaired. As part of these community improvement activities, nine community coalition meetings were conducted and 40 citizens participated.

Of the youths benefitting from project services, 4000 were between the ages of eight and fifteen, and 300 were below the age of eight (missing data = 15). The estimated ethnic breakout for project participants was ten percent African-American, 80 percent Caucasian, five percent Hispanic, and five percent Native American.

YAKIMA

The City of Yakima used its BJA funds and local matching dollars to support one Urban Pilot Demonstration Project, a Rebound Plus Program enhancement project. All \$174,560 awarded to the City by DCD was devoted to this one project. In addition, \$45,000 in matching funds was contributed locally (i.e., 25.8 percent of the federal dollar amount). In total, \$219,560 was used to support the City of Yakima Urban Pilot Demonstration Project during 1992.

URBAN PILOT DEMONSTRATION PROJECT - YAKIMA \$174,560 BJA + \$45,000 = \$219,560



It should be noted that although \$45,000 in match was presented in the application for funding, the actual amount of match for 1992 was realized to be \$99,520. The additional \$54,520 was composed of a larger than expected number

of landlords and home owners being able to expend the funds necessary to perform the repairs indicated by project staff.

Rebound Plus Program

This project was concerned with supporting the existing Rebound Plus Program. In 1991, the application notes, "the staff successfully abated 130 properties." *This program is primarily concerned with ridding "the neighborhoods in Yakima of the vacant, abandoned buildings and debris-ridden lots which are deteriorating neighborhoods and attracting criminal and drug trafficking activities."*

Program staff enforce the Uniform Code for Abatement of Dangerous Buildings as well as other building codes. Aside from working with the building owners, they also worked closely with the police department's drug enforcement officers and the National Guard Drug Enforcement Team. The application for funding estimated that approximately 100 properties would be inspected and abated during the funding year.

This project was funded under BJA Authorized Purpose Area number 21 in that the primary goal of the program, according to the applicant, was to strengthen urban enforcement efforts which are aimed at street drug sales.

Findings

During 1992, 170 properties were inspected by Rebound Plus staff. The majority of these (85) were successfully abated and 48 were referred to the Neighborhood Improvement Project. The Neighborhood Improvement Project involved a coalition of City and neighborhood organizations which worked to reverse the

effects of inner-city decay and neglect through cleaning up abandoned properties. Also, during 1992, 18 of these properties were demolished.

Not all properties which were inspected were abandoned or vacant. During the three-month July through September 1992 period, 16 males of varying age and race were encountered illegally occupying six different properties and 34 individuals (20 of them children) were encountered when four separate legally occupied residences were inspected. Of the 16 males encountered, all were noted as having "drug-related problems." Whether these properties were legally or illegally occupied, all residents were referred to social service organizations. It was also noted that drug paraphernalia, including hypodermic needles, as well as gang-related graffiti, were found in "several of the properties."

CONCLUSIONS

CONCLUSIONS

All urban projects funded by DCD with federal dollars were effective, to some extent, in accomplishing the goals and objectives as presented in their application for funding. It should be noted that although Quarterly Activity Reports were required and DCD staff requested these forms on numerous occasions, seldom were they submitted by the BJA fund recipient.

The City of Seattle's Enhanced Criminal Drug Trafficking/ Records Information System project did not purchase, let alone install, the hardware which, in their original application, they stated was necessary to run the software which was to be purchased through this contract. Since the system had not been implemented by the time of program evaluation, it was impossible to access the project based on the criteria set in the application (i.e., "An increase in the number of suspects apprehended/incarcerated based on their repeat offender status" and "[a]n increase in the quality and availability of information about drug-related criminal activity as well as educational/treatment programmatic needs.") As noted, the funds requested for the Remote Terminal Computer Access project were reallocated to the Enhanced Record Information System. The Narcotics Street Team Personnel enhancement was solely concerned with funding a sergeant-level detective whose primary responsibility was to supervise an existing narcotics street team. The street team itself, and by logical inference the BJA-supported detective sergeant, appeared to be quite effective in its goal of targeting street-level dealers.

The Case Tracking System, over the past two years, appears to have resulted

in increased prosecutorial efficiency. Cases have gone to court in a shorter period of time, attorneys have more case preparation time, and case documentation and presentation has been thorough. Substantial savings to the public have been realized which outweigh the federal and local project expenditure.

The City of Tacoma used its BJA Urban Pilot Demonstration Project funds to add a Special Emphasis Team and a Pro-Active Patrol Team. In the case of the former, the funds were used to cover the patrol members overtime salary and in the case of the later to cover all related expenses. Both teams were concerned with street-level interdiction efforts and both were successful in that they removed a great deal of drugs, and drug dealers, from the streets. The quantity of drugs removed from the streets, though, was not tracked by project staff even though the applicant proposed doing so in the application for funding. Although the number of drug-related citizen complaints were reported by the agency contact person, no pre-program data was presented, so it is impossible to conduct the proposed "comparison of the number of drug related citizen complaints pre and post program implementation."

The City of Spokane reports that large numbers of youths were served through its three funded Urban Pilot Demonstration Projects. Many of these youth reportedly participated in a number of community enhancement projects. The officer funded through these projects interacted directly with the community and neighborhood schools and provided referral and intervention services to youths and their families. Community interaction and involvement was emphasized and individuals of all ages and races benefitted from these projects.

The City of Yakima used its funds to expand a neighborhood improvement project. This project resulted in the abatement of large numbers of properties. Areas considered conducive to drug use and dealing were targeted. Individuals occupying the targeted residences were referred to social service agencies by project staff.

As previously stated, all projects were effective, to some extent, in accomplishing their funded goals and objectives. It is important at this point, though, to reiterate the salient features of the Urban Pilot Demonstration Program overall and individual projects:

"The purpose of this grant is to support demonstration pilot projects...innovative projects which demonstrate a reduction in the supply and demand of illegal substances." (See p. 1)

These three features define legitimate projects; that is, they must be a pilot (i.e., new), demonstration (i.e., unique), and innovative (i.e., "cutting-edge"). Only in the case of the City of Spokane were all three of these requirements satisfied. The City of Seattle used its funds to support existing or previously funded projects. The City of Tacoma used its funds to support or expand existing projects. The City of Yakima used the funds to expand an existing project.

RECOMMENDATIONS

RECOMMENDATIONS

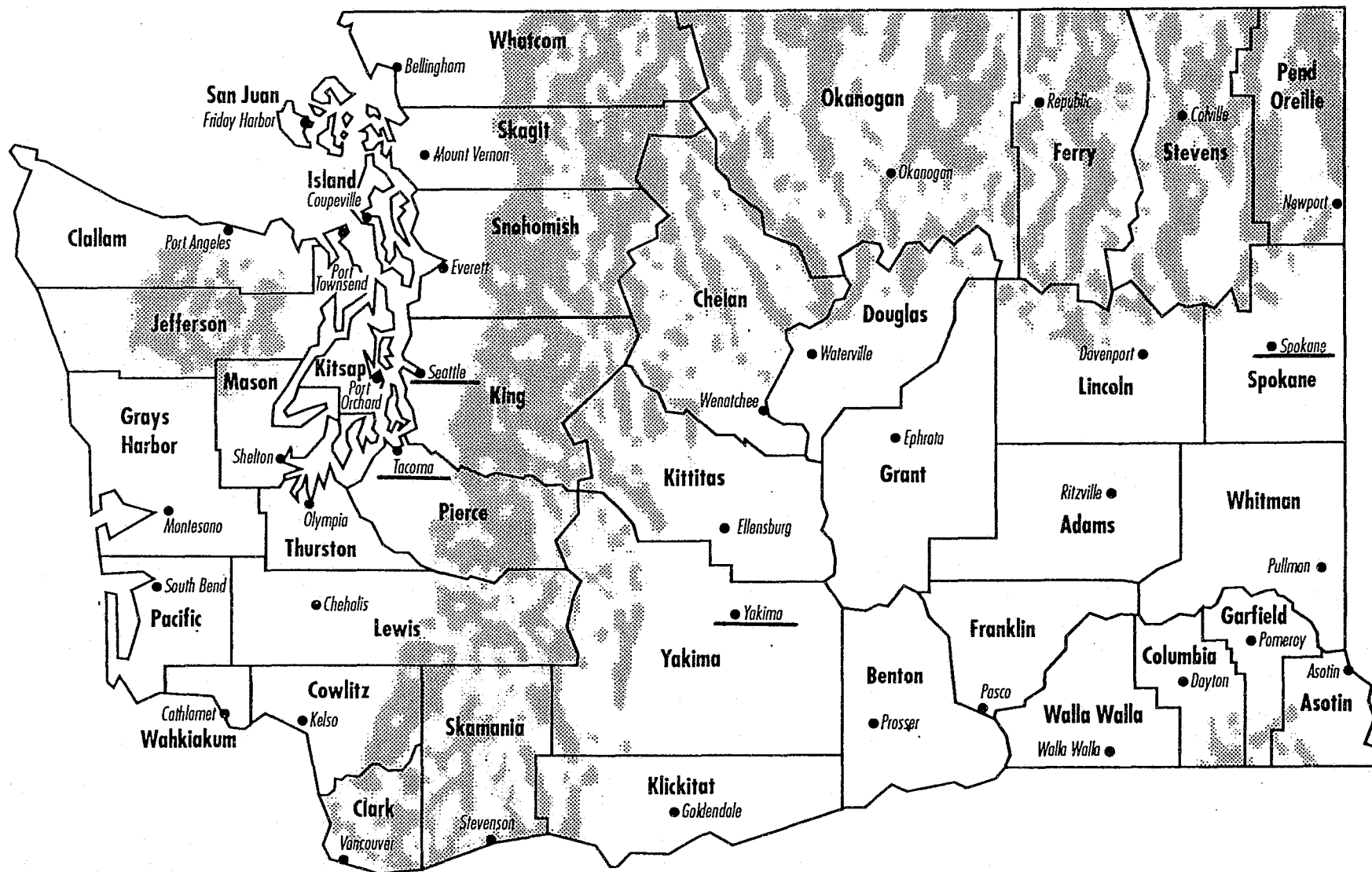
Based on the preceding, the following five recommendations are offered:

1. Proposals submitted by potential funding recipients which do not meet the requirements as set out in the DCD composed application for funding should be returned to the applicant for revision and resubmission. In order to accommodate this, the following steps should be taken:
 - a. a screening protocol should be developed and implemented at DCD utilizing basic project requirements/parameters as presented in the application for funding.
 - b. projects which do not meet the basic screening criteria should be returned to the applicant with instructions to refer to the basic project requirements and allowing application deadline extension.
2. Applicants must keep separate performance figures for each project and report on each project separately as part of the Quarterly Activity Report obligation. For example, cities which used their funds to replicate existing services often reported figures for the overall project, not just the BJA-funded portion. Also, cities which had more than one project which served the same population often reported related performance figures cumulatively.

3. Applicants must submit, at a minimum, performance data as outlined in their application for funding. In addition, applicants who propose increased levels of effectiveness over pre-project levels, must submit relevant pre-implementation data at the time of DCD project approval or contract award.
4. Voucher processing at the DCD level should be tied directly to receipt of Quarterly Activity Reports. It should be emphasized to fund recipients that failure to submit the required reports in a timely, thorough, and efficient manner will halt voucher processing and subsequently, fund reimbursement. A one-month grace period should be granted to allow for data collection and processing as well as extenuating circumstances.
5. In the case where more than one demonstration project is funded in an urban area, locally supplied match funds should, to the extent possible, be spread across all projects.

APPENDIX A:
WASHINGTON STATE MAP WITH
URBAN PILOT DEMONSTRATION
PROJECT LOCATIONS

The State of Washington



APPENDIX B:
YEARLY PROGRAM ACTIVITY REPORT

STATE OF WASHINGTON
DEPARTMENT OF COMMUNITY DEVELOPMENT
COMMUNITY PROTECTION AND DEVELOPMENT DIVISION

URBAN PILOT DEMONSTRATION PROJECT
YEARLY PROGRAM
ACTIVITY REPORT

Reporting Agency: _____
Address: _____

Reporting Year: _____
Contract No. _____

Contact Person: _____

Telephone No. _____

=====

INSTRUCTIONS: Complete each of the following Sections for the 1992 contract year activity, as related to your funded urban project. Please note, certain sections may not apply to your project.

=====

I. Law Enforcement

1. _____ Number of drug-related citizen complaints received during reporting period.
2. _____ Number of target "problem" areas identified by project officers since last activity report.
3. _____ Number of target "problem" areas resolved.
4. _____ Number of target "problem" areas in process.
5. _____ Number of target "problem" areas waiting to be worked.
6. _____ Number of hours of police overtime used for special officer teams.
7. _____ Number of drug arrests made by project officers as a result of:

- | | |
|------------------------------|------------------------------------|
| a. _____ buy-bust operations | d. _____ deterrence patrols |
| b. _____ video surveillance | e. _____ undercover investigations |
| c. _____ paid informants | f. _____ other _____ |
| | _____ |
| | _____ |

8. _____ Number of successful prosecutions during the reporting period.
9. Type and quantity of drugs seized _____

10. Type and quantity of assets forfeited _____

11. \$ _____ Confidential funds expended for purchase of substances.
12. \$ _____ Confidential funds expended for purchase of information.
13. \$ _____ Confidential funds expended for purchase of evidence.

14. In accordance with the Confidential Fund provisions of the Drug Control and System Improvement Formula Grant Program - Narcotics Task Force Policies and Procedures Manual, the last complete reconciliation of confidential funds was conducted on _____, and indicated the following:
(Date - mm/d/yr)

<u>Budgeted</u>		<u>Not Drawn</u>		<u>Cash On-Hand</u>		<u>Cash Issued & Verified</u>		<u>Expended</u>
\$ _____	=	\$ _____	+	\$ _____	+	\$ _____	+	\$ _____

15. Type of activities targeted during reporting period (how many):

- a. ☐ sale of controlled substances
- b. ☐ criminal gang operations
- c. ☐ serial robberies/burglaries
- d. ☐ patternistic sex crimes
- e. ☐ incidents of violence/urban disorder
- f. ☐ other (including officer observation)

16. How many officers received Law Enforcement training during the reporting period in:

- a. ☐ surveillance techniques
- b. ☐ investigation case management
- c. ☐ narcotics recognition
- d. ☐ asset seizure
- e. ☐ other (identify)

II. Law Enforcement Management Information Systems

17. If applicable to this project, on a separate sheet of paper describe progress made during the reporting period in the enhancement of your criminal drug trafficking records information system. Include relevant project phases and address progress made toward meeting previously established timelines. Also address the needs of other criminal justice and human service systems impacted city-wide.

18. Prosecution/Law Enforcement Information Sharing:

- a. ☐ Number of case documents prepared.
- b. ☐ Number of case discoveries prepared.
- c. ☐ Number of special case or discovery needs identified.
- d. ☐ Number of defense attorneys appointed.
- e. ☐ Number of witness contacts made.
- f. ☐ Number of paralegals appointed.
- g. ☐ Number of advocates assigned.
- h. ☐ Number of other agencies tracked.
- i. ☐ Number of defenders tracked through the justice system.

III. Prevention

19. Law Enforcement contacts made:

- a. ____ Number of hours spent in individual contacts with officer.
- b. ____ Number of parent contacts made by project officers.
- c. ____ Number of individual families contacted by officer.
- d. ____ Number of hours spent in the classroom by law enforcement officers during the reporting period.
- e. ____ Number of neighborhood meetings initiated by the officer.
- f. ____ Number of hours spent in neighborhood centers by officers.

20. Number of youth participating in the following types of employment opportunities:

- a. ____ Number removing/repainting graffiti.
- b. ____ Number cleaning park land or clearing vacant lots.
- c. ____ Number performing yardwork for private, elderly or handicapped residents.
- d. ____ Number participating in a trade apprenticeship training program.
- e. ____ Number of other (identify)

21. Number receiving prevention services during this period:

- a. ____ Number of youth receiving educational/vocational services.
- b. ____ Number of youth participating in community activities.
- c. ____ Number of youth participating in employment opportunities.
- d. ____ Number of parents receiving educational/vocational opportunities.
- e. ____ Number of parents participating in community activities.
- f. ____ Total number of youth receiving prevention services.
- g. ____ Total number of parents receiving prevention services.
- h. ____ Other: _____

IV. Intervention

22. Number of the following types of neighborhood clean-up activities co-sponsored by the project:

- a. Number of properties abated for clean-up purposes.
- b. Number of abandoned cars.
- c. Number of abandoned buildings.
- d. Number of sidewalks/streets needing repair.
- e. Number of street or alley lights repaired.
- f. Number of community coalition meetings held for clean-up purposes.
- g. Number of citizens participating in community education activities regarding neighborhood clean-up.
- h. Number of fund raisers held to support neighborhood clean-up.
- i. Other: _____

23. Number of community at-risk youth homes targeted for assistance by project officers:

- a. Number for drug/alcohol treatment.
- b. Number for education/job retraining.
- c. Number for public assistance.
- d. Number for mental health services.
- e. Number for marriage/family counseling.
- f. Number for public health.
- g. Number for Law Enforcement assistance for domestic disputes/related matters.
- h. Number for Law Enforcement assistance for prowlers, burglars, suspicious persons or vehicles.
- i. Number for Law Enforcement assistance for drug and alcohol-related incidents.
- j. Number for Law Enforcement assistance to check the welfare of a resident.
- k. Number for Law Enforcement assistance involving children and juveniles.
- l. Number for Law Enforcement calls for services flagged by project staff.
- m. Number for other agencies contacted by officers on behalf of family/youth.
- n. Number for other city departments contacted by officers on behalf of family/youth.

24. Number referred to services during this period:

- a. Number of youth referred to treatment services.
- b. Number of youth participating in counseling.
- c. Number of youth referred to other social services.
- d. Number of parents referred to treatment.
- e. Number of parents receiving counseling.
- f. Number of parents referred to other social services.
- g. Total number of youth receiving intervention services.
- h. Total number of parents receiving intervention services.

V. Demographics

25. Age of youth served:
- ___ # under 8
 - ___ # 8-15
 - ___ # 16-18
 - ___ # 19-21
 - ___ # Total
26. Ethnic groups served:
(percentage must total 100%)
- | | |
|------------------------------|-----------------|
| ___ % African-American | ___ % Hispanic |
| ___ % Asian-Pacific Islander | ___ % Caucasian |
| ___ % Native American | ___ % Other |
| ___ % Latinos | ___ % Total |

27. Indicate those community elements involved in the project:

- ___ Law Enforcement
- ___ Treatment
- ___ Education
- ___ Community
- ___ Local Government
- ___ Tribal Government
- ___ Counseling
- ___ Other (identify)

28. How many schools participated in the project during this period:

- ___ Number Elementary School(s)
- ___ Number Middle School(s)
- ___ Number High School(s)
- ___ Number Homestead School(s)
- ___ Number Private School(s)
- ___ Other (identify)

VI. Other

29. Publicity (Attach newspaper clippings or press releases and summary or note of broadcasts publicizing urban program activity.)

30. Type and value of equipment purchased this quarter:

	<u>Equipment</u>	<u>Value</u>
a.	_____	\$ _____
b.	_____	\$ _____
c.	_____	\$ _____
d.	_____	\$ _____
e.	_____	\$ _____
f.	_____	\$ _____

I certify that the information provided on this form is true and correct to the best of my knowledge.

Signature: _____

Date: _____

Title: _____